

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

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2  
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## LEAGUE OF NATIONS

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Supplementary Report to the Fifth Assembly  
of the League on the Work of the Council,  
on the Work of the Secretariat and on the  
Measures taken to execute the Decisions of  
the Assembly.

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## LEAGUE OF NATIONS

### 1.

#### THE PRESENT POSITION AS REGARDS INTERNATIONAL ENGAGEMENTS DEPOSITED WITH THE SECRETARIAT OR CONNECTED WITH THE WORK OF THE LEAGUE OF NATIONS.

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A complete list of signatures and ratifications of and accessions to international engagements deposited with the Secretariat or connected with the work of the League of Nations has been prepared and will be distributed as an annex to this report.

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### 2.

#### LEGAL QUESTIONS.

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##### I. — RATIFICATION OF AMENDMENTS TO THE COVENANT.

The head of the Brazilian Delegation accredited to the League of Nations deposited at the Secretariat on August 13th, 1924, the instrument of ratification by the President of the Brazilian Republic of the amendments to Article 6 and to Articles 16 and 26 of the Covenant of the League of Nations.

The amendment to Article 6 (last paragraph) of the Covenant thus being ratified by the Members of the League whose representatives compose the Council, and by a majority of the Members of the League whose representatives compose the Assembly, came into force on August 13th, 1924.

##### II. — INTERNATIONAL ARRANGEMENTS FOR LEGAL ASSISTANCE FOR THE POOR.

The Assembly, on September 27th, 1923, decided to place this question on the Agenda of the fifth Assembly. Meanwhile, it invited the Secretary-General to prepare a report and to make such enquiries, under the authority of the Council, as might be found desirable without expenditure of League funds.

The Secretary-General, acting under this resolution and with the approval of the Council, invited a small Committee of experts to consider the question, the National Conference of Legal Aid Societies of the United States of America having generously undertaken to grant the necessary funds.

Experts were appointed from France, Great Britain, Italy, Japan, Norway, Poland, Spain and the United States. The Committee, which included also a representative of the International Labour Office, met at Geneva from July 30th to August 2nd, 1924.

The Committee, as a result of an exchange of views among its members, was convinced that the question under consideration was of considerable importance from the international point of view. It drew up a number of recommendations which will be embodied in the report on the subject to be presented by the Secretary-General to the Assembly.

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### 3.

#### FINANCIAL ADMINISTRATION OF THE LEAGUE.

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##### I. — GENERAL FINANCIAL POSITION.

The general financial position continues to be satisfactory.

##### II. — ACTION TAKEN BY THE COUNCIL AT ITS JUNE SESSION.

The Council, at its June session, decided not to submit any observations on the report of the Supervisory Commission, on the accounts for 1923 and on the budget for 1925, reserving, however, the right of its representatives to make, during the Assembly, such proposals or such amendments as they might think desirable.

The Council also accepted the duties conferred upon it under the Regulations of the Staff Provident Fund, and, pending the appointment of the Board of Management and of the Investments Advisory Committee, it requested the Secretary-General to administer the Fund in accordance with the regulations.

### III. — PENSIONS OF THE PERSONNEL OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

On July 7th, 1923, the Council requested the Supervisory Commission to report to it "about any definite proposal which might be laid before the Assembly in view of the application of Article 32 (last paragraph) of the Statute of the Permanent Court of International Justice." The paragraph in question provides that "the Assembly of the League of Nations shall lay down, on the proposal of the Council, a special regulation fixing the conditions under which retiring pensions may be given to the personnel of the Court."

The Supervisory Commission dealt with this question at a special meeting on June 27th last. Its report, which was finally approved by all the members of the Commission, on August 11th, puts forward a scheme of pensions for the regular judges (*juges titulaires*) of the Court and discusses the position of the Registrar. The report is on the Agenda of the Council session now in progress.

## 4.

### REDUCTION OF ARMAMENTS.

#### I. — ACTION TAKEN BY THE COUNCIL AND THE COMMISSIONS OF THE LEAGUE ON THE RESOLUTIONS ADOPTED BY THE ASSEMBLY AT ITS FOURTH SESSION.

##### *Resolution I. — Draft Treaty of Mutual Assistance.*

"The Assembly,

"Having taken cognisance of the draft Treaty of Mutual Assistance drawn up by the Temporary Mixed Commission and amended by the Third Committee as a result of an exchange of views between its members, some of whom spoke in their personal capacity;

"Considering that this discussion has revealed some divergences of view and, further, that a large number of Governments have not yet expressed their opinions on Resolution XIV of the third Assembly:

"Decides to request the Council to submit the draft Treaty of Mutual Assistance to the Governments for their consideration, asking them to communicate their views in regard to the aforesaid draft Treaty."

In conformity with this resolution, the Council in September 1923 decided to empower the Secretary-General to circulate to all the Governments of Members of the League the report of the Third Committee of the Assembly on the draft Treaty of Mutual Assistance, together with the report of the Temporary Mixed Commission to the Assembly on the same subject, and the Minutes of the Third Committee.

In accordance with the decision of the Assembly, the letter from the Secretary-General drew the attention of the Governments of the Members of the League to the fact that, in order that the work of co-ordinating the opinions of the Governments with regard to the draft Treaty might be taken in hand in sufficient time for the consideration of the next Assembly, it would be of the greatest utility that these opinions should reach the Secretariat of the League as early as possible in the year. The Council in December decided to extend this communication to States non-Members of the League, and a letter to that effect was sent by the Secretary-General on January 9th, 1924.

During its March session, the Council noted that only three Governments had by then replied to the first letter of the Secretary-General, dated October 25th, 1923. It adopted the following resolution:

"The Council, in view of Resolution No. I of the Assembly, in accordance with which the draft Treaty of Mutual Assistance was submitted to the Governments for their consideration, with the request that they should communicate their views in regard to the said draft;

"Considering that it is important that the next Assembly should be in a position to examine the draft again in the light of the views of the Governments:

"Instructs its President to approach all States Members of the League of Nations which have not yet communicated their views on this subject, requesting them to be good enough to do so, in order that their views on the Treaty of Mutual Assistance may reach the Secretariat in time to be submitted to the next Assembly."

All the replies so far received by the Secretariat are included in Document A. 35. 1924. IX.

The President informed the Council, during its June session, that an important American group, comprising Professor Shotwell and General Bliss, were submitting to the Secretary-General a memorandum on the limitation of armaments.

On the proposal of the President, the Council authorised the Secretary-General to communicate this memorandum to the Members of the Council as soon as it was received.

*Resolution II. — Limitation of National Expenditure on Armaments.*

"The Assembly

"Notes with great satisfaction that in the course of the last three years the States Members of the League have, with very few exceptions, been able to reduce their expenditure on armaments;

"Desires that this fortunate development should become more marked and more general;

"Recalls the resolutions of the preceding Assemblies concerning the limitation of expenditure on armaments;

"And requests the Council to recommend to the Members of the League not to exceed, during the period necessary for the elaboration and the adoption of the general scheme for the reduction of armaments, the total expenditure on military, naval and air armaments provided for in the budget of the present fiscal year:

"Subject to the reservation, however, that allowance shall be made:

"(a) for all contributions of effectives, material, or money recommended by the Council for the execution of the obligations provided for in Article 16 of the Covenant;

"(b) for all exceptional situations brought to the notice of the Council and recognised by it as such."

During its twenty-ninth session, in June 1924, the Council considered this resolution of the Assembly and gave effect to it in the following decision:

"The Council, endorsing the Assembly's resolution recommending the Members of the League, subject to certain reservations, not to exceed, during the period necessary for the elaboration and adoption of the general scheme for the reduction of armaments, the total expenditure on military, naval and air armaments provided for in the budget of the present fiscal year:

"Decides to instruct the Secretary-General to send the above recommendation to all States Members of the League and to request them to state what action they propose to take with regard to the recommendation."

The Secretary-General, by a letter dated June 27th, 1924, communicated this decision of the Council to the States Members of the League.

The replies received to this enquiry have been communicated to the Members of the League.

*Resolution III. — Year-Book of Statistical Information concerning National Armaments.*

"The Assembly expresses its approval of the decisions which the Council has taken in connection with the publication of a Year-Book of statistical information concerning national armaments and recommends that, in preparing this volume, the Secretariat should take into account the recommendations put forward in the report of the Temporary Mixed Commission."

The Year-Book of Statistical Information concerning national armaments has been prepared by the Secretariat, and communicated to the Assembly (Document A. 37. 1924. IX).

*Resolutions IV, V, VI, and VII.*

Under these resolutions the Temporary Mixed Commission was asked to examine during the year 1923-1924 the questions of the control of the international trade in and the private manufacture of arms and munitions; chemical warfare; the possibility of obtaining local reductions of armaments by means of regional agreements; and the co-ordination of the work of the Temporary Mixed Commission and of the Permanent Advisory Commission for Military, Naval and Air Questions.

The procedure followed by the Temporary Mixed Commission in dealing with these subjects was briefly outlined in the General Report (Document A. 8. 1924, pp. 14-16).

The Temporary Mixed Commission has, since the publication of the General Report, held a further plenary session in July 1924.

Its first Sub-Commission also held a session in July, and proceeded with the preparation of a general text regarding the control of the international trade in arms and munitions.

Further, the Committee appointed by this Sub-Commission, which met in April at Prague, met again in July at Geneva to consider further the question of the control of the private manufacture of arms.

Further meetings were also held in July of a Committee established by the plenary Commission to examine the question of the co-ordination of the work of the Temporary Mixed Commission and the Permanent Advisory Commission, and the Committee entrusted with the study of chemical warfare held a session at Paris on July 29th.

The results of the work of the Temporary Mixed Commission and its various Committees in regard to these questions is embodied in the special report of the Temporary Mixed Commission to the Assembly (Document A. 16. 1924).

## II. — LIMITATION OF NAVAL ARMAMENTS.

The question of the limitation of naval armaments has, during this year, been considered in its technical aspects by the Permanent Advisory Commission.

The aim of this work and the procedure to be followed was determined by the third Assembly, as summarised in the following passage from the report of its Third Committee:

“The Third Committee is entirely in agreement with the Temporary Mixed Commission in thinking it desirable that a Conference should be summoned at an early date and that all States, whether Members of the League or not, should be invited to take part. It considers, however, that a certain elasticity with regard to the programme for this Conference should be allowed, and that it should be made quite clear that the Conference would not be in any way bound by the draft Treaty, but that, on the contrary, it should be free to take into consideration the special circumstances in any country, and, in particular, the special circumstances of new States which as yet have no navies. While agreeing to this view, however, the Third Committee feels strongly the great desirability of securing immediate limitation of the naval forces maintained by all countries, in order that the peoples of the world may be spared the economic burden which would be laid upon them by increases in the total tonnage or in the size of the warships maintained by their Governments. The Third Committee therefore recommends for the adoption of the Assembly the following resolution:

“(a) That an International Conference should be summoned by the Council as soon as possible, to which all States, whether Members of the League or not, should be invited, with a view to considering the extension of the principles of the Washington Treaty for the limitation of naval armaments to all non-signatory States, it being understood that any special cases, including that of the new States, shall be given due consideration at the Conference;

“(b) That the report of the Temporary Mixed Commission, together with the report and the draft Convention prepared by the Permanent Advisory Commission, as well as the text of the Washington Treaty, should be forwarded immediately to the various Governments for consideration.”

In view of this report and of this resolution, the Temporary Mixed Commission requested the Council “to consider the advisability of issuing to the Permanent Advisory Commission the necessary instructions for examining the extension of its technical scheme to States not Members of the League.”

The Council considered this question in September 1923 during the fourth session of the Assembly.

The Italian representative, reporting on the matter to the Council, expressed the following views:

“It would seem desirable that the necessary instructions should now be issued to the Commission to proceed with this work.

“At the same time, I would draw the attention of the Council to a point in connection with the draft scheme itself which is, in my opinion, of importance. This scheme, which takes the form of a draft Convention for the extension of the principles of the Washington Treaty to non-signatory States, was not unanimously adopted by the members of the Naval Sub-Commission who drew it up. As the report which accompanies the draft shows, the Spanish representative accepted it under reserve and the representative of Brazil opposed it entirely.

“Thus the representatives of two Powers belonging to the group of nations to which the Convention would be applied were not prepared to accept it.

“I think my colleagues will agree with me that it is of importance for the success of the International Conference on this subject which is eventually to be held that the draft Convention to be taken as a basis of discussion should be one on which naval expert opinion is as far as possible unanimously agreed.

“I would therefore suggest that the Naval Sub-Commission should be asked to re-examine their draft scheme in the light of the foregoing observations, and, at the same time, should invite to sit on the Commission such technical experts of States Members of the League as may be affected, and call into consultation naval experts from such of the nations not Members of the League — other than those whose naval armaments are already fixed by the Washington Treaty or by Treaties of Peace — as they may consider desirable.

“I therefore propose the following resolution:

“1. The Council, on the recommendation of the Temporary Mixed Commission, instructs the Permanent Advisory Commission to consider the question of the extension of its technical scheme, with regard to the application of the principles of the Washington Naval Treaty, to those States which have not signed the said Treaty, and which are not Members of the League of Nations.

“2. The Council further requests the Permanent Advisory Commission to reconsider its original draft Convention with a view to its universal acceptance from a naval technical point of view, and for this purpose suggests that the Commission should call into collaboration naval experts of such nations concerned — other than those whose naval armaments are already fixed by the Washington Treaty or by Treaties of Peace — as they may consider desirable.”

The Naval Sub-Commission, to which the matter was referred by the Permanent Advisory Commission, decided that invitations should be addressed to all non-signatory States possessing "capital ships" as described in the Washington Treaty. Invitations were accordingly despatched to the following States, asking them to nominate naval experts to co-operate with the Naval Sub-Commission in the work preliminary to the International Conference:

Argentine,  
Chile,  
Denmark,

Greece,  
Netherlands,  
Norway,

Union of Socialist Soviet  
Republics,  
Turkey.

With the exception of Turkey, all the nations invited accepted the invitation and a meeting of the Naval Sub-Commission and representatives of the States mentioned above was held in Rome from February 14th to 25th. The results of the work of the naval experts are contained in Document C. 76. 1924. IX.

In March 1924, the Council examined the results of the Rome meeting, and, while reserving the examination of the report to a subsequent session, decided to request the Secretary-General to forward a copy of the report to all States Members and non-Members of the League, and to invite those States to communicate through the Secretary-General, if possible before the June session of the Council, any observations or suggestions concerning their countries which they might think desirable, in order to enable the Council to take a decision as to a second technical meeting and to determine the final date of the International Conference for the purpose of concluding the Convention.

A letter was accordingly despatched by the Secretary-General on April 4th, 1924. The replies received from the Governments will be distributed in a special document (Document A. 36. 1924. IX).

The Council, during its June session, again examined the question, and the representative of Czechoslovakia presented a report, which was adopted by the Council and which included the following paragraphs:

"Certain States, notably Roumania and Portugal, expressed the desire to take part in the preliminary technical work for a new conference. In a letter dated May 30th, 1924, the Roumanian Government again advocated a new preliminary technical conference 'which will take the necessary steps to reconcile different interests involved, as far as is practicable'. On the other hand, several of the replies which the Secretariat has received are definitely against this proposal; the British, Swedish, Danish and Netherlands Governments state that they are opposed to the holding of any further technical conference on the question.

"The Rome Conference revealed the existence of two quite different points of view among the countries which were represented. According to one view, the question was that of the extension pure and simple to non-signatory Powers of the two principles of the Washington Treaty, namely: first, the fixing of the tonnage of capital ships on the basis of the *status quo*, the date for which was still to be determined, and the naval holiday.

"According to the other view, the question was, independently of the *status quo*, one of the limitation of naval armaments to figures determined for each of the States concerned, regard being paid to national security and to the intention of Article 8 of the Covenant.

"It seems difficult to reconcile these two views. Considering the difference of opinion in regard to the principles and also in regard to the procedure to be followed in the matter of the limitation of naval armaments, I am of opinion that the Council would be well advised again to lay the question before the Assembly, in order that the Assembly may consider whether the original scope of the International Conference should be maintained, or whether it should be enlarged so as to admit of a discussion of the two points of view mentioned above.

"The Assembly might also give the Council its advice as to the most suitable date for the International Conference."

In view of the above considerations, the Council adopted the following resolution, which was duly communicated by the Secretary-General to all the Governments concerned on July 25th, 1924:

"The Council,

"In view of the differences of opinion which have come to light in the course of the preliminary technical discussions in regard both to the principles and to the procedure to be followed in the matter of the limitation of naval armaments:

"Decides to send the present report to the Governments of States Members of the League, and to lay the question before the fifth Assembly, in order to enable the Assembly to define the essential principles on which a general Conference on the limitation of naval armaments might be based."

The question has accordingly been placed on the Supplementary List of Questions for the Agenda of the Assembly.

### III. — RIGHT OF INVESTIGATION CONTEMPLATED IN ARTICLE 159 OF THE TREATY OF ST.-GERMAIN, ARTICLE 143 OF THE TREATY OF TRIANON AND ARTICLE 104 OF THE TREATY OF NEUILLY.

The Council, on June 17th, 1924, passed the following resolution:

"The Council,

"In deference to requests presented by various Members of the League to be represented on the Council, in conformity with paragraph 5 of Article 4 of the Covenant,

when the question of the right of investigation contemplated in Article 159 of the Treaty of St. Germain, 143 of the Treaty of Trianon and 104 of the Treaty of Neuilly is discussed:

“Decides to instruct a Committee of Jurists to give an opinion on the interpretation of paragraph 5 of Article 4 of the Covenant as regards the composition of the Council when this question is under examination.”

A Committee was constituted in accordance with this resolution consisting of jurists appointed by the States represented on the Council. The Committee met on July 28th and July 29th, 1924, at Geneva.

The Committee has expressed its opinion upon the particular question laid before it in a confidential report, which will be considered by the Council in the course of the session now in progress.

## 5.

### POLITICAL QUESTIONS.

#### I. — STATUS OF THE TERRITORY OF MEMEL<sup>1</sup>.

The Convention relating to Memel was signed at Paris on May 8th, 1924, by the representatives of Great Britain, France, Italy, Japan and Lithuania.

In conformity with the final clauses of the Convention and the transitory provision bearing the same date and signed by the same Contracting Parties, the President of the Conference of Ambassadors has addressed a certified copy of the Convention and its annexes to the Secretary-General of the League of Nations.

These documents will be registered under Article 18 of the Covenant as soon as ratifications have been deposited by the Contracting Powers.

#### II. — QUESTION OF THE FRONTIER BETWEEN ALBANIA AND THE KINGDOM OF THE SERBS, CROATS AND SLOVENES AT THE MONASTERY OF ST. NAOUM.

On June 5th, the President of the Conference of Ambassadors, acting on behalf of the British Empire, France, Italy and Japan, wrote to the Council to the following effect:

“In view of the fact that the Conference of Ambassadors’ decision regarding the Serbo-Albanian frontier at the Monastery of St. Naoum has given rise to certain claims which may endanger the maintenance of peace, the Conference, before taking a further decision, has the honour, in accordance with precedent, to submit the following question to the Council of the League of Nations for its opinion:

“Have the Principal Powers, by the decision of the Conference of Ambassadors dated December 6th, 1922, completely fulfilled, in the matter of the Serbo-Albanian frontier at the Monastery of St. Naoum, the mission which, as stated by the Assembly of the League of Nations on October 2nd, 1921, it was incumbent upon them to undertake?

“Should the League of Nations consider that the Conference has not completely fulfilled its mission, what solution should be adopted as regards the question of the Serbo-Albanian frontier at St. Naoum?”

The Council considered this communication, together with the other documents forwarded with it, at its meeting on June 17th, the representatives of the two interested States being present. It decided, in accordance with Article 14 of the Covenant, to submit a request to the Permanent Court of International Justice for an advisory opinion on the following question:

“Have the Principal Allied Powers, by the decision of the Conference of Ambassadors of December 6th, 1922, exhausted, in regard to the frontier between Albania and the Kingdom of the Serbs, Croats and Slovenes at the Monastery of St. Naoum, the mission, such as it has been recognised by the interested parties, which is contemplated by a unanimous resolution of the Assembly of the League of Nations of October 2nd, 1921?”

The matter was brought before the Court at its regular annual session which opened on June 15th last.

#### III. — SITUATION OF MOSLEMS OF ALBANIAN ORIGIN IN GREECE<sup>2</sup>.

The Mixed Commission for the Exchange of Greek and Turkish Populations, in accordance with a resolution which it adopted on April 17th, 1924, sent a delegation, under the Chairmanship of Mr. E. E. Ekstrand, to Epirus and Western Macedonia in order to establish on the spot the criteria determining Albanian origin.

The delegation heard evidence from various groups of persons convened either through the Hellenic authorities or by the Muftis or the Mouhtars of various villages, and took particular

<sup>1</sup> See General Report A. 8. 1924, pages 24-27.

<sup>2</sup> See Document A. 8. 1924, page 29.



pains to convene individuals designated by the Albanian representative in Athens. It is of the unanimous opinion that all the persons who came before it came of their own will, and freely expressed their opinions, without any pressure from any source whatsoever.

The delegation represents that the Minutes of its meetings (which were also communicated to the Secretary-General) make it quite clear that the vast majority of Moslem Greek subjects inhabiting Epirus and Macedonia state without hesitation that they are of Turkish origin and consequently desire to be included in the exchange. Only rather limited minorities in various localities say that they are Albanian in origin and desire in consequence to be exempted from compulsory exchange.

The delegation is of opinion that the special body entrusted by the Mixed Commission with the application of the decision to exempt Moslems of Albanian origin from exchange will have to examine each case individually, taking into consideration various factors, and will have to base its conclusions on instructions which it will receive for this purpose from the Mixed Commission.

In this connection, the delegation thinks that the very categorical desire expressed by a part of the population to be included in the compulsory exchange should not be disregarded. The privilege of exclusion from the exchange should be sparingly accorded, and only to persons of Albanian origin and wishing to be considered as such. The delegation considers that it would be illogical and even unjust to accept a theory as to the origin of a population when that population manifests a contrary opinion and shows a firm desire to proceed to Turkey, which is proved by the voluntary preparations which it has long been making.

On the basis of the report of its delegation, the Mixed Commission has issued instructions to the competent sub-committees requesting them to base their decisions on: (1) place of origin, (2) language, and (3) national consciousness.

The Commission states: "It should be carefully noted, in this connection, that if the place of origin is shown to be Turkey — and this is a point which the competent organ should ascertain first of all — this fact is, in the opinion of the Mixed Commission, sufficient to warrant the decision that the person concerned should be included in the exchange."

The main task of the sub-committees would be to prepare for the departure of persons liable to exchange and to transmit to the local authorities lists of persons whom they had exempted from exchange.

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## 6.

### ADMINISTRATIVE QUESTIONS.

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#### I. — TERRITORY OF THE SAAR BASIN.

During its session in June 1924, the Council considered the question of the authority and responsibility of the individual members of the Governing Commission.

It referred to its next session the consideration of two notes sent by the German Government, at the end of May 1924, concerning: (1) the control of goods imported from Germany into the Saar Territory prior to January 10th, 1925, and (2) the French troops and local gendarmerie in the Territory.

It decided that, in the meantime, a copy of a note containing the observations of the Governing Commission on the control of goods should be communicated to the German Government, and expressed its satisfaction at the decision of the Governing Commission to increase the strength of the local gendarmerie by 400 instead of by 200 men, as originally proposed, during the year 1924-25.

The periodical report of the Governing Commission for the second quarter of 1924 has been circulated to the Council and to the Members of the League since the General Report to the fifth Assembly was prepared.

#### AUTHORITY AND RESPONSIBILITY OF THE INDIVIDUAL MEMBERS OF THE GOVERNING COMMISSION.

The British representative, whose Government had raised the question, explained, at the June session of the Council, that it had not at first seemed clear to the British Government that a letter which the Chairman of the Governing Commission had sent to the Secretary-General, for the information of the Council, concerning the refusal of the Chairman of the Commission to confirm certain appointments to the School Board of Saarbruck, was to be regarded as a statement made on the collective responsibility of the Commission. The British representative suspected that the actual wording of the letter was due to an oversight, and he was happy to note a subsequent letter from the Chairman of the Commission, which cleared up the situation.

The Italian representative, acting as rapporteur, recalled the fact that the Governing Commission, whose executive was the Chairman, was always collectively responsible for the discharge of duties assigned to its individual members, as had already been stated in the Council's resolution of July 7th, 1923; also that all the communications addressed to the Council of the League were sent by the Commission as a whole.

The Council noted that all possibility of misunderstanding had been removed.

### ECONOMIC AND FINANCIAL SITUATION.

The report of the Governing Commission for the second quarter of 1924 indicates that the production of coal, iron and steel has been maintained at a high level and that unemployment has decreased, the number of unemployed during this quarter being the lowest on record since the Governing Commission took office. The report stated that the scarcity of orders received by certain industries is explained by the high rate of wages, the price of coal, the cost of transport and the lack of credit. Wages which were raised during the fall of the franc early in the year have not been reduced; transport charges, as well as the price of coal consumed in the Saar, have, however, been lowered and, the report continues, the Governing Commission has done everything in its power to improve the credit situation, which is much better in the Saar than in Germany. In reference to the reduction in the price of coal, the French Mining Administration has issued a statement regarding the financial profit made from the operation of the mines. The annual average for the period 1920-1923 was approximately 20 million gold marks, or two gold marks per ton, which does not amount to more than a 5 per cent return on the capital invested, if the latter is estimated at 400 million gold marks.

### POLITICAL SITUATION.

The Advisory Council and the Technical Committee were in session almost uninterruptedly during the second quarter of 1924. Fifteen draft decrees were submitted to them for consideration, including a proposal for the modification of the legislation with reference to picketing. The proposed new decree, replacing that of May 2nd, 1923, which had been considered by the Council of the League, authorises picketing and is limited to providing necessary measures to be taken in order to avoid abuse.

### PUBLIC INSTRUCTION.

The section of the report relating to public instruction deals with the complaints which were constantly made in the Press during the quarter with reference to the so-called "Frenchifying" of the Saar schools. The member of the Governing Commission in charge of public instruction investigated the complaints with great care and did everything possible to enlighten public opinion on this subject. In addition to communicating a detailed report to the Press he heard the representatives of different parties on the matter, and put the appropriate papers at the disposal of different organisations in the territory which were interested.

The report states that on May 15th, 1924, the primary schools of the French Mining Administration were attended by 4,446 children of German nationality, out of a total number of school-children of about 112,000.

### ADMINISTRATIVE WORK OF THE COMMISSION.

As in previous reports, much information is given in the report for the second quarter of 1924 with reference to the administrative work of the Commission. Sections deal with: the financial situation of the Governing Commission and of the communes (the budget of the Commission for 1924-25 balances at a little over 182 million francs); decrees concerning housing and farm leases; traffic with the Rhineland and Germany (33,000 German nationals were given permits to enter the Saar Territory during the quarter); the regulation of the "enemy debt" question (an agreement with Germany was signed in June 1924); railways, telephone and telegraph, waterways and air traffic; measures taken in view of the coming into force of new Customs arrangements on January 10th, 1925; census of the territory (showing a population of almost 750,000 on January 1st, 1924); public relief (in particular, the development of the new hospital at Homburg); and agriculture.

## II. — FREE CITY OF DANZIG.

Eight questions relating to the Free City of Danzig were put on the provisional agenda for the Council session in June 1924, but the Rapporteur announced at the opening of the session that it was not necessary for the Council to consider any one of them as an agreement of at least a provisional character had been reached on all. The Council extended its congratulations to the two parties who had shown such a keen desire to settle their disputes by direct negotiations, and to the High Commissioner who had helped them to find solutions for their problems.

It is interesting to note that, although appeals were made to the Council by one party or the other against 27 out of the 32 decisions given by the High Commissioner in 1921, 1922 and 1923, the great majority of these 27 questions have been settled at least provisionally as the result of agreements between Danzig and Poland, negotiated under the auspices of the Rapporteur, or the High Commissioner with the assistance of the Secretariat. The Council has in fact been called upon to settle only two of the 27 differences which have been referred to it on appeal.

Appeals were made against all of the four decisions given by the High Commissioner during the early part of 1924; but agreements have already been reached on two of the questions, and negotiations for the purpose of settling the other two are now proceeding.

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7.

PROTECTION OF MINORITIES.

POLAND.

A. *Question of the Colonists of German Race.*

The Committee on which the Council by its resolution of March 15th 1924 conferred full powers in order to settle the question of the German colonists in Poland in co-operation with the Polish Government met several times in Paris during April and May. After prolonged discussions of a technical character with the representatives of Poland an agreement was reached in principle for the payment of a round sum by the Polish Government as indemnity for the colonists. The Committee, in agreement with the Polish Government, sent an expert to Poland in order to fix the amount of this sum.

The Council on June 17th, 1924, noted the agreement reached between the Committee and the Polish Government. The terms of this agreement are defined in a letter which the Polish Minister for Foreign Affairs addressed to the expert of the Committee on June 3rd. The general lines of this agreement are as follows:

The Polish Government will pay, within one month from the date on which the Council noted the report of the Committee, a total sum of 2,700,000 zloti (gold francs) for the account of a fund entitled "Fund for the Indemnity of the Colonists". This sum represents the indemnity to be received by 500 colonists. The total sum will be increased if, as a final result of the negotiations between Germany and Poland on the question of nationality, the number of 500 is increased by twenty. If, on the contrary, the number of colonists does not exceed 400, the total sum will be diminished.

The distribution of this sum will be effected by a person possessing the confidence of the Polish Government. It is understood between the Polish Government and the expert of the Committee that this task will be entrusted to a senator belonging to the German minority. He will come to an agreement with the interested colonists or their representatives, individual or collective. His decisions will be final and without appeal. The colonists whose Polish nationality is recognised will be immediately indemnified, and those whose Polish nationality is only determined as a result of the negotiations at Vienna will be indemnified within two months after the final decision in regard to their nationality has been taken. Colonists thus indemnified who live outside Poland or who wish to leave Poland will be at liberty to export the sum obtained as indemnity free of all tax.

B. *Question of the Acquisition of Polish Nationality.*

On June 17th the representative of Brazil submitted a report to the Council stating that the negotiations between Poland and Germany, begun under the Chairmanship, as mediator, of M. Kaeckenbeeck, Chairman of the Arbitral Tribunal of Upper Silesia, were still in progress. These negotiations were started as the result of an invitation addressed to Germany and to Poland by the rapporteur under a resolution adopted by the Council on March 14th, 1924. The resolution of the Council provided that, if the negotiations did not result in complete agreement in the form of a convention signed by June 1st, 1924, the Chairman of the Arbitral Tribunal would have full power to arbitrate on all the questions still in dispute. The two parties, however, agreed to follow the procedure of mediation after June 1st, with the result that the arbitral procedure was set on foot simultaneously with the continuation of the procedure of mediation.

The report of the representative of Brazil further deals with the declaration made by M. Kozminski, the representative of Poland, on March 14th 1924, to the effect that Poland felt morally bound not to take any definite action which might prejudice the interests of the persons whose destiny will finally depend upon the issue of the negotiations.

Some time afterwards the German Government drew the attention of the Secretary-General to cases in which, according to its opinion, steps had been taken, in respect of certain persons which were incompatible with the declaration of M. Kozminski. The German Government, in two notes dated June 1st and 7th which were communicated to the Members of the Council, asked the Council to intervene in this matter and to approach the Polish Government.

The Polish delegation at Geneva sent a letter to the Secretary-General on May 27th, 1924, in which it was stated that, in order to obviate all possibility of misunderstanding or of errors of procedure, the Liquidation Office had asked the competent office to verify the registers and to go through the files again in the light of the declaration of M. Kozminski.

Count Skrzynski, representative of Poland to the League of Nations, further declared to the rapporteur that there could be no doubt as to the significance of the undertaking entered into by M. Kozminski. By this undertaking the Polish Government undertook to abstain from any action creating *faits accomplis* which might prejudice either the material or personal situation of the individuals whose final status would depend on the arbitral procedure at that time in progress at Vienna. The declaration of M. Kozminski would be fully carried into effect by Poland in the literal sense of the terms used in the declaration without any restriction.

The Council noted this report. Moreover, during the discussion which took place in the Council M. Skrzynski further declared, in reply to a proposal made by the representative of Great Britain, that he would proceed to a verification of the registers of the Government and that any case discovered in contradiction to the arbitral decision would be rectified.

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## 8.

### MANDATES.

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#### I. — IRAQ.

The question of Iraq was placed on the agenda of the session of the Council of June 1924 at the request of the British Government, which had in May forwarded to the Secretary-General:

- (a) A "Draft Instrument";
- (b) A Treaty between the British Government and King Feisal, signed on October 10th, 1922;
- (c) A Protocol of April 30th, 1923, and the Agreements subsidiary to the Treaty with King Feisal.

The British Government proposed to invite the Council to adopt the Draft Instrument with its accompanying documents defining the obligations of His Majesty's Government to the League of Nations on the question of Iraq, provided that the assent of the Constituent Assembly and of the British Parliament was obtained to the Treaty, Protocol and subsidiary agreements.

The Council, not having been officially advised of the fulfilment of this last condition and desiring to study more fully the document submitted to it, decided on June 17th, in accordance with the proposal of its rapporteur, M. Branting, to postpone to its next session further consideration of the question.

This question is accordingly placed on the agenda of the thirtieth session of the Council.

The British Government submitted to the Council on August 13th a draft decision to be substituted for the Draft Instrument previously communicated to the Council.

#### II. — FOURTH SESSION OF THE PERMANENT MANDATES COMMISSION.

The Permanent Mandates Commission held its fourth session in Geneva from June 24th to July 8th, 1924. During the session the Commission held 22 meetings, one of which was public.

All the members of the Commission took part in its work except M. Yanaghita, who was detained in Japan.

The Council, at its June session, had accepted the resignation of the Spanish member, Count de Ballobar, and had authorised its President to appoint a new member of the Commission. Acting on this authorisation, the President, on June 24th, appointed M. L. Palacios (Spanish), who arrived in Geneva during the session of the Commission. The International Labour Organisation was represented by Mr. Grimshaw, who took part in the deliberations in an advisory capacity in so far as questions relating to labour conditions were concerned.

In the course of its session the Commission examined reports on the administration of six territories under B and C Mandates. The examination of these reports was carried out in the following order, with the assistance of the accredited representatives of the mandatory Powers:

1. For the reports on the French Cameroons and French Togoland:  
M. A. Duchêne, Councillor of State, Director of Political Affairs at the French Ministry for the Colonies;
2. For the report on South-West Africa:  
The Hon. Gys. R. Hofmeyr, Administrator of South-West Africa;
3. For the report on Ruanda-Urundi:  
M. Halewyck, Director-General of Political and Administrative Affairs in the Belgian Ministry for the Colonies;
4. For the report on Western Samoa:  
The Hon. Sir James Allen, K.C.B., High Commissioner for New Zealand in London;
5. For the report on Tanganyika:  
The Hon. W. Ormsby-Gore, M.P.

Further, although it did not examine any reports regarding the administration of Syria and Palestine, the Commission availed itself of the presence at Geneva of M. Robert de Caix, the accredited representative of France, and of Mr. Ormsby-Gore, the accredited representative of Great Britain, in order to hear statements by the two representatives regarding the situation in these territories.

The Commission, having decided on the terms of its observations on the annual reports of the mandatory Powers, forwarded them to the representatives of the Governments concerned. These observations are being submitted to the Council of the League, together with such comments as have been transmitted by the mandatory Powers.

The Commission also examined various petitions which had been sent to the League of Nations during the course of the year, either from communities or individuals in the mandated territories or from sources other than the inhabitants themselves.

Finally, the Commission discussed certain questions arising out of the consideration of the reports but of more general interest, namely: the equalisation of import duties on alcoholic liquors; the frontiers between the British and French mandated territories in West Africa; the military recruitment of inhabitants of mandated territories; State domain; loans, advances and investment of private capital; the education policy in mandated territories in Africa and the advisability of defining more clearly the clauses of the Covenant and the Convention of St. Germain relating to the liquor traffic.

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## 9.

### SLAVERY.

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During its session of June 1924 the Council examined a memorandum prepared by the Secretary-General and a report by M. Branting regarding the possible candidates for membership of the competent body, which, in accordance with the wishes of the Assembly, it had decided to appoint to continue temporarily the enquiry on slavery.

The following resolution was adopted on June 12th, 1924:

"The Council

"(1) Decides to increase the number of members for the Committee on Slavery from seven to eight and to invite the following persons to accept membership:

M. FREIRE D'ANDRADE (Portugal), former Minister for Foreign Affairs,  
Member of the Permanent Mandates Commission.

M. Louis Dantes BELLEGARDE (Haiti), former Minister of Haiti in France,  
First Delegate of Haiti to the Assembly of the League of Nations.

M. DELAFOSSE (France), former Colonial Governor-General,  
Member of the French Colonial Academy.

M. GOHR (Belgium), Director-General in the Ministry for the Colonies.

Mr. H. A. GRIMSHAW, representing the International Labour Organisation.

Sir Frederick LUGARD (Great Britain), former Governor of Nigeria,  
Member of the Permanent Mandates Commission.

M. VAN REES (Netherlands), former Vice-President of the Council of the Dutch  
East Indies, Vice-President of the Permanent Mandates Commission.

M. le Commandant RONCAGLI (Italy), Secretary-General of the Italian Geo-  
graphical Society.

"(2) Requests the Secretary-General to convene the Committee at the seat of the League on Wednesday, July 9th, 1924. When issuing the notices convening the meeting, the Secretary-General will communicate to the members of the Committee the texts of the resolutions regarding slavery adopted by the third and fourth Assemblies and by the Council at its sessions in September, 1922, July 1923, December 1923 and March 1924, together with all documents and information communicated to the Secretariat by the Members of the League in reply to applications made to them, and

"(3) Decides to request the Committee to follow the lines indicated in these documents and particularly in the resolutions of the Assembly and the Council and to acquaint the Council if possible before its next session with any proposals it may have to submit."

In view of the fact that the membership of the Commission was thus increased from seven to eight and that one of the members would be a citizen from an American State, the Council further decided to raise from 10,000 to 15,000 francs the maximum credit appropriated for the expenses of the Commission by vote of the Council on March 14th, 1924.

The Temporary Commission on Slavery held its first session from July 9th to 12th at Geneva under the Chairmanship of M. Gohr. All the members of the Commission were present.

During the session the Commission held seven meetings and considered the scope and methods of its work. In its report to the Council the Commission draws attention to the fact that it has not been able to find any exact definition of its competence in the resolutions adopted by the third and fourth Assemblies, nor in those passed by the Council on March 14th and June 12th, 1924. The Commission accordingly found it necessary, before proceeding with its work, to submit for the approval of the Council a summary of the various questions which it might consider and undertook to draw up a systematic enumeration of the various subjects which might be regarded as coming within the scope of its enquiry.

For the purposes of its investigation the Commission proposes to make use, first, of official information furnished by various Governments in reply to the questionnaires sent out by the Secretariat on the instructions of the Council in 1922 and 1923, and, secondly, according to the suggestion made by the fourth Assembly in its resolution of September 28th, 1923, of supplementary information given by individuals or organisations of recognised competence and reliability.

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10.

WORK OF THE TECHNICAL ORGANISATIONS

I. THE ECONOMIC AND FINANCIAL ORGANISATION

(a) WORK OF THE ECONOMIC COMMITTEE

*Resolution adopted by the Council on June 12th, 1924.*

The report of the Economic Committee to the Council on the results of its twelfth session held in May 1924 (see General Report on the Work of the Council, Document A. 8. pp. 48-52) was approved by the Council on June 12th, 1924.

The Council adopted the following resolution:

"The Council approves the report of the Economic Committee on the work of its twelfth session. In particular, it approves the rules of procedure regarding the application of Article 22 of the Convention on Customs Formalities submitted by the Economic Committee; it asks the Secretary-General to send the requisite communications and to take the necessary steps for putting the said rules of procedure into force."

*Signature and Entry into Force of the Protocol on Arbitration Clauses.*

Since the publication of the General Report on the Work of the Council the signature of Norway has been added to the signatures of the sixteen States which had already adhered to the Protocol on Arbitration Clauses in Commercial Contracts.

Moreover, Finland and Italy have deposited instruments of ratification. The Protocol, accordingly, in accordance with the terms of Article 6, came into force on July 28th, 1924.

(b) WORK OF THE FINANCIAL COMMITTEE

(i) FINANCIAL RECONSTRUCTION OF AUSTRIA

1. EXECUTION OF THE FINANCIAL PROGRAMME.

(a) *Budget Deficit.*

The Austrian budget for 1924, laid before Parliament on November 20th, 1923, was finally passed on May 21st, 1924. It shows a deficit of 1,116 milliards of paper crowns, as compared with the deficit of 2,664 milliards shown in the budget for 1923. The deficit for 1924 is thus 1,498 milliards of paper crowns less than the deficit for 1923, and this decrease has been achieved notwithstanding an increased gross expenditure of the Central Administration amounting to 2,380 milliards of paper crowns.

The Austrian Government is instructed by a special provision of the Finance Law (Article 1, paragraph 3) to reduce the deficit for 1924 to 146.7 milliards, the figure specified in the programme of reform drawn up by agreement between the Austrian Government and the Provisional Delegation of the League. A minimum reduction of 500 milliards is already secured by means of a law which modifies the system of allocating the yield of certain taxes between the Federal Government, the provinces and the communes. This leaves a deficit of 666 milliards. The Commissioner-General states that this further reduction will involve much hard work, especially in view of the additional annual expenditure of 900 milliards arising out of the revision of salaries now under discussion; he hopes that it may be achieved partly by reforms which are still outstanding and partly owing to the unexpected yield of receipts.

(b) *Execution of the Programme of Reform.*

The reduction in the number of Government officials from the beginning of the reconstruction period up to May 31st, 1924, amounts to 67,109, as compared with the minimum of 100,000 officials which was accepted by the Government in its agreement with the Provisional Delegation of the League.

The Austrian Government, at the beginning of June, placed before Parliament certain bills intended to unify and simplify administrative procedure and prepare the way for a genuine re-organisation of the Government services.

2. CHANGES IN THE PROGRAMME REQUESTED BY THE AUSTRIAN GOVERNMENT.

As noted in the General Report to the Assembly (Document A. 8, pages 53 and 54), the Council, on March 12th, requested the Commissioner General and the Financial Committee to study proposals contained in a letter from the Austrian Government for certain changes in the original programme of financial reconstruction. The Austrian Government represented that the entire proceeds of the reconstruction loan need not, as was originally contemplated, be used exclusively to cover deficits in the budget, and that a part might be used in order effectively to contribute to the improve-

ment of the economic and financial situation. After a study of the Austrian financial position and discussions with representatives of the Austrian Government at Geneva, the Financial Committee and the Commissioner-General, in response to this request, presented a joint report to the Council on June 16th. Its conclusions had been formally approved by the Austrian Committee of Control in a resolution adopted on June 13th, 1924.

The report deals with two questions: (a) the level at which budget equilibrium should be sought, and (b) the disposal of any loan surplus not required to meet budget deficits.

(a) *The Level for Budget Equilibrium.*

The Austrian Government agreed with the Delegation of the League of Nations in 1922 that the Austrian budget should be balanced at 350 million gold crowns. This figure was not however, necessarily intended to be immutable. It was, on the contrary, specifically recognised that it might be reconsidered in the light of the observations of the Commissioner-General on the development of Austria, and the Council, in March accepted the principle of reconsideration by asking the Commissioner-General and the Financial Committee to study the situation.

The report concludes that the figure of 350 million gold crowns should be raised, but that no definite figure can yet be recommended in substitution. Doubt, moreover, is expressed whether the ultimate figure can be high enough to support the present expenditure of Austria, taking into account the increases in this expenditure now under consideration. The need for urgent progress with administrative reform if budget equilibrium is to be maintained is in this connection strongly urged, as is the necessity for a standard budget figure as a basis for current administrative policy.

The Council is recommended to authorise the Commissioner-General and the Financial Committee to continue their enquiry in collaboration with the Austrian Government, with a view to determining a maximum figure which can be adequately met by taxation receipts.

(b) *Disposal of the Loan.*

The report concludes as follows in regard to the disposal of the loan:

"The loan is hypothecated, in the first instance, not only by the terms of the Protocols but by the conditions of the prospectuses, which constitute an immutable obligation to the bondholder to meeting budget deficits until the time when a balanced budget is assured. It would therefore, in our view, not only be inconsistent with the main principle of the reconstruction scheme and with the engagements to the Council and the Guaranteeing Powers but a breach of faith with the bondholders if any part of the loan money were so invested that it would not be safely and readily available for its primary purpose, until the Council is certain that it will not be required for that purpose. This moment has clearly not yet arrived.

"Subject to this, we think that, when the Council is confident that the money will not be required for budget deficits, the question might well be considered at that time, and, with due regard to the several rights and interests involved, in what way the surplus, if any, can be used in the interests of Austria (subject, of course, to the control of the employment of these sums as contemplated both by the Protocols and by the resolution of March 12th)."

*Resolution adopted by the Council on June 16th.*

The Council, on June 16th, adopted the following resolution:

"The Council, after consideration of the joint report of the Financial Committee and the Commissioner-General with regard to the requests of the Austrian Government;

"And having taken note of the observations of the Committee of Control;

"Appreciating the results already obtained by the Austrian Government, in collaboration with the Commissioner-General, and at the same time recognising the necessity of further progress in the respects indicated in the report:

"Adopts the conclusions of the report, requests the Financial Committee, in collaboration with the Commissioner-General, to proceed with the enquiry proposed and hopes that the results of this work will enable the Austrian Committee to determine before the next session of the Council a new maximum figure of expenditure.

"The Council observes, however, that the report includes the definite opinion that, whatever the ultimate figure may be, it will necessitate further economies in present expenses.

"The Council expresses the earnest hope, therefore, that the Austrian Government will, in the meantime, pursue with energy the execution of the scheme of reform in the light of the report."

M. Grünberger, representative of Austria, who attended the meeting of the Council, noted on behalf of his Government that:

"(1) it is admitted in the report of the Financial Committee that the original figure of 350 millions should be increased;

"(2) the Council, in the interests of the complete reconstruction of Austria, authorises the Austrian Committee to fix, before the next session of the Council, the limits of this

increase, on a basis to be determined by the Financial Committee and the Commissioner-General in agreement with the Austrian Government."

He assured the Council that the Austrian Government would pursue with energy the reforms and economies which had been indicated as necessary.

### 3. GENERAL FINANCIAL AND ECONOMIC POSITION.

Between May 7th and June 7th the gold reserve of the National Bank decreased by nearly 35 million gold crowns, notwithstanding the sale, authorised by the Commissioner-General, of foreign currencies drawn from the loans amounting to 7 million gold crowns. During the same period the holdings of bills increased from 2,124 milliards to 2,708 milliards of paper crowns. These figures are the result of the severe financial crisis which occurred at Vienna provoked by the sudden collapse of the speculative movement of the franc. The collapse of the franc, however, was not the sole cause of the crisis, which was largely due to the exaggerated boom of 1923 and to the excessive capital increases which took place as a result of the boom. The market was deeply committed and, once misgivings had been aroused, there was a withdrawal of foreign credits which had somehow to be met.

The effects of the crisis were more serious owing to the fact that the discount rate of the National Bank was unduly low. This had the effect of inducing borrowers to come to the National Bank whenever they required credit. On June 5th the National Bank decided to raise its discount rate from 9 % to 12 % in the hope that some borrowers would in future obtain credits from abroad to meet their foreign commitments instead of relying solely on the Bank.

The National Bank, on June 7th, had a cash reserve of 228 million gold crowns, which was sufficient to cover 44 % of the note circulation.

In spite of the financial crisis, the general economic position has improved. At the end of May there were 68,000 unemployed, as compared with 82,000 in the previous month and with 108,000 in the corresponding month of the previous year. The latest figure is the lowest recorded since November 1922.

The financial crisis may, however, affect the future development of the economic situation, and the Commissioner-General anticipates a slackening of economic activity.

#### (ii) FINANCIAL RECONSTRUCTION OF HUNGARY

The scheme for the financial reconstruction of Hungary of which a summary was given in the General Report on the Work of the Council (Document A.8, pp. 58-61) made good progress in May and June. The outstanding event of this period was the success of the Reconstruction Loan.

Definite arrangements were made in June for placing the entire amount (250 million gold crowns net) in Great Britain, the United States, Italy, Switzerland, the Netherlands, Czechoslovakia, Sweden and Hungary. The following table shows the details of the issue:

*State Loan of the Kingdom of Hungary 1924*

Country of Issue	Nominal Total	Rate of Interest %	Rate of Issue %	Net Yield	£ sterling	Date of Issue
Great Britain . . .	£ 7,902,700	7.5	88	£ 6,480,214	6,480,214	2.VII.24
U.S.A. . . . .	\$ 7,500,000	7.5	87.5	\$ 6,000,000	1,386,885	3.VII.24
Italy. . . . .	Lira 170,000,000	8.05 <sup>1</sup>	92	Lira 147,560,000	1,472,878	10.VII.24
Switzerland. . . .	Francs 30,000,000	7.5	89	Francs 24,900,000	1,018,407	29.VII.24
Sweden . . . . .	Crowns 4,585,000	7.5	88	Crowns 3,782,625	231,637	4.VII.24
Netherlands . . .	Florins 5,000,000	7.5	88	Florins 4,150,000	359,892	4.VII.24
Czechoslovakia . .	Crowns 83,620,000	7.5	—	Crowns 69,195,550	470,719	No public issue
Hungary . . . . .	\$ 2,350,000	7.5	88	\$ 2,021,000	467,148	1.VIII.24
Totals. . . . .	307,153,581 gold crowns			253,804,131 gold crowns	11,887,780	

<sup>1</sup> 7 % interest plus a coupon-tax of 15 % of the interest, making together 8.05 %.

<sup>2</sup> London rate of exchange June 26th, 1924:

£ 1 = 100.185 Italian lire  
= 24.45 Swiss francs  
= 11.53125 Dutch florins  
= 16.33 Swedish kroner

£ 1 = 4.3265 U.S.A. dollars  
21.35 Gold crowns  
\$ 1 = 4.935 Gold crowns

#### *The New Bank of Issue.*

The new Hungarian National Bank opened its doors on June 24th. The entire capital of the bank (30 million gold crowns) was subscribed. The State underwrote the payment of subscriptions to shares amounting to 11.85 million gold crowns, but 2.4 million gold crowns



of this amount have already been sold. Sales are progressing, and it is hoped that the entire amount underwritten by the State will shortly be taken up. One-half of the subscriptions were paid before the meeting of the Constituent Assembly, payment being effected in gold or in stable foreign currencies. The other half is due in July.

The new bank is entirely independent of Government control, and neither Government officials nor members of the National Assembly can become directors. It has the exclusive privilege of issuing banknotes, and, as its statutes prohibit loans to the Government and other public bodies except against gold or stable foreign currencies, it is now impossible for the Government any longer to meet its liabilities by a further issue of uncovered paper money.

The first statement of the new bank was issued on June 30th. It shows a total debt of the State to the new bank not exceeding 110 million gold crowns — the limit agreed upon in March between the Hungarian Government and the Delegation of the League.

#### *Assigned Revenues.*

The yield during May and June of the revenues assigned as security for the loan continued to be far in excess of the conservative estimate made by the Financial Committee in 1923 and amounted on an average to more than three times the sum required for the service of the loan.

#### *The Budget Deficit.*

The financial year of the Hungarian Government began on July 1st and the budget for the six months ending December 30th was adopted as an annex of the reconstruction law. Under the reconstruction scheme monthly estimates within the limits of the six-months programme must be approved by the Commissioner-General.

The budget for July showed a deficit of 11,870,276 gold crowns. The reconstruction law allows for an average monthly deficit, during the second half of 1924, not exceeding 7,083,333 gold crowns, so that the deficit on the budget for July is 4,786,943 gold crowns in excess of that average and will have to be made up in succeeding months.

An examination of the budget shows: (1) that payments for Government officials have been materially increased over the amounts provided for in the reconstruction budget, (2) that no provision is made for any deficit in the working of the State undertakings, and (3) that the amount appropriated for capital expenditure is 40 per cent. greater than the monthly average of the reconstruction budget.

On the first of these points the Commissioner-General notes that no less than 60 per cent of the total annual State expenditure is in respect of personnel and pensions; and he indicates that a solution of this difficult problem will be found in a reduction of the number of officials rather than in a reduction of their pay.

The deficit of the railways, which should ultimately work without an operating deficit, can be met during the next three months out of exceptional receipts.

The considerable increase for capital investments is due to seasonal causes.

The Commissioner-General has approved the budget for July, but he called the attention of the Hungarian Government to the fact that the monthly deficits during the remaining months of the calendar year must be reduced below the monthly average, in order that the total deficit for the first period of six months shall not exceed the deficit for that period fixed in the reconstruction budget. The Government has undertaken to keep expenditure within the limit prescribed in the half-yearly budget.

The Delegation of the Council estimated in March that the budget deficit for the year ending June 30th, 1924, including the payment of all arrears of debt outstanding, could be covered with the assistance of proceeds from a compulsory internal loan levied by the Hungarian Government in May and June, from the limited amount of uncovered notes issued before the creation of the new Bank of Issue, and by the use of 60 million gold crowns from the proceeds of the reconstruction loan.

The Commissioner-General, after analysing in detail the provisional closed amounts of Treasury operations of the Hungarian Government during May and June 1924, estimates that on June 30th there remained out of the 60 million gold crowns of the reconstruction loan assigned to meet the deficit of the first half year a substantial surplus of approximately 267.5 milliards of paper crowns, or about 15 million gold crowns.

He urges that this saving does not authorise an increase in the budget expenses for the new financial year; the surplus will be added to the reserve and kept available for emergencies.

#### *Programme of Reform.*

The arrangements made by the Hungarian Government to decrease the number of State employees are thus described by the Commissioner-General in his first report to the Council:

The Government statistics show the number of permanent State officials as 140,955, excluding the Army. Of this number, 51,658 constitute the personnel of the various State commercial enterprises. In addition to the Permanent State officials there are some 50,000 workmen employed by the State, and approximately 23,000 permanent officials in the comitats, communes and municipalities, not including those employed in commercial enterprises carried on by these communities.

Some progress has already been made with plans for reducing the number of State employees. The Food Ministry is being discontinued and 240 of its staff will have left the Government's service by August 31st.

The Refugees Office, the Office of the Coal Commissioner, the Office for the Regulation of Prices and several small departments are being discontinued, and 270 employees will be dismissed.

Before July 1st of this year, the Budapest Police are to be cut down by 2,300 dismissals.

A comprehensive plan is under preparation by the Government to bring the total number of dismissals up to 15,000 by June 30th, 1926, as recommended by the Financial Committee, and it is expected that the plan will be advanced far enough to permit notices of dismissal under it to be given during June.

The Commissioner-General reports that progress is being made with important administrative reforms. He refers particularly to a decree issued on May 18th providing for the centralisation of all Government receipts and expenditure through the Hungarian bank, as contemplated by the reconstruction scheme. He has discussed with the Ministry of Finance the plan for the preparation of monthly budgets and for the furnishing of closed accounts and statements of arrears. He will report on the details of these arrangements in due course.

The Financial Committee recommended the abolition of the existing prohibitions on exports and advised a speedy reduction of the restrictions and prohibitions upon imports. Most of the restrictions on exports were abolished shortly after the departure of the League Delegation from Budapest and the Commissioner-General was able to report in June that exports might then be regarded as free.

No great progress, however, has been made in abolishing the restrictions on imports. The system of prohibitions and licenses still exists, though permits are being granted somewhat more freely. A new tariff bill providing for the imposition of high maximum import duties is before the Hungarian Parliament, and it is understood that when this law, which is designed to afford protection to Hungarian industries, becomes effective, most, if not all, the restrictions on imports will be removed.

*Resolution adopted by the Council on June 14th, 1924.*

The Commissioner-General of the League presented his first report to the Council on June 24th, 1924. On that occasion he made the following statement:

"On his arrival at Budapest much progress had already been made towards putting into effect the plan of reconstruction. The laws carefully prepared by the Delegation of the League for carrying into effect the recommendations of the Financial Committee had been adopted by the Hungarian Government and were now in force.

"He would take this opportunity to express his appreciation of the work of the Financial Committee of the League and of the League Delegation. The Committee had given an immense amount of time and thought to the preparation of the plan which it would be his duty to carry out.

"Before his arrival, the Hungarian Government had raised an internal loan amounting to approximately 380 milliards of paper crowns, and had arranged a further internal loan of 20 million Swiss francs, obtained through the banks and industries of Hungary. The revenues pledged to secure the services of the loan had already been paid into an account under the control of the Commissioner-General. These revenues greatly exceeded the estimates prepared by the Financial Committee. Taxes had been increased in advance of the programme, and the unpledged revenues were producing returns which were also greatly in excess of the estimates.

"Many restrictions upon exports had been removed, in particular, those upon the export of wheat and rye, and arrangements had been made for negotiating commercial treaties with neighbouring countries.

"Some of the administrative reforms had already been put into operation. The Government had published a decree providing for the centralisation of receipts and disbursements in the central Treasury — one of the most important reforms agreed upon between the Government and the Delegation of the League. This reform would be put into effect by July 1st, 1924.

"The number of State officials had already been reduced, and by the end of the month some 3,000 would have been dismissed. Plans would also have been made and notice given for the dismissal of a much larger number.

"The negotiations for the reconstruction loan were proceeding satisfactorily, and he was confident that they would be shortly brought to a definite conclusion.

"He had received the cordial co-operation of the Hungarian Government and of all the persons concerned, and there were excellent prospects that the results desired would be achieved".

The Council adopted the following resolution:

"The Council:

"(1) Has taken note of the first report of the Commissioner-General for Hungary;

"It learns with satisfaction that the system of control has come into force; that the bank of issue has been founded; that administrative reforms have been begun; and that, in general, the reconstruction plan has been successfully launched and is likely to produce the expected results;

"(2) Is confident that the public issue of the reconstruction loan, for which, it is glad to understand, the arrangements are on the point of conclusion, will meet with complete success."

The Council noted that the task of reconstruction was now well advanced, and considered that the time had come to notify the Reparation Commission that it was prepared to undertake the responsibility of completing the reconstruction plan as contained in the protocols signed at Geneva on March 14th, 1924. It adopted a resolution in this sense which was duly forwarded to the Reparation Commission. The Reparation Commission, on July 18th, forwarded a resolution noting that the conditions laid down by it for the raising of charges on certain Hungarian assets had been fulfilled, and that its decision in this respect had consequently become final.

(c) *PUBLICATIONS OF THE ECONOMIC AND FINANCIAL ORGANISATION*

I. In accordance with the instructions contained in the resolutions of the third Assembly, the Economic and Financial Organisation has prepared a memorandum on *the Balance of Payments and Foreign Trade Balances*. In the introduction, statements with reference to the visible and invisible balances of 13 different States for the year 1922 are reproduced and synoptic trade tables up to the end of 1923. The subsequent chapters contain trade statistics of 42 different States for the period 1910-1922, together with a series of notes drawn up on a uniform scheme explaining the manner in which the national statistics have been compiled. These notes render it possible to determine the degree of comparability of the various trade returns and to interpret their meaning.

II. In accordance with the general instructions laid down by the Brussels Financial Conference and the recommendations which were made by the Economic and Financial Commission and subsequently approved by the Council and Assembly of the League of Nations, the Secretariat has this year published the following documents:

- (a) Memorandum on Currency;
- (b) Memorandum on Public Finance;
- (c) Memorandum on Central Banks of Issue;
- (d) Monthly Bulletin of Statistics.

(a) *Memorandum on Currency, 1913-1923.*

This memorandum is similar to that published last year containing information with reference to the rates of exchange, discount rates, note circulation, gold reserves, deposits in commercial banks, wholesale prices, the relation between prices and exchange rates, clearing-house transactions, etc. The recent currency reforms which have taken place in a number of countries have been summarised in the notes. This memorandum, which has only just been published, has been somewhat delayed so as to render it possible to make reference to the important changes in national currency systems which took place during the beginning of this year. In view of the importance now being given to price movements in connection with currency policy, a series of notes have been added explaining the manner in which all the more important index numbers of wholesale prices have been compiled.

(b) *Memorandum on Public Finance, 1922.*

This memorandum, which was published in the autumn of 1923, reviews the financial situation of 14 countries and contains a special section based on data published by the Reparation Commission regarding Germany's reparation obligations and payments.

It was originally intended to publish a second volume during the winter of 1923, but the special work which had to be undertaken for the Austrian and Hungarian reconstruction schemes rendered this impossible. Such available time as remained was devoted to the preparation of the budgetary section of the armaments year-book mentioned below.

It is proposed to publish the edition for 1923 during the coming autumn.

(c) *Memorandum on Central Banks, 1913 and 1918-1923.*

Owing to the illness of the official engaged upon this work, no memorandum on this subject was published in 1923.

The memorandum which has now appeared consists of an analysis of the balance-sheets of the central banks in all countries in which such institutions are operating, together with notes explaining the various items of which these balance-sheets are composed. In the introduction, special attention has been paid to the question of the relationship between these institutions and the Governments and the composition of their reserves and foreign assets.

(d) *Monthly Bulletin of Statistics.*

This publication consists of a compilation of published current statistical data from which it is possible to appreciate the general trend of economic movements throughout the world. In special introductions, the manner in which certain classes of the statistics published have been compiled in the various States, their scope and object are explained. The *Bulletin* has been expanded since the last Assembly by the insertion of a considerable number of new series of statistics on the special request of Member States which were anxious to contribute or increase their contributions thereto. At the same time the sales of this *Bulletin* have continued steadily to increase.

III. The Economic and Financial Organisation has further contributed the sections on *Budgetary Expenditure on Armaments* to the "Armament Year-Book" prepared by the Secretariat in accordance with the instructions of the Temporary Mixed Commission on Armaments.

## II. THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT

### INTRODUCTION.

The chapter of the General Report on the Work of the Council (Document A. 8 1924) relating to communications and transit summarises the work done by the Organisation for Communications and Transit between the Fourth Assembly and the month of April 1924, and it may be regarded as a preliminary report on the subject. It adequately described the results achieved at the Second General Conference held at Geneva in November and December 1923, results which at once appeared to be of considerable importance, particularly in regard to the application of the principles of freedom of transit and of the equitable treatment of commerce to railway transport, maritime transport and the regime of ports. These principles, embodied in the Covenant, are sufficiently well known to all the Governments, even in detail, to render a systematic account of them unnecessary.

The General Report also gives an account of the meetings of the Advisory and Technical Committee which was reconstituted after the Conference and which met at Geneva in March 1924. The agenda adopted for the Advisory Committee was included in the General Report.

The Advisory and Technical Committee, during that session, after having drawn up its programme of work, considered that, in order to carry out that programme and to accomplish the tasks falling to it under the treaties and the conventions concluded at the various conferences, it would be necessary to proceed according to a method of decentralisation and technical specialisation. For this purpose the Committee divided its work among several smaller bodies which were accordingly more adoptable, appointing a certain number of sub-committees and special investigation committees composed partly of members of the Committee who were more specially acquainted with a certain number of subjects and partly of experts drawn from official and non-official circles.

The present report will endeavour to summarise the start which has been made in executing this programme and in pursuing this method of work. Three sessions of sub-committees or special committees have been held. The special committee which was asked to study the reform of the calendar met on May 19th and 20th, 1924; the Sub-Committee on Inland Navigation met from July 1st to 5th; the Sub-Committee on Ports and Maritime Navigation, which consisted of two special committees, met from July 21st to 24th. The Legal Committee will hold a session in September; the Sub-Committee on Railway Transport, and the Special Committee on Road Traffic, as well as various bodies of experts instructed to complete the study of certain questions which have already been examined by the sub-committees, will meet in October and November. A new plenary session of the Advisory and Technical Committee is arranged for the end of November in order to co-ordinate and revise, if necessary, the conclusions to which the various sub-committees or special committees have arrived.

#### (I) COMMITTEE OF ENQUIRY INTO THE REFORM OF THE CALENDAR.

As a result of decisions with which the Fourth Assembly was acquainted, the Committee of Enquiry into the Reform of the Calendar, whose composition was maintained by the new Advisory and Technical Committee, is composed as follows:

Jonkheer W. J. M. van EYSINGA, Professor at the University of Leyden (designated by the Advisory and Technical Committee), Chairman.

The Rev. Father GIANFRANCESCHI, President of the Academy "dei nuovi Lincei" (designated by the Holy See);

Professor D. EGINITIS, Director of the Observatory of Athens (designated by the Œcumenical Patriarchate of Constantinople);

The Rev. T. E. R. PHILLIPS, Secretary of the Royal Astronomical Society of London (designated by His Grace the Archbishop of Canterbury);

M. C. BIGOURDAN, former Chairman of the International Astronomical Union's Committee on the Calendar (designated by the Advisory and Technical Committee);

Mr. Willis H. BOOTH, President of the International Chamber of Commerce (designated by the Advisory and Technical Committee).

The Committee noted the preliminary results of the enquiry made by the Secretariat, and the replies already received from the Governments and certain religious authorities and communities. It appears from this enquiry that the investigations undertaken by the League of Nations have aroused considerable interest in many quarters. Correspondence received from

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<sup>1</sup> This section of the Supplementary Report is the Report of the Advisory and Technical Committee for Communications and Transit on the work of the Organisation for Communications and Transit between the Fourth and Fifth Assemblies.

all parts of the world by the Secretariat is evidence of this fact. The Committee proceeded to a provisional examination of a large number of proposed reforms and of the objects to be achieved. It arrived during this session at the following conclusions:

"In view of the fact that a certain number of replies were still outstanding, the Committee confined itself during its present session to an exchange of views on the general objects to be attained and the means of attaining reform as regards the fixing of the date of Easter and the other measures contemplated. A large number of schemes — of varying origin — were presented. In considering the fundamental principles contained in these different schemes, the Committee came to the conclusion: (1) that any detailed study of the question should aim at removing as far as possible the defects of the present system, while (2) at the same time limiting strictly the changes proposed.

"Speaking on behalf of certain economic and financial groups, Mr. Booth (United States), President of the International Chamber of Commerce, emphasised that the all-important consideration was to obtain a calendar as fixed and as uniform as possible, which should nevertheless respect the general traditions on which the present calendar is based.

"Although the principal religious communities interested were not disposed to take the initiative in any such reform, at the same time it seemed that they would not be opposed in principle to a reform which would present important and universally recognised advantages.

"With a view to affording certain religious communities which have not so far had an occasion to state their views verbally before the Committee, an opportunity of doing so, the Committee considered the possibility of inviting them to attend its session in October next. In the meantime, the enquiry instituted among the different Governments, and in working-class, employers, social, scientific and other circles, will be continued; this will enable the Committee to obtain the supplementary information required for the continuation of its work."

## (2) SUB-COMMITTEE FOR INLAND NAVIGATION.

The Sub-Committee was composed as follows:

M. Silvain DREYFUS, Inspector-General of Bridges and Roads of France; Chairman.

Mr. BALDWIN, Representative of Great Britain on the International River Commissions.

M. DOBKEVICIUS, Counsellor of Legation of Lithuania, engineer.

M. POPESCO, Professor, Director-General of the Société nationale de crédit industriel at Bucharest.

M. STIEVENARD, Inspector of Belgian Railways.

M. WINIARSKI, Professor of Law at the University of Poznan.

M. TSANG-OU, Director-General of the Chinese State Railways.

### (a) *Tonnage Measurement in Inland Navigation.*

The desirability of the unification of tonnage measurement in inland navigation has already been explained. This unification was partially realised in 1898 by a convention concluded between Belgium, France, Germany and the Netherlands. At the present moment technical developments and existing conditions in inland navigation and the works in progress for the construction of canals to act as junctions for the purpose of facilitating inland navigation between the west, east and centre of Europe render a more extensive unification indispensable. Without such unification, traffic will be subject to delays and expense owing to the necessity of re-estimating the tonnage measurements of vessels at the frontiers. The Advisory and Technical Committee had already submitted this question for a preliminary examination to the various international river commissions. The Central Commission for Rhine Navigation has conducted investigations into the subject and has notified the Advisory and Technical Committee of its conclusions. The other river commissions did not feel able, within the present limits of their competence, to undertake this work themselves. In these circumstances, the Sub-Committee for Inland Navigation, after a further examination of the subject, adopted the following resolution:

"The Sub-Committee:

"Having noted the work of the Tonnage Measurement Committee of the Central Commission for Rhine Navigation and the discussions of other river commissions on the subject of tonnage measurement,

"And having concluded that the steps taken by the Belgian Government with a view to the partial revision of the Convention of 1898 are not incompatible with the attempt to secure the general unification of tonnage measurement in Europe:

"Decides to appoint a committee of experts to draw up as soon as possible, for submission to the Sub-Committee at its next session, a draft international convention on the unification of tonnage measurement in inland navigation, the said convention to be based on the principle of the reciprocal recognition of tonnage certificates.

"The Committee of Experts will take note of the documents collected by the Secretariat. It is expressly requested not to include the question of registration within the scope of its work except in so far as that question relates purely to the registration of tonnage certificates.

"The Committee will consist of experts appointed by the members of the Sub-Committee. One expert will be appointed for each of the following nationalities or groups of nationalities: one Baltic State, Belgium, France, Roumania and the Kingdom of the Serbs, Croats and Slovenes. The German and the Russian Governments will also each be invited to appoint an expert as a member of the Committee, it being understood that in the event of their acceptance these Governments will thereafter, in accordance with precedent, be treated, at the discussions of the plenary Committee and at any international conference that may be held, on a footing of absolute equality with the Governments of those States Members of the League of Nations which have appointed members of the Advisory and Technical Committee."

(b) *Unification of Private Law in Inland Navigation.*

Similar considerations apply to the unification of private law in inland navigation, and in this connection the Advisory and Technical Committee has adopted a similar method of work. The question, however, did not appear to the plenary Committee as being equally ripe for consideration, and the Committee decided to await the result of the work of the various river commissions. It has since appeared that, though the Central Commission for Rhine Navigation felt able to proceed to studies which would probably within a short time serve as a preliminary basis for the work to be undertaken, the other river commissions, for reasons of competence, were unable to place the question on their agenda in spite of the fact that the majority of the delegations on these commissions appeared to consider an international examination of the question as necessary.

The Sub-Committee, after a further discussion of the matter, adopted the following resolution:

"The Sub-Committee:

"Having taken note of the initial work of the Private Law Committee of the Central Commission for Rhine Navigation,

"And being of opinion that this work will shortly have reached a sufficiently advanced stage to enable the Sub-Committee to make a more general examination of the question,

"And having further noted that it appears from the discussions of the other river commissions that they have not felt justified in undertaking any work in this direction at present:

"Decides to request the Advisory and Technical Committee at its next plenary session to amend the resolutions which it adopted at an earlier date in order to enable the Sub-Committee to undertake as early as possible an exhaustive enquiry into the question of the total or partial unification of private law in inland navigation as between all European countries or as between certain groups of countries interested in the same river systems.

"Should the plenary Committee agree to amend its earlier resolutions as proposed above, the Sub-Committee will, at its next session, appoint a committee of experts which, having received general instructions for its guidance from the Sub-Committee, would be able to enter upon its duties at the beginning of 1925."

(c) *Unification of Inland Navigation Statistics.*

The Sub-Committee adopted the following resolution:

"The Sub-Committee,

"Having noted the unification already effected as regards Rhine traffic and having observed the work of the other river commissions and the discussions of the Committee of the Permanent International Association of Navigation Congresses:

"Decides that the documents collected by the Secretariat shall be communicated as early as possible to all members of the Advisory and Technical Committee, who will be invited to forward to the Secretariat any observations which the various circles concerned in their respective countries may desire to submit in regard to the desirability and possibility of unifying inland navigation statistics either for all European countries or for certain groups of countries interested in the same river systems, such observations being submitted unofficially and being in no way binding upon the Governments.

"The Secretariat will maintain communication with the special committee appointed by the Committee of the Permanent International Association of Navigation Congresses. The members of the Sub-Committee are requested to report at the next session on the results of their enquiries in the various circles concerned in their respective countries.

"Having received this information, the Sub-Committee will consider at its next session the methods to be followed with a view to undertaking an exhaustive investigation of the question at the beginning of 1925."

(d) *Non-European States.*

The questions discussed under paragraphs (a), (b) and (c) arose chiefly between countries on the same continent, and, according to the method of work adopted, care was taken to distinguish between continents and to consider specially, for the moment at least, the question of unification in Europe, as Europe was the only continent where, so far as the Sub-Committee was aware, the need for unification had made itself felt. Nevertheless, the Sub-Committee considered it quite

possible that similar problems might arise for other continents than the Continent of Europe. It accordingly adopted the following resolution:

“The Sub-Committee decides to request the members of the Committee appointed by non-European States to direct the attention of their respective Governments to the resolutions adopted on the unification of tonnage measurement, private law and statistics in inland navigation as they affect Europe and to ask them to obtain all useful observations and suggestions in the event of their Governments considering that similar problems affecting continents other than Europe might also be dealt with.”

(e) *Application of the Resolutions of the Genoa Conference as regards Inland Navigation.*

The resolutions of the Conference of Genoa which were forwarded to the Organisation for Communications and Transit by decisions taken by the Council and the Assembly, instructed the Advisory and Technical Committee to consider from time to time their application, in other words, the progress achieved in matters of transport in Europe. An enquiry dealing particularly with the present position in regard to railway transport was undertaken last year and an account of this work was given to the Assembly.

The Sub-Committee, as a result of information within the knowledge of its members, considered that a study of the present position in regard to inland navigation in Europe, both from the technical point of view and particularly from the commercial and administrative points of view, was indispensable, and that it was of the highest practical importance that this investigation should be undertaken as soon as possible. It decided to begin this investigation, following methods as similar as possible to those previously adopted for the enquiry into railway transport.

(3) SUB-COMMITTEE FOR PORTS AND MARITIME NAVIGATION

The Sub-Committee, in conformity with the decisions of the Advisory and Technical Committee, was constituted as follows:

(a) *Ports Committee.*

- M. SMITH, Director-General of the Ports of Norway, Chairman.
- M. BROCKMANN, Inspector-General of Roads, Canals and Ports; President of the Council of Public Works of Spain.
- M. STIEVENARD, Inspector of Belgian Railways.
- M. B. FERNANDEZ Y MEDINA, former President of the Ports Committee of the Second General Conference on Communications and Transit.
- M. H. WATIER, Director of Navigable Waterways and Maritime Ports in the Ministry of Public Works of France.
- Mr. G. E. BAKER, of the Board of Trade, London, substitute for Mr. Baldwin.
- M. G. INGIANNI, Director-General of the Italian Merchant Marine.
- M. BOEGER, President of the Committee of Direction of the German Transatlantic Lines “Australienne” and “Kosmos”; substitute for M. von LAHR, Ministerial Councillor to the Reichswirtschaftsministerium.

(b) *Committee on Maritime Navigation.*

- M. de AGUERO Y BETHANCOURT, Envoy Extraordinary and Minister Plenipotentiary at Berlin and at Vienna, Chairman.
- M. POPESCO, Professor; Director-General of the Société nationale de crédit industriel at Bucharest.
- M. SUGIMURA, Counsellor of the Japanese Embassy in Paris.
- Sir Alan ANDERSON, Vice-President of the British Chamber of Shipping.
- M. G. BRETON, Director of Chargeurs Réunis.
- M. A. PALANCA, Engineer, substitute for M. BIANCARDI of the Federation of Shipbuilders of Italy.
- M. A. G. KROLLER, member of the Council of the Economic Department of the Ministry for Foreign Affairs at The Hague.

The Sub-Committee examined the problem of safety at sea and of the protection of shipping, a problem with which the Advisory Committee had previously been asked to deal. The Sub-Committee, after long discussion, drew a distinction in dealing with this problem between questions concerning the measures to be taken on board ship, already dealt with in the Convention of 1914 concluded after the wreck of the *Titanic*, and questions concerning the measures to be taken on the coasts, such as the organisation of life-saving etc.

The Sub-Committee, after long discussion, was of opinion, as regards measures to be taken on board ship, that the experience of the war showed that from the technical point of view the question was not sufficiently ripe at the present moment to justify an immediate examination of the possibility of an international convention, though uniformity in the measures taken in

the various countries was universally regarded as desirable. The Sub-Committee, having noted the work at present being undertaken by the British Government with a view to the revision of the Convention of 1914, decided to keep itself informed of the progress of this work, to assist the British Government, and to adjourn a further examination of the question in substance and detail.

The Sub-Committee, however, felt, as regards questions of wireless telegraphy bearing upon the security of shipping, that an international system of rules would shortly be indispensable as soon as the technical work in progress dealing particularly with automatic receivers for signals of distress and radiogoneometric apparatus had reached a satisfactory conclusion.

As regards the steps to be taken on coasts, particularly with a view to introducing uniformity in the matter of buoys, signalling, and lighthouse services, the Sub-Committee decided to examine the question at once, entrusting the work to a committee of specialists with a view to arriving as soon as possible at an international system of regulations.

The Sub-Committee decided to ask the International Hydrographic Bureau at Monaco to deal with the question of introducing uniformity into marine charts.

The Sub-Committee decided to undertake a preliminary enquiry into the present position with regard to life-saving.

The Sub-Committee also examined the question of the unification of tonnage measurement in maritime navigation. There are difficulties in the present position, particularly as regards the equality of treatment of ships in ports in respect of dues and charges. The Sub-Committee decided to undertake a technical examination of the subject with a view to the rapid achievement of uniformity in rules relating to tonnage measurement and the methods of applying these rules since the present divergencies resulted in charges upon shipping and in delays from which both consumers and persons making use of shipping suffered indirectly.

The Sub-Committee examined the necessary reforms to be made in international sanitary regulations, in order to diminish the charges, delays and formalities from which international navigation and commerce were at present suffering. This enquiry appeared to be all the more necessary as the revision of the existing Sanitary Convention was in progress. The Sub-Committee was anxious not only to diminish the charges, delays and formalities in question but also to ensure that the application of the sanitary regulations did not lead to an indirect discrimination as between flags. It contemplated a series of measures in dealing with this matter, and asked the Health Committee of the League of Nations to collaborate in a technical examination.

The Sub-Committee dealt finally with the problem of double taxation and its effects on maritime commerce. It decided to encourage reciprocal agreements, either in the course of negotiation or already concluded between Governments, for the exemption from fiscal burdens on a basis of reciprocity, of the profits of the shipping industry. It submitted certain proposals to the Special Committee of the League of Nations which was studying the question of double taxation.

The majority of these questions were dealt with on the basis of the decisions of the International Shipping Conference held recently in London. These decisions were brought before the Sub-Committee in detail by the President of the International Shipping Conference, Sir Alan Anderson, a member of the Sub-Committee for Maritime Navigation.

The Sub-Committee unanimously decided to make representations to the various Governments with a view to obtaining as soon as possible the signature and ratification of the Convention on the International Regime of Maritime Ports concluded at Geneva in December 1923. It took the view that the coming into force of this Convention was a matter of paramount interest for maritime trade.

The following resolutions were adopted:

*A. International Health Questions concerning Maritime Navigation.*

The sole aim of the Sub-Committee is to facilitate maritime navigation without undertaking a technical discussion of health questions as such. It therefore decides, particularly in view of the forthcoming revision of the existing International Health Convention, to draw the attention of the Health Committee of the League of Nations to the following points:

The Sub-Committee is of opinion that the health authorities in the different countries should take all measures with a view to providing that the formalities required by each of the administrations shall lead to no indirect flag discrimination and can be carried out within the shortest possible period of time and with the minimum of expense for the shipping industry, which expense must necessarily eventually fall on consumers and users. Special account should be taken of this principle when the existing International Convention comes to be revised and also when agreements of a less general nature are concluded between the health authorities of different countries.

In particular:

1. Measures for the purpose of disinfection such as fumigation should not be made compulsory on "healthy" ships as defined by the International Sanitary Convention. These should be disinfected only as and when the number of rats or the possibility of plague infection makes it desirable. Ships trading with ports where plague is endemic should not be compulsorily fumigated more often than once in six months, provided they remain "healthy" and no epidemic has broken out at ports of call.

2. It should be internationally agreed which methods of deratisation are effective and practical, and when a ship has been deratised by an approved method under the supervision of the local health authority, a certificate of deratisation should be issued by that authority. Such a certificate must be accepted by the health authority of any



other country as exempting the ship from further deratisation to the same extent as one of its own certificates.

3. Any proposal tending to make the keeping of a *carnet sanitaire* should be rejected unless it be shown that the keeping of such a *carnet* would result in lessening delays, expenditure and the opportunities for indirect flag discrimination.

4. For those conditions under which it is not possible to dispense with bills of health there should be a standard form of the simplest possible character, which should be mutually accepted by all countries, and consular bills of health and other special health documents should not be required. The health authority at each port should, on application from the master of any ship, issue such a bill of health free or for a nominal charge.

5. Agreements should be concluded, subject to certain conditions to be laid down later, allowing a ship which has been declared "healthy" in one port and which has remained "healthy" automatically to obtain *libre pratique* in another port belonging to another country.

The Sub-Committee requests its Chairman to appoint from among its members a small Committee to represent it and to collaborate with the Health Committee, or any body that that Committee may set up, in order to facilitate the putting into practice of these principles.

#### B. *Question of Double Taxation in so far as it concerns the Shipping Industry.*

The Sub-Committee:

Being of opinion that it is highly necessary for the shipping industry, which is of a specifically international character, to be given effective guarantees against any possibility of double taxation:

Takes note of the agreements which have been concluded, or are being concluded, between various Governments with a view to the reciprocal exemption from taxation of the profits of their respective shipping undertakings, and desires to place it on record that the extension of this system of agreements would settle the question in the manner most conducive to the interests of maritime communications and international trade;

Decides to draw the attention of the Governments of maritime countries and the Special Committee of Experts set up by the League of Nations for the examination of the general question of double taxation to the merits of such agreements and of the principles underlying them;

And requests the general officers to appoint one or more members or experts from the Sub-Committee to lay before the Committee of Experts, if necessary, the views expressed in the Sub-Committee by the representatives of maritime trade.

#### C. *Safety at Sea and Protection of Shipping.*

##### 1. *Revision of the Convention of 1914.*

The Sub-Committee:

Having noted the resolution on this subject adopted by the International Shipping Conference of 1924;

And being of opinion that the framing of uniform international regulations in regard to the questions dealt with in the Convention of 1914 is of the first importance in the interests of maritime communication and transport:

Considers it desirable that, as soon as the progress of the technical work allows, a conference of maritime countries should be convened for the purpose of preparing these regulations and more particularly of revising the Convention of 1914;

Takes note of the information received to the effect that the British Government is at present carrying out the necessary research work with a view to the revision of the Convention of 1914;

Expresses its desire to be kept informed of the progress of this work in order that it may be able, if necessary, to assist in the revision in any manner which may be thought fitting;

And decides, with a view to ensuring that maritime trade should as soon as possible obtain the benefits which would result from uniform regulations, to request each maritime country to declare itself ready to accept, in respect of foreign shipping, certificates issued by another country and attesting that the regulations of that country have been complied with, whenever such certificates are given by foreign Governments whose regulations are substantially equivalent to, though not necessarily identical with, their own regulations.

This resolution does not apply to radio-telegraphic questions.

##### 2. *Radio-Telegraphic Questions:*

The Sub-Committee:

Being of opinion that the framing of international regulations in respect of radio-telegraphic communications relating to safety at sea and the protection of shipping, and concerning, in particular, questions as to the transmission of distress signals, meteorological messages and direction finding, would appear to be a matter of urgency and one which, from the technical point of view, can be completed at a comparatively early date as soon as the research work which is at present being pursued with a view to the perfecting of automatic instruments for receiving signals and instruments for direction-finding has given satisfactory results:

Decides to take all measures in its power to promote the convening of the Conference to revise the Radio-Telegraphic Convention of 1912;

And is of opinion that, should the convening of the General Conference for the revision of the Convention of 1912 be still further delayed for any considerable time, a special conference should meet to settle radio-telegraphic questions concerning safety at sea and the protection of shipping.

The Sub-Committee is also of opinion that any Conference to consider this question should be organised in such a way as to take into account not only the technical point of view but also the effects which the settlement of this question will have on international maritime trade.

The Sub-Committee decides to communicate this resolution to the radio-telegraphic Committee of the Advisory and Technical Committee for Communications and Transit, and to attach an extract from its Minutes.

### 3. *Buoys, Lighting of Coasts and Tide-Signals.*

The Sub-Committee:

Being of opinion that any progress in the preparation of uniform international regulations applicable to buoys, the lighting of coasts and the establishment of tide-signals and tide-gauges, etc. would be of assistance to shipping:

Decides to instruct specialists, in order to prepare for the work of a future International Conference, to make a study of these questions and to take into consideration the financial effects of any measures which may be suggested.

The general officers are requested to establish one or more bodies of specialists. Such body or bodies shall submit a report to the Sub-Committee.

### 4. *Marine Charts.*

The Sub-Committee:

Being of opinion that any progress made in the preparation and keeping up-to-date of marine charts on uniform lines would facilitate international maritime communications:

Instructs the Secretary-General of the Committee to take the necessary steps to draw the attention of the International Hydrographic Bureau to the desirability of hastening the completion of work on this subject; and to request that Bureau to communicate to the Sub-Committee as soon as possible the results of any enquiries it may have thought fit to undertake.

### 5. *Organisation of Life-Saving.*

The Sub-Committee decides to adjourn the consideration of the question of the organisation of life-saving to a future session and to ask the Royal National Lifeboat Institution to communicate to it any information it may have collected during the Conference which was recently held under its auspices.

This resolution does not apply to life-saving appliances on board ship dealt with in Resolution 1.

## D. *Unification of Tonnage Measurement in Maritime Navigation.*

### 1. The Sub-Committee:

Having taken cognisance of the resolution regarding the unification of tonnage measurement adopted by the International Shipping Conference:

Decides to communicate to the Standing Committee of that Conference the Minutes of its discussions on this matter;

And expresses its desire to be kept informed of the work of the Committee provided for in § 2 of this resolution.

The Sub-Committee wishes to draw the attention of the International Shipping Conference to the desirability of creating an international expert arbitration committee to adjudicate in case of disputes, with a view to facilitating the acceptance by all Governments of the tonnage registered in any country, without such Governments being entitled to insist on a fresh measurement.

2. The Sub-Committee regards it as desirable that all authorities should adopt a uniform method of tonnage measurement for all parts of vessels and that they should accept the tonnage registered in any country without requiring fresh measurement save when an appeal has been lodged.

In the opinion of the Sub-Committee the method of tonnage measurement should be based on the Moorsom system, but it would be advisable to appoint an expert committee to settle the methods of applying this system, particularly the setting up of an international expert arbitration committee to decide in case of appeal, and to submit a report on this subject.

The Sub-Committee is of opinion that it would be premature at present to endeavour to adopt a uniform basis for the calculation of duties.

The general officers are requested to provide for the establishment of this expert committee, it being understood that there shall be no overlapping of the work of the said committee with the work of the committee set up by the International Shipping Conference.

The Committee appointed by the Advisory and Technical Committee of the League of Nations shall keep in touch with the work of the Committee appointed by the International Shipping Conference and shall not itself undertake an examination of the question until it is of opinion that the work of the International Shipping Conference provides a basis adequate for the preparation of proposals for submission to Governments.

*E. Signatures and Ratifications of the Convention on the International Regime of Maritime Ports.*

The Sub-Committee decides to draw the attention of the Governments represented at the Second General Conference on Communications and Transit which have not yet signed the Convention on the International Regime of Maritime Ports to the fact that it is of the greatest importance to maritime commerce that they should proceed as soon as possible to sign the said Convention, since the period fixed for signature ends on October 31st next, and also desires to call their attention to the facilities for this purpose afforded by the forthcoming meeting of the Assembly of the League of Nations.

The Sub-Committee is also of opinion that it is particularly important that any Government which has signed the said Convention should proceed to ratify it as soon as possible.

4. LEGAL SUB-COMMITTEE.

A Legal Sub-Committee instructed to assist in the regulation of special questions having a legal aspect and to collaborate with the Sub-Committees in the examination of disputes concerning the application of treaties or conventions has been appointed by the Advisory and Technical Committee. It is composed as follows:

- M. URRUTIA, Envoy Extraordinary and Minister Plenipotentiary of Colombia in Switzerland (Chairman).
- M. GUERRERO, Envoy Extraordinary and Minister Plenipotentiary of Salvador in France and in Switzerland.
- M. WINIRASKI, Professor of Law at the University of Poznan.
- Jonkheer W. J. M. van EYSINGA, Professor at the University of Leyden.
- M. J. HOSTIE, former Legal Adviser to the Belgian Department of Marine; Secretary-General of the Central Commission for Rhine Navigation.

The Committee, at the request of the International Danube Commission, is on the point of receiving an application for an opinion in regard to the possibility of allocating shipping dues on the Danube with a view to paying off monies due as a result of a loan raised by the Hungarian Government before the war for the improvement of facilities at the Iron Gates.

5. SUB-COMMITTEE FOR TRANSPORT BY RAIL.

The Sub-Committee will not meet until October 1924. The agenda at present includes:

(a) The action to be taken on the resolutions adopted at the Rome Emigration Conference, involving generally questions of transport by rail. The Emigration Conference has communicated its resolutions to the various international organisations, in order that they may be able to assist in applying them within the limits of their competence. Various resolutions of the Rome Conference, particularly those relating to improvements in railway transport services for emigrants (charges levied on such transport, conditions in which transport is effected, passport regime, etc.), will be examined by the Sub-Committee.

(b) Enquiry into the charges and the time generally occupied in carriage for certain important classes of goods as compared with pre-war conditions, such enquiry to deal with the principal traffic routes.

(c) Unification of classification of goods with a view to facilitating the establishment of common international tariffs.

(d) The Sub-Committee is composed as follows:

- M. SINIGALIA, former Chief Inspector of the Italian State Railways (Chairman).
- M. AMUNATEGUI, Engineer of Bridges and Roads; Secretary-General of the Mixed Courts of Arbitration (Chile).
- M. BROCKMANN, Inspector-General of Roads, Canals and Ports; President of the Council of Public Works of Spain.
- M. OUANG-HANG, Railway Engineer (China).
- M. POLITIS, Technical Representative of the Hellenic Government; former Director of the Hellenic Railways.
- Sir Francis DENT, Chairman of the Railways Committee of the Second Conference; ex-Managing-Director of the South-Eastern and Chatham Railway (for whom Mr. MARRIOTT may act as a substitute).
- M. E. du CASTEL, Director-General of Railways in the French Ministry of Public Works, or a substitute appointed by him.
- M. R. HEROLD, Director of the Railways Section of the Federal Department of Posts and Railways at Berne.
- M. P. WOLF, Ministerial Counsellor in the Ministry of Transport at Berlin.

6. SPECIAL COMMITTEE OF ENQUIRY ON ROAD TRAFFIC.

The Special Committee of Enquiry on Road Traffic will meet in October and will examine the question of revising the present international Convention on road traffic. The Assembly is already aware of the reasons why existing conditions in regard to automobile transport render

inadequate the Convention now in force, particularly as regards the conditions under which international road licences are issued. The preliminary enquiries already undertaken have shown that the idea of this revision will be welcomed by the Governments.

The Committee is composed as follows:

- M. STIEVENARD, Inspector of Belgian Railways (Chairman).
- M. AMUNATEGUI, Engineer of Bridges and Roads; Secretary-General of the Mixed Courts of Arbitration.
- M. E. CHAIX, Vice-President of the Automobile Club of France.
- A BRITISH member.
- A DANISH member.
- M. SCHÖNFELD, Administrator of the Ministry of Waterways of the Netherlands.
- M. E. MELLINI, Chief Inspector of the Italian Inspectorate-General of Railways, Trams and Automobiles.
- Professor E. DELAQUIS, Chief of the Division of Police of the Federal Department of Justice and Police at Berne.
- M. PFLUG, Ministerial Councillor in the Ministry of Transport of Germany and Confidential Adviser to the Government.

#### 7. QUESTIONS OF WIRELESS TELEGRAPHY AND TELEGRAPHIC QUESTIONS.

The Special Committee dealing with these questions is composed as follows:

- M. B. FERNANDEZ Y MEDINA, Minister of Uruguay in Spain (Chairman).
- M. G. ANGELINI, Director of Electric Communications in the Italian Ministry of Posts.
- M. BROIN, Director of the Telegraphic Section of the French Ministry of Posts and Telegraphs.
- Mr. F. H. BROWN, Assistant-Secretary of the General Post Office, London.
- M. H. L. ETIENNE, Director of the International Telegraphic Union.
- M. Georges BONNET, former Personal Assistant to the Secretary of State for Posts and Telegraphs of France; Deputy; Assistant to the Chairman.

The Assembly is aware that on the proposal of the Italian Government the League of Nations has been dealing with the possibility of shortly concluding a new convention on wireless telegraphy. The position, when the League of Nations took up the matter, appeared to be fairly complicated, as efforts were being made in several directions in order to bring about a conference dealing with electrical communications as a whole. These efforts had not, however, been successful, and the French Government has just convened for the coming spring a conference of the Universal Telegraphic Union under resolutions adopted at the previous meeting of the Union which was held before the war. The Special Committee will as far as possible keep in touch with this Conference, which will perhaps enable the ground to be cleared for the examination of wireless telegraphic questions. It will endeavour by any means in its power to facilitate the convening of a wireless telegraphic conference very shortly.

#### 8. SUB-COMMITTEE ON ELECTRIC QUESTIONS.

The Second General Conference on Communications and Transit adopted two Conventions, one on the transport in transit of electrical power, the other, on the development of water power, in which several States are interested.

The Sub-Committee instructed to deal with these questions on behalf of the Advisory and Technical Committee was composed as follows:

- M. DOBKEVICIUS, Engineer; Counsellor of Legation (Chairman).
- M. BROCKMANN, Inspector-General of Roads, Canals and Ports of Spain.
- M. SCHULLER, Director of the Ministry for Foreign Affairs of Austria.
- M. POLITIS, Technical Representative of the Hellenic Government in Paris.
- The VENEZUELAN member.
- M. G. ARBELOT, Director of Hydraulic Power and Distribution of Electric Energy in the French Ministry of Public Works.
- M. P. BIGNAMI, Engineer; former Under-Secretary of State.
- M. P. A. HOLCK-COLDING, Director of the First Section of the Danish Ministry of Public Works.
- M. F. W. HANSEN, Director-General of Hydraulic Power and Canals in Sweden.

No meeting of this Sub-Committee is arranged for the present year.

#### 9. MISCELLANEOUS.

The General Report on the Work of the Council (Document A. 8. 1924) refers to the new duties entrusted to the Advisory and Technical Committee and to its Chairman as a result of the settlement of the question of Memel.

The portion of the report relating to Danzig refers to the part played by the Commission, composed of members appointed by the Chairman of the Advisory and Technical Committee, in the question of the site for a depot of munitions.

The Chairman of the Sub-Committee on Transport by Rail has also been called upon by a decision of the Council to assist in the settlement of difficulties connected with the work of the Commissioner appointed under Article 107 of the Treaty of Lausanne.

#### CONCLUSION.

The above is a summary of the activities either completed or in progress of the Organisation for Communications and Transit of the League of Nations.

Generally speaking, the Advisory and Technical Committee endeavours to adapt itself to the variety of its tasks and to facilitate relations between States whenever any particular difficulties arise as regards questions of transport, and to perfect international law in the field of transport when technical progress requires a revision or codification of such law.

The Organisation has prepared the work of special conferences between representatives of Governments who will doubtless (if their work is to be fruitful) find it necessary to meet in the period following the fifth Assembly. Conferences are contemplated, as mentioned above, to deal with the unification of tonnage measurement and perhaps with the unification of private law in inland navigation, with tonnage measurement in maritime navigation, with buoys and signalling on the coasts, and certain aspects of safety at sea, together with the revision of the Convention on Road Traffic and of the regime of passports.

Above all, the Committee specially endeavours in its methods of work and organisation to get into closer touch with the authorities responsible for transport in the various countries, to strengthen the bonds existing between them, and thus to prevent misunderstandings and difficulties.

### III. THE HEALTH ORGANISATION. <sup>1</sup>

*Resolution adopted by the Council on June 17th, 1924.*

The Japanese representative presented a report to the Council on June 17th, summarising the work of the second session of the Health Committee held in May 1924. <sup>2</sup>

The Council adopted the following resolution:

“The Council:

“After having considered the Health Committee’s report on the Far-Eastern port in which the Epidemiological Intelligence Bureau of the Health Section of the League of Nations should be established:

— “Approves the designation of Singapore.

“The Council desires to thank the International Health Board of the Rockefeller Foundation for the generous contribution which it has placed at the disposal of the Health Organisation of the League, with a view to the establishment in a central port of the Far East of a Bureau of Epidemiological Intelligence. In accepting this contribution, the Council authorises the Medical Director to enter into formal communication with the International Health Board and to determine, with the concurrence of the President of the Health Committee, the details of the scheme by which this new contribution may be most fruitfully utilised for the purpose already referred to.

“The Council, in accepting the increased contribution offered by the International Health Board of the Rockefeller Foundation for the interchange of public health personnel, desires to place on record its appreciation of the Board’s generosity in further extending the grant available for this purpose;

“It further authorises the Medical Director, in consultation with the President of the Health Committee, to utilise this additional contribution for the carrying-out of the programme of interchanges as approved by the Health Committee.”

### IV. INTERNATIONAL CONFERENCE ON EMIGRATION AND IMMIGRATION. <sup>3</sup>

The President of the Rome Conference on Emigration and Immigration has forwarded to the Secretary-General the resolutions adopted by the Conference. The Secretary-General is forwarding these resolutions to the various technical organisations of the League which are concerned.

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<sup>1</sup> Substantial progress has been made with most of the questions noted in the General Report on the Work of the Council. The results of this work will be presented to the Health Committee and its various Sub-Committees towards the end of September.

<sup>2</sup> See General Report on the Work of the Council, pp. 67-73.

<sup>3</sup> See General Report on the Work of the Council, pp. 73-74.

## HUMANITARIAN QUESTIONS

### I. TRAFFIC IN WOMEN AND CHILDREN

*Resolution adopted by the Council on June 11th, 1924.*

The Council on June 11th, 1924, approved the report of the Advisory Committee on the Traffic in Women and Children on the work of its third session (see General Report on the Work of the Council, A. 8, pp. 75-78) and adopted the following resolution:

1. "The Council endorses the resolution of the Advisory Committee concerning annual reports and invites those States which have not as yet furnished these reports to be good enough to do so in future. The Council further requests those States, which sent in their reports for 1922 too late to be included in the summary of annual reports, to furnish them by April 1st of each year in the case of Western States and July 1st in the case of Far Eastern States.

2. "The Council, being of opinion that a full collection of laws and regulations relative to the traffic in women and children is essential to the work of the Advisory Committee, again invites those Governments which have not already furnished copies of such laws and regulations to be good enough to do so with the least possible delay.

3. "The Council invites those States which have undertaken to appoint central authorities but have not yet appointed them to do so without delay, and requests them to be good enough to communicate the names of these authorities to the Secretariat.

4. "The Council of the League of Nations, greatly appreciating the readiness with which many Governments have complied with the request formulated by the Council on April 19th, 1923, regarding some aspects of the system of licensed houses, expresses the hope that those Governments which have not yet made known their opinions on the subject will furnish the information asked for, and requests the Advisory Committee to continue its study of the question in the light of any further replies which may be received."

### II. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

*Sixth Session of the Advisory Committee.*

The Advisory Committee on Traffic in Opium and other Dangerous Drugs held its sixth session from August 4th-14th and forwarded a report on its work to the Council.

All its meetings were held in public.

*Composition of the Committee.*

The Committee was composed as follows:

M. van WETTUM (Chairman), Netherlands.

H. H. Prince CHAROON (Vice-Chairman), Siam.

Mr. CHAO-HSIN CHU, China.

M. BOURGOIS, France.

Dr. ANSELMINO, Germany.

Sir Malcolm DELEIVINGNE, Great Britain.

Mr. John CAMPBELL, India.

Dr. TSURUMI, Japan.

H. E. M. FERREIRA, Portugal.

H. E. M. YOVANOVITCH, Kingdom of the Serbs, Croats and Slovenes.

Mr. NEVILLE (in an advisory capacity), United States of America.

Assessors:

M. BRENIER.

Sir John JORDAN.

Mrs. Hamilton WRIGHT.

*Preparation for the International Conferences to be held in November 1924.*

*Report of the Preparatory Committee.*

The Advisory Committee examined the report of the Preparatory Committee which had been instructed to prepare a draft programme for the Conferences to be held in November 1924.

As the Preparatory Committee had not been able to present a single general plan for the work of the second Conference, the Advisory Committee appointed a sub-committee to examine the report of the Preparatory Committee with the object of achieving this purpose. The sub-committee held several meetings and finally drafted a series of measures which, in its opinion, may prove to be a satisfactory basis for the work of the Conference and prepare the way for a final agreement. This opinion was endorsed by the Advisory Committee.

The Governments of various manufacturing and producing countries were requested to send representatives to attend those meetings of the Advisory Committee at which the measures proposed by the sub-committee were discussed, but, with the exception of the Governments of Bolivia and Greece, they were unable to accept this invitation.

The Advisory Committee, in view of the suggested measures of control to be submitted to the second International Conference in November, and of the fact that the whole situation would be considered by that Conference, decided to postpone until its next session further consideration of the second resolution adopted by the Assembly of 1922. The Assembly, in the resolution of 1922, inclined to the view that Governments parties to the Convention of 1912 should be asked to agree not to issue licences for the import of opium or the other drugs to which the Convention applied from any country which had not yet ratified and put into force the Convention and adopted the import and export certificate system, and it further recommended that the Advisory Committee should be consulted on the subject.

#### *Position with regard to the Opium Convention of 1912.*

The Committee noted that the following States had neither signed nor ratified the International Convention of 1912 — Members of the League: Abyssinia and Albania; Non-Members of the League: Afghanistan, Lichtenstein and Turkey.

#### *Import Certificate System.*

The Committee noted that the following countries had adopted the import and export certificate system:

- |   |   |
|---|---|
| 1. Albania  | 14. Guatemala   |
| 2. Australia  | 15. Haiti   |
| 3. Austria  | 16. India   |
| 4. Belgium  | 17. Japan (including Formosa and Kwantung.<br>Import is forbidden in Chosen). |
| 5. Bulgaria   | 18. Latvia  |
| 6. Canada   | 19. Mexico  |
| 7. Cuba   | 20. Netherlands East Indies (Curacao)   |
| 8. Czechoslovakia   | 21. New Zealand   |
| 9. Denmark  | 22. Norway  |
| 10. Finland   | 23. Panama  |
| 11. Germany (in force with all other<br>countries which have adopted<br>it) | 24. Poland  |
| 12. Great Britain ((including the<br>British Crown Colonies)                | 25. Siam  |
| 13. Greece  | 26. Spain   |
|   | 27. Sweden  |
|   | 28. Union of South Africa   |

The Committee decided that it would be legitimate for import certificates to be issued on telegraphic instructions from his Government by a diplomatic or consular officer of the importing country stationed in the exporting country.

#### *Suggested Suppression of Heroin for Medical Purposes.*

Wishing to know whether the medical authorities in the various countries considered it possible and desirable to dispense with heroin in medicines or to restrict its use, the Committee decided to refer the question once more to the Governments concerned and to ask them for information in view of the fact that certain Governments appeared to have misunderstood the object of the enquiry.

#### *Situation in China.*

The Committee recommended that Powers having extra-territorial rights in China should make regulations to control the carrying on by their nationals in China of any trade in the drugs to which Chapter III of the Convention applied (morphine, cocaine and their respective salts and preparations), and to communicate such regulations to the Secretariat.

The Committee recalled the fact that with the consent of the Chinese Government it recommended two years ago that more thorough enquiries into the cultivation of the poppy in China should be made; that the commissions of investigation to carry out these enquiries should include representatives of organisations such as Chambers of Commerce and educational associations; and that a representative of the International Anti-Opium Association in Peking should also accompany these commissions of investigation with authority to forward, through the medium of the Chinese Government, a report to the League in addition to the general reports of the commissions.

The Committee regretted to note that although two years had now elapsed it was only in possession of the reports of some of the High Commissioners who carried out the investigation into the poppy cultivation in certain Chinese provinces and that in the opinion of the Chinese Government these reports were not satisfactory. The Committee had no information as to whether the Chinese Commissioners were accompanied by representatives of independent organisations as

it had recommended, and it was further compelled to note the discrepancies between the Chinese official reports and the report of the International Anti-Opium Association at Peking. The report of this Association was corroborated by official information received from British consular agents in China.

The Chinese representative on the Advisory Committee accepted these criticisms.

The Advisory Committee therefore decided to recommend that special steps should be taken to secure full publication of its discussions on the matter, especially in the Far Eastern Press, with a view to bringing the influence of world public opinion to bear upon the Chinese authorities in the provinces and in order to stimulate public opinion in China itself.

#### *Indian Hemp.*

The Committee had before it a proposal of the Government of the Union of South Africa to the effect that Indian hemp (*cannabis indica*, and *cannabis sativa*) should be treated as one of the habit-forming drugs. It recommended that the Council should ask Governments to furnish information on the production, use of and traffic in this substance in their territories and placed the question on the agenda for its next session.

#### *Other Questions.*

Several other questions were discussed by the Committee, such as the control of drugs in free ports and free zones, in transit, in transshipment, and in bonded warehouses; the production of large quantities of opium in areas not subject to effective control; the great contraband traffic from the Persian Gulf to the Far East; the non-arrival of shipped consignments of opium at their alleged destination and the smuggling at Vladivostok. The discussion of these questions, however, did not lead to the proposal of any other measures than those already provided for in the draft, which is to form the basis of the discussion of the second Conference.

### III. PROTECTION OF WOMEN AND CHILDREN IN THE NEAR EAST

The fourth Assembly of the League of Nations on September 27th, 1923, adopted the following resolution:

"The Assembly approves the reports of Dr. Kennedy and Mlle. Karen Jeppe (Document A. 69. 1923). It expresses its appreciation of the work accomplished and recommends that the League shall continue the work for the protection of women and children in the Near East."

A sum of 75,000 francs was allocated for the work of the Commission, half being devoted to the work carried on in Constantinople and half to the work being done in Aleppo.

In both places the Receiving Homes, where the women and children separated from their families and nations are sheltered, have continued their work.

In Constantinople the women and children are retained in the Home for a short time until they can be placed either with their relatives or in charitable institutions or can be made self-supporting; some also have been assisted to emigrate.

In Aleppo there are fewer charitable institutions, and it is, therefore, sometimes necessary to keep those who take refuge there for a longer period until work can be found for them or they can be put in touch with their relations. Miss Jeppe has also established various industries where the women and children can acquire some technical training.

The latest report from Aleppo states that in the district which can be reached from that town, there are still a vast number of women and children scattered among people of a different race and religion from their own.

The number of persons seeking protection and help is steadily increasing and the possibility of extending the work will depend on the funds at the disposal of the Commission.



12.

MEASURES TO HELP REFUGEES

The General Report on the work of the Council dealt with the steps taken by the High Commissioner up to the meeting of the Council on March 15th, 1924, to give effect to the resolutions adopted by the fourth Assembly in favour of Greek and Russian Refugees (Document A. 8, pp. 83-87).

The subsequent steps taken on behalf of the Greek and Russian refugees, and in dealing with the problems of the Armenian and other Asia Minor refugees, have now to be described.

I. RUSSIAN REFUGEES.

The High Commissioner presented a further report to the Council in June 1924.

(a) *General Position.*

In communicating to the Members of the League the resolution adopted by the Council on December 11th, 1923, the Secretary-General invited them to acquaint the High Commissioner with the existing position of Russian refugees in their territories and to indicate the attitude of the refugees towards repatriation.

Replies have been received from the Governments of Belgium, Brazil, Bulgaria, Cuba, Denmark, France, Guatemala, Great Britain, Haiti, Irish Free State, Italy, Panama, San Salvador, Spain, South Africa, Sweden and Turkey.

A similar enquiry was at the same time addressed to refugee organisations and delegates of the High Commission in various countries. According to figures supplied by Governments or obtained by delegates of the High Commission from official sources, there still remain in the different countries over one million Russian refugees, of whom some 200,000 are able to work but are as yet unemployed. These refugees are distributed as follows:

<i>Country</i>	<i>Estimated total number of refugees</i>	<i>Estimated number of refugees capable of work but unemployed</i>
(Figures supplied by the Governments or by delegates of the High Commission from information obtained from Governments.)		
Austria . . . . .	3,500	400
Belgium . . . . .	10,000	
Bulgaria . . . . .	33,000	8,000 men; 3,000 women
China . . . . .	60,000	50,000, including 10,000 agricultural families
Finland . . . . .	13,000	
Esthonia . . . . .	15,000	1,500
France . . . . .	400,000	
Germany . . . . .	500,000	80,000 largely agricultural
Greece . . . . .	3,000	
Japan . . . . .	3,500	
Latvia . . . . .	15,000	400
Lithuania . . . . .	3,500	200
Poland . . . . .	70,000	12,000
Roumania . . . . .	80,000	
Turkey . . . . .	9,000	8,000
(Figures supplied by Russian refugee organisations.)		
Czechoslovakia . . . . .	27,000	
Danzig . . . . .	3,500	
Denmark . . . . .	1,000	
Great Britain . . . . .	4,000	
Hungary . . . . .	2,600	
Italy . . . . .	1,500	
Kingdom of the Serbs, Croats and Slovenes . . . . .	45,000	
Switzerland . . . . .	4,000	
Tunis . . . . .	4,000	

(b) *National Committees.*

The fourth Assembly adopted a resolution, moved by the delegate of the Kingdom of the Serbs, Croats and Slovenes, appealing to the Governments of the countries where most of the refugees remained, and where the High Commission had agents, with a view to the establishment of National Committees similar to those established in the Kingdom of the Serbs, Croats and Slovenes, in order to facilitate the work of the High Commissioner and to enable him to reduce his organisation.

Replies received from the Governments of Belgium, Bulgaria, Czechoslovakia, Esthonia, Greece, Poland, and Turkey intimated that they were not prepared to vary the existing arrangements in their countries.

The High Commissioner pointed out, however, that although it had not been possible to reduce in that way the volume of work devolving upon the High Commission, efforts had been made to give effect to the desire for economy expressed by the Assembly by means of the reorganisation and amalgamation of the remaining delegations of the High Commission.

(c) *Repatriation.*

A communication received from the French Government showed that there appeared to be no desire on the part of the large numbers of refugees in France to return to Russia, probably because all the refugees in France desirous and capable of working could find employment. Reports received from the High Commissioner's delegates, however, indicated that the refugees in the other countries mentioned in the list given in section (a) above were not in such a fortunate position, and that many would welcome repatriation under favourable conditions.

No formal agreement covering a general repatriation arrangement, has, however, been reached, as the Soviet Government has not seen its way to extend to such a general arrangement the clause in the agreement relating to repatriation from the Balkans which provides for the co-operation in Russia of the delegates of the High Commissioner.

(d) *Employment and Emigration.*

Employment and emigration have necessarily been limited by two principal factors: first, the general economic depression prevailing in most European countries and, secondly, the absence of funds to provide for the transport of the refugees even to countries where employment could be obtained for them.

It should be recalled that, at the time of the establishment of the High Commission, M. Hanotaux gave it as his considered opinion that it would require a fund of 200 million French francs to solve the Russian refugee problem.

The only sum placed at the High Commissioner's disposal by the League, apart from the comparatively modest administrative expenses, was one half of the special fund of £30,000 for the evacuation of refugees from Constantinople. With that sum, about 30,000 refugees have been evacuated to 45 different countries.

The evacuation of refugees from other countries has been effected with small funds obtained from private sources. Had these funds been expended on emergency relief they would have provided only for the transport expenses of a few hundreds of refugees. The High Commission therefore decided to devote these funds exclusively to constructive relief, by way of advances to refugees for transport expenses against arrangements for re-imburement from their subsequent salaries. Thanks to the co-operation of various Governments and of the refugee organisations, which undertook much of the detailed work of the selection of refugees suitable for available employment and the collection of the advances made to the refugees, these small revolving funds remained practically intact, and sufficed to transport thousands of refugees to productive employment.

Owing to the smallness of these funds the High Commissioner could do no more than touch the fringe of the problem, and he was prevented even from taking full advantage of opportunities to place refugees in employment in France and South America.

In compliance with the suggestion made by the representatives of Brazil and Uruguay during the June session of the Council, the High Commission conferred with representatives of the Governments of the Argentine, Brazil, Cuba, and Uruguay attending the International Labour Conference, and arranged that recommendations should be submitted to those Governments inviting them to receive a delegation for the purpose of studying on the spot the possibilities of transferring refugees to the countries concerned.

In conjunction with the International Labour Office, an occupational census is being taken of the refugees desirous of emigrating to South America or other countries with a view to facilitating the work of selection.

The High Commissioner considered from the progress made with the experimental revolving fund that, with a sum of £100,000 employed in the same manner, the refugee problem, so far as it was affected by unemployment, could be substantially liquidated. It was realised that this was a very modest figure compared with the sums spent by Governments in an endeavour to solve the refugee problems in their respective territories, and very considerably inferior to the sum at one time thought necessary for the purpose.<sup>1</sup>

<sup>1</sup> A report on the activities of the delegations of the High Commission is annexed.

## II. GREEK REFUGEES

The Council considered in June a further report of the High Commissioner on the position of the refugees in Greece.

(a) *General Position.*

From figures supplied by the Greek Government it appeared that 661,000 persons were still in need of relief in Macedonia and Western Thrace for varying periods.

(b) *Co-ordination of Relief Activities.*

Marked progress was reported in the co-ordination of the relief efforts of the Greek Government and of the various Greek and foreign philanthropic societies working for the refugees. Under a recent decision of the Governor-General of Macedonia, the co-ordination of all Governmental refugee relief work for the district of Salonica has been entrusted to the Central Co-ordination Committee established by the High Commission.

Plans of relief were drawn up and accepted by the Ministry of Public Assistance without modification. In execution of these plans the Government placed at the disposal of the Committee seven offices in various parts of Salonica, 50,000 drachmæ for office expenses, with a staff of 16 persons and 14 gendarmes.

The Committee has obtained many facilities for its member organisations, including free transport and exemption from Customs duties for goods destined for refugee relief.

Gratitude is due to the Greek authorities for the generous good-will with which they have received the requests of the Salonica delegation.

(c) *Relief Work.*

The following is a summary of the direct relief work of the delegation:

(1) Medical aid has been given to fifty-two villages in the Sedes area, containing 12,000 refugees, by means of seven dispensaries with the requisite doctors and pharmacies, from funds generously made available by the Knights of Malta. Progress is being made with the establishment of those dispensaries on a self-supporting basis, with arrangements for the repayment by the refugees for services rendered.

(2) *Feeding.* Four feeding-stations were organised in the Salonica district, where over 2,000 milk and 500 soup rations have been issued daily. This work offers a good example of the co-ordination achieved by the delegation, such transport and field-cookers having been provided by the Greek Government, the staff, milk and meat by the Knights of Malta, and soup, cookers and marquees by the High Commission from former gifts of the Polish Government and the British Red Cross.

(3) *Transit Camp for Turkish Refugees.* At the request and at the cost of the Mixed Commission for the Exchange of Greek and Turkish Populations a transit camp was organised at Vertecop (Macedonia) for groups of 400 Turkish refugees who passed every second day *en route* for Salonica.

(4) *Construction of Model Refugee Villages near Salonica.* With funds generously made available by the Knights of Malta, arrangements have been made for the construction of two model villages of 200 maisonnettes on a concession granted to the High Commission by the Greek Government.

(5) In addition, general stores contributed by the American Red Cross, the British Red Cross and the Knights of Malta have been distributed; labour and emigration departments opened for the refugees; and a charcoal industry providing employment for 450 refugees established on a self-supporting basis.

(d) *Action taken by the Council.*

The Council at its session in June 1924 adopted the following resolution:

- "The Council,  
"Having carefully considered the report of the High Commissioner on the problems of the refugees in Greece,  
"Notes with satisfaction the establishment of a Central Co-ordination Committee, representative of fifty relief organisations and public departments working for the refugees,  
"Expresses its appreciation of the valuable work performed by those bodies;  
"Realising, however, that there are still more than 600,000 refugees in Greece requiring relief until definitely settled;  
"Authorises the High Commissioner to bring the appendix to his report to the attention of interested relief organisations."

M. Argyropoulos, in the name of the Greek Government, thanked the League and the High Commission for all that they had done for the refugees in Greece. The Greek Government had expended the sum of one milliard drachmæ — about 4 million pounds sterling — for the refugees during the year 1923/24, and would be obliged during the year 1924 to devote at least an equivalent sum on behalf of about 40 per cent of the refugees still without means of livelihood.

### III. ARMENIAN REFUGEES

#### (a) *Identity Certificates.*

The Council considered in June a report of the High Commissioner outlining the steps he had taken to give effect to the recommendation of the Council for the issue of identity certificates to Armenian refugees.

From information received from the National Armenian Delegation it appeared that there were approximately 320,000 Armenian refugees, distributed as follows, in need of some form of identity certificates:

Syria . . . . .	150,000	Cyprus . . . . .	2,000
Greece . . . . .	120,000	Palestine . . . . .	1,200
Bulgaria . . . . .	20,000	Mesopotamia . . . . .	8,000

In various other European countries: 20,000.

According to the same source, these refugees fell into one of the five following categories:

1. Refugees who left Turkey with Turkish passports before and during the war, *i. e.*, before the Armistice of Moudros of 1918. Such passports were reported to be valid for one year, and Turkish Consuls abroad were stated to have no authority to renew them.

2. Refugees who left Turkey after the Armistice of Moudros provided with protective papers issued by one of the Allied authorities. Those documents possessed no passport value after the refugees left Constantinople.

3. Refugees who left Turkey with passports supplied by the representative in Constantinople of the Armenian Republic of Erivan. As this Republic was no longer in existence, the passports issued by its representative were void.

4. About 100,000 Armenian refugees who left Turkey hurriedly as a result of events in Asia Minor in the autumn of 1922 and who, for the most part, were reported as possessing no form of passport.

5. Refugees who had been supplied with passports by the Turkish authorities to enable them to leave Turkey. Those passports were stated to bear this endorsement: "On condition that the bearer does not return to Turkey."

Careful study of the problem by the High Commission in collaboration with the Secretariat of the League and with representatives of the refugees led to the conclusion that effect could best be given to the Council's recommendation if the interested Governments would adopt a form of certificate for Armenian refugees identical with the certificate established for Russian refugees under the Arrangement concluded at Geneva on July 3rd and 5th, 1922.

The principles laid down in that Arrangement would, it was thought, apply, with only minor modifications, to the proposed certificate for Armenian refugees.

The Turkish Government, in reply to a communication enquiring whether it would send a representative to an inter-governmental conference to consider the question, stated that there was no reason for it to take part in any arrangements concerning Armenian refugees as there were no Armenian refugees from other countries in Turkey.

A plan was prepared, after consultation with representatives of the refugees, and transmitted for the consideration of the Members of the League and other Governments concerned. It provided for the introduction, by agreement between interested Governments, of an identity certificate for Armenian refugees, and it contained rules similar to those laid down in the Geneva Arrangement relating to Russian refugees, with a certificate substantially identical with the certificate employed under that Arrangement. It was emphasised that the sole object in view was to secure the issue to Armenian refugees of an emergency certificate and not in any way to prejudice any question as to their national status.

The following replies to this proposal have been received:

The Bulgarian and Esthonian Governments replied accepting the plan without the calling of a conference.

The Liberian and Swiss Governments stated that they were disposed to recommend the adoption of the plan on the same conditions.

The Belgian Government explained that arrangements in force in Belgium rendered such a plan unnecessary for that country, and the Canadian Government replied that it was not acceptable to Canada.

#### (b) *Appeal on behalf of Armenian Refugees.*

In response to the appeal on behalf of Armenian refugees adopted by the Council on September 28th, 1923, the French Government replied that it had placed a sum of 335,000 francs at the disposal of a national committee established in France.

The Italian Government stated that an Italian committee had been formed for the transport and settlement of the refugees.

The Belgian Government had recommended the Belgian Phil-Armenian Committee to organise collections for the refugees with the help of the Press and would extend a sympathetic welcome to Armenian refugees seeking employment in Belgium.

The Bulgarian Government expressed the regret that the financial state of the country precluded it from making any financial contribution, but stated that it had allowed some thousands of Armenian refugees to settle in Bulgaria.

The British Government stated that it had agreed to the nomination of a special body to make a public appeal for funds, provided it was not held responsible for the success of the scheme.

The Greek Government replied that a large number of Armenian refugees had been protected and assisted by every means in its power and regretted that it was impossible for it to do anything further in the matter.

The Norwegian Government did not see its way to ask for a new credit for the purpose.

The South African Government, while sympathising deeply with the distress of these people, did not feel justified, owing to the present political situation, in making this question a matter for Government assistance.

The Siamese Government found it impossible to open public subscriptions appealing for funds or to contribute from its own resources.

(c) *Evacuation of Armenian Refugees from Greece.*

The representative of the Greek Government presented to the Council in June a memorandum pointing out that, in view of the difficulty it experienced in providing relief for refugees of Greek race, it could not continue to support several thousands of Armenian refugees. There were about 120,000 Armenian refugees in Greece, of whom 65,000 were a charge on the Greek Government, which had already expended no less than 70 million drachmae, or about £280,000, on their transport, shelter and relief.

These refugees came to Greece after the disaster in Asia Minor from the part of Asia Minor occupied by the Greek Army, from the Black Sea districts, and from Cilicia, which they were obliged to leave after the evacuation of that province by the French troops.

The permanent establishment of the Armenian refugees in Greece was impossible for the following reasons:

1. The impossibility of their assimilation owing to the great influx of 1,200,000 Greek refugees.
2. The natural desire of the Armenians to cling to their nationality.
3. The danger of the creation of a new minorities problem, which was considered undesirable from every point of view.
4. Lack of space.
5. Lack of money.

The Greek Government considered it absolutely essential that something should be done to secure for the Armenians a livelihood by enabling them to settle permanently. It suggested that:

- (a) A very large number might be transferred to the Caucasus.
- (b) The League might approach immigration countries with a view to the settlement of Armenian refugees.

The Greek Government was prepared to make a very considerable contribution towards the cost of transport of Armenian refugees emigrating to other countries, and it asked that the High Commissioner for Refugees should be requested to place at its disposal the services of his organisation in Greece for the co-ordination of any work undertaken to this end in the light of the experience gained in connection with the evacuation of the Russian refugees from Constantinople.

(d) *Action taken by the Council.*

The Council on June 12th, 1924, adopted the following resolution:

"The Council,  
"Having considered the report of the High Commissioner for Refugees relative to the steps taken by him with a view to the provision of identity certificates to Armenian refugees:  
"Fully approves the action taken; and,  
"In view of the urgency of the matter:  
"Invites the Members of the League and other interested Governments to afford the letter which the Secretary-General has addressed to them on the subject their early and benevolent attention."

The President assured the Greek representative that his information and suggestions (section (c) above) would be forwarded to the High Commissioner, who, in collaboration with the Greek Government, would not fail to give special attention to the situation of the Armenian refugees.

(e) *Subsequent Action by the High Commissioner.*

The High Commissioner is negotiating with the Soviet Government and with the representatives of South American countries with a view to giving effect to the suggestions made by the Greek Government.

#### IV. TRANSFER OF THE WORK FOR RUSSIAN AND ARMENIAN REFUGEES TO THE INTERNATIONAL LABOUR ORGANISATION.

The Council had under careful consideration in June the recommendation made by the High Commissioner for the transfer of the work for the Russian and Armenian refugees to the International Labour Organisation.

The High Commissioner pointed out that this work was entering upon a new phase, calling for the services of an organisation of a permanent character competent to deal in future with the employment, emigration and settlement of the refugees.

For the reasons mentioned under (c) 1 above, the expectation that a substantial portion of the refugee problem might be solved by repatriation did not appear to be capable of realisation, at any rate in the near future, and it was necessary to make special efforts for the employment and settlement of the refugees elsewhere, particularly the refugees in China — where the situation was causing the Government and the Diplomatic Corps the gravest concern — in Germany, and in the States bordering on Russia.

France had opened her doors to some thousands of refugees from Constantinople and Central Europe, and had thus enabled them to change their destitution for productive employment, but there was no other country in Europe able to absorb foreign labour on a large scale, and efforts would have to be directed towards the large immigration countries to secure substantial relief for the countries overburdened with the refugees.

It seemed evident that the organisation best indicated to prosecute such a policy to a successful conclusion was the International Labour Organisation, which would be able to deal with the complicated questions of labour and emigration conditions, and to take precautions to prevent the exploitation of the refugees.

It was recalled that the International Labour Office had already co-operated extensively with the High Commission, whose work in regard to the migration and placing of refugees lay in a province which already belonged to the International Labour Organisation.

The Council had observed that, unhappily, the question of the employment of the refugees would be still acute in 1925. If, as it was hoped, the work which the League was doing for those unfortunate people was to continue, the question of cost immediately arose. The last Assembly had recommended that certain steps should be taken with a view to reducing the delegations of the High Commission, and the High Commissioner had examined to what extent economies could be realised if the technical work for the refugees were undertaken by the International Labour Organisation. The Director of the Labour Office apparently considered that, by using his existing organisation, he could probably undertake the work in its reduced form at a less cost than that required under the existing arrangements.

It was recognised that the question of the exploitation of the refugees ought not to be ignored, and this was an additional reason for the transfer of the refugee work to the International Labour Organisation.

It was understood that, should any question involving political considerations arise, the Council of the League would be consulted by the International Labour Organisation.

As, moreover, the Armenian refugee problem had many features in common with the Russian refugee problem, the International Labour Organisation had been asked to consider the possibility of undertaking the work connected with the employment and settlement of those refugees.

##### (a) *Decision taken by the Council.*

The Council decided:

(1) To adopt the above-mentioned recommendations of the High Commissioner on the understanding that the Governing Body of the International Labour Office would consent to undertake the work;

(2) To send to the Governing Body a copy of the report of the High Commissioner together with the Minutes of the Council meeting at which it was discussed.

It was emphasised during the discussion of the report that the problem of the refugees had become primarily a question of their employment.

##### (b) *Subsequent Action.*

The Governing Body of the International Labour Organisation appointed a Commission, under its President (M. Arthur Fontaine) to examine, in conjunction with the League, the question of the proposed transfer. The Council, at its meeting of June 17th, 1924, requested the President of the Council (M. Benes), the Secretary-General, and Dr. Nansen or the Assistant High Commissioner to meet the Commission of the International Labour Organisation for the purpose.

This meeting took place on June 18th, when M. Benes explained that it was the general opinion of the Council that the task remaining to be performed consisted of the absorption of the refugees into the economic lives of countries outside Russia or by the settlement of such of the refugees as expressed the desire to return to Russia. This work, in which the International Labour Organisation had already co-operated extensively, seemed to fall properly within the competence of the International Labour Organisation, which could in that way perform useful services for many countries in Europe.

Monsieur Sokal, on behalf of the Commission appointed by the Governing Body, intimated that if the Governing Body agreed to the transfer it would require an adequate budget to enable the work for the refugees to be carried to a satisfactory conclusion. A budget of 150,000 Swis francs would be hardly sufficient for the Russian refugee work alone and quite inadequate if work for other refugees were added. M. Sokal, moreover, thought that political considerations might arise which could not be ignored and suggested that if the transfer were effected the best arrangement might be for the future work to be carried on conjointly by the League and the International Labour Organisation by means of a Mixed Commission representative of the two bodies.

The Commission of the Governing Body having expressed the desire for further information regarding the nature and extent of the work to be performed for the refugees, the Secretary-General and the Assistant High Commissioner were requested to place themselves at the disposal of the Governing Body for the purpose.

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Annex

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RUSSIAN REFUGEES.

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REPORT ON THE ACTIVITIES OF THE DELEGATIONS OF THE HIGH COMMISSION

I. NEAR EAST DELEGATION (CONSTANTINOPLE, BULGARIA, GREECE AND ROUMANIA).

(a) *Evacuation Activities.*

From Constantinople, between September 1st, 1923, and the end of June 1924, 6,005 refugees were evacuated by the direct action of the delegation to destinations as follows:

France . . . . .	3,748
United States . . . . .	862
Kingdom of the Serbs, Croats and Slovenes . . . . .	503
Canada . . . . .	231
Soviet Russia . . . . .	269
Bulgaria . . . . .	189
Other destinations . . . . .	203

The delegation is assisting in the evacuation of 2,000 male refugees from Bulgaria to France, where work has already been obtained for them in factories.

Some 150 refugees have been evacuated to various destinations from Greece.

Amongst the refugees evacuated were some 1,600 Russians formerly employed by the Allied Armies of Occupation in Turkey, and arrangements were worked out by the delegation and the Allied Commands for financing this operation. A sum of £3,769 was received from the British Authorities for this purpose. Thanks to the generous support of the French authorities, the majority of these refugees found asylum and work in France.

A total of \$6,000 has been subscribed by American organisations for the evacuation activities of the Delegation.

The evacuation activities of the Constantinople Delegation include the securing of opportunities for work abroad, the careful selection of candidates for the contracts obtained, the issue of departure visas and the organisation and despatch of convoys and individual journeys.

The Delegation wishes to place on record the fact that its work in the organisation of individual departments has been greatly assisted by the decision of the Turkish Government to issue Turkish passports to Russian refugees desiring to leave Turkey. These passports, which are stamped "Réfugié Politique Russe", satisfy all the important provisions of the League identity certificate.

b) *Efforts to improve the General Situation of the Russian Refugee Colonies.*

Although its principal work has been that of evacuation, the Delegation still endeavours to improve the general position of the Russian Colonies in the Near East. Both by direct action where possible and by the co-ordination of the good-will and charitable endeavours of a number of Government Committees, relief organisations and benevolent individuals, it tries to find employment for the refugees locally under as good labour conditions as possible and to continue facilities for the work of child welfare amongst the Russian refugee children.

(c) *Constantinople.*

Following protracted negotiations between the Constantinople representative of the Grand National Assembly and the Delegation, the Turkish Government, in the early part of December 1923, permitted the remaining Russian refugees to stay in Constantinople, with rights similar to those of other foreigners. The Constantinople office, in co-operation with Russian refugee organisations and the Turkish local authorities, framed a plan for assisting the refugees in the fulfilment of the formalities necessary to obtain the benefits of this scheme.

A Comité de Dames Russes, working under the auspices of the High Commission, has been formed, and, by the organisation of a crèche and children's garden, has done a great deal to improve the condition of the children of those refugees employed in Constantinople who by the nature of their employment were unable to look after them themselves.

(d) *Bulgaria.*

There are two committees which deal with Russian refugee affairs in Bulgaria. These are:

1. A committee specially attached to the Bulgarian Foreign Office, which looks after the education and well-being of some 700 children and is also concerned with the administration of a special monthly grant of 400,000 levas by the Government for the maintenance of invalids and war veterans.

2. A Russo-Bulgarian committee which works under the Ministry for the Interior and which occupies itself with the general aspects of the Russian refugee situation.

The Delegation is in close touch with both these committees, and the Sofian Delegate is a member of the first. This particular committee is at present considering the problem of the maintenance and education of over one thousand children in ten different establishments. Although the Bulgarian Government has very generously given a monthly subsidy of 500,000 levas (£833) for this purpose, to which the Delegation of the High Commission has been enabled from time to time to divert certain funds, the Committee is naturally anxious about the future and is working out a plan which provides for the concentration of all the children in five or six large schools and the payment of a partial contribution towards the cost of upkeep by the parents of the children.

(e) *Greece.*

The Greek Government has authorised the Delegation of the High Commission in Greece to furnish Russian refugees with provisional certificates which will enable them to obtain the High Commissioner's identity certificates. A considerable number of these certificates has been issued and the arrangement appears to be working well.

Moreover, during the negotiations between the Greek Foreign Minister and the Delegate concerning the formation of a committee to safeguard the interests of the Russian refugees, the former declared that the refugees would be perfectly secure and need not have any fears for their future in Greece.

A Russian committee for the protection of Russian refugee interests in Greece has been formed and its statutes have been registered with the Greek Government. The High Commission is in negotiation with the parties concerned in order to get this committee recognised as a national committee for Russian refugees.

(f) *Roumania.*

In order to regularise the position of the civilian refugees who established themselves in the country subsequent to March 22nd, 1918, the Roumanian Government, on November 13th, 1923, took a decision under which refugees of this class who did not fall within specified categories would be obliged to leave Roumanian territory.

As a result of representations made by the delegate of the High Commission, the decision that refugees who were not admitted to reside in Roumania should leave the country before February 15th, 1924, was not retained in the final text of the decree, and the Government agreed that the delegate might intervene in favour of certain refugees whose request to remain in the country had been rejected by the Government Commission which had been instructed to examine their files.

An extension of the permission to reside has been granted to about 4,000 Russian Jewish refugees, who would otherwise have been obliged to leave the country during the present year.

(g) *Conclusion.*

In conclusion it can be said that the situation of the Russian refugee colonies in the Near East has considerably improved since last year. There still remains, however, a very large number of refugees.



The High Commission wishes to place on record its appreciation of the benevolent manner in which the various Governments in this area are dealing with the very heavy burden entailed by the large numbers of Russian refugees in their territories. Most of the Governments concerned, and particularly the Bulgarian, Greek and Turkish Governments, have their own extremely heavy national refugee problems. Their generous attitude to the Russian refugees is therefore, all the more to be commended.

## II. GERMANY.

The Delegation of the High Commission in Berlin continues as in the past to devote serious attention to the organisation of assistance for young people of school age and for infants.

The Russian Scientific Institute at Berlin, to whose creation and maintenance the Delegation has greatly contributed, is at present passing through a difficult period. The ten thousand dollars obtained in America owing to the efforts of the Delegation are almost exhausted, after having covered the expenses of the Institute for three terms. The Delegation is devoting particular attention to the question of finding new funds.

The Delegation has obtained a reduction of the matriculation fees for a large number of the Russian refugee students in the German universities and high schools in cases where the fees were too high to be within the means of poor persons.

The Delegation has formed a central committee for the relief of Russian refugee children in Germany which co-ordinates the efforts of the various groups, which have hitherto been dealing separately with this question.

The first decree of the German Government putting into force the arrangement of Geneva in regard to identity certificates for Russian refugees recognised the right to a certificate of only those refugees who had resided uninterruptedly in Germany since May 6th, 1921.

This limitation excluded the major portion of the refugees in Germany from the benefits of the arrangement. Thanks to the efforts of the Delegation, the application of the arrangement has been extended to all refugees who entered Germany before June 1st, 1922. At the same time, it was decreed that the certificate should be delivered to any refugee finally leaving Germany.

The Delegation has obtained a reduction of the tax on the certificate of residence recently introduced in Germany for those refugees whose poverty is definitely established by the Delegation.

The German Government has expressed its willingness to participate in the proposed Delegation to South America to study the possibility of placing refugees in employment in South American countries.

## III. AUSTRIA.

The Austrian Government only delivers identity certificates to Russian refugees on the recommendation of the Delegate of the High Commission.

Following the representations of the Delegation the Austrian Government has agreed to maintain the system of identity certificates which the Government had intended to suppress in favour of new passports of a more general character destined for all foreigners of no particular nationality.

The Delegation has continued to safeguard the legal interests of the refugees. A series of cases and a direct appeal to the Ministry of Justice have resulted in a legal opinion being issued to the effect that the refugees cannot be assimilated to Russian nationals, properly speaking, and must therefore benefit from the Austrian laws. The Delegation has also intervened on several occasions in cases of disputes concerning taxes, either in order to obtain a reduction of the sums required from impoverished refugees or to obtain a complete relief from certain taxes.

The Delegation has continued to devote the greatest attention to the question of finding work for the refugees. In consequence of the economic crisis from which Austria is suffering, it has only occasionally been possible to find permanent employment for the refugees in Austria. The Delegation is endeavouring, therefore, to evacuate a certain number of unemployed refugees to France.

The position of Russian students in Austria remains precarious. The Delegation has, nevertheless, obtained admission for Russian students to the universities and high schools, in the majority of cases on the same financial conditions as apply to Austrian nationals.

## IV. HUNGARY.

The Delegate in Austria is also entrusted with the duty of representing the High Commission in Hungary. Passports delivered by the Russian Diplomatic Mission at Budapest are no longer recognised as having official validity since the introduction of identity certificates.

The Delegation is endeavouring to procure remunerative employment in industry or agriculture in France for the Russian refugees in Hungary.

Several hundreds of Russian prisoners of war in Hungary have asked to be repatriated. The Delegation has arranged with the Russian Legation at Vienna for the repatriation of these persons. The Russian women brought into Hungary by Hungarian prisoners of war have also been repatriated.

## V. BALTIC COUNTRIES.

### (a) Finland.

The situation of the Russian refugees in Finland, the majority of whom belong to the intellectual classes, must be regarded as extremely difficult.

The refugees are assisted by Finnish organisations as well as by Russian refugee organisations.

The Central State Relief Office for the Refugees distributes provisions without payment to the destitute and to refugee schools. It deals also with relief for the sick. The Russian Committee in Finland attends to the material needs and the legal defence of the Russian refugees. It has expended upon the refugees during the five years of its existence some 5,000,000 Finnish marks. All funds now being exhausted, it no longer deals to any extent with material assistance. The Russian Red Cross is in a similar position.

There are two Russian schools — a primary and a secondary school at Helsingfors — the existence of which is almost completely assured. The other Russian schools in Finland have worked, up to the present, with private donations, upon which it will not be possible any longer to rely in the coming year. An appreciable number of Russian schools will thus have to be closed.

### (b) Latvia.

The results of the economic situation in Latvia made themselves felt particularly among the least stable elements of the population, namely, those elements consisting of wandering Russian refugees.

### (c) Lithuania.

The material conditions of life among the Russian refugees in Lithuania are satisfactory. The number of unemployed is limited. Moreover, the legal position of the refugees in this country is improved, and, thanks to the efforts of the Delegation of the High Commission, the refugees have been able to organise themselves.

### (d) Esthonia.

There are at present more than 1,500 unemployed among the Russian refugees, and it is expected that towards the autumn this number will be more than doubled. It is quite impossible to provide the unemployed with any material help, as the depleted funds of the benevolent organisations will not suffice to cover the most necessary expenses incurred on behalf of the children and the sick.

The activity of the Delegation of the High Commission at Riga has had satisfactory results in the fields of legal assistance, in finding work for the refugees, in obtaining visas, etc.

## VI. POLAND.

The activity of the Delegation of the High Commission in Poland during the last months of 1923 was chiefly directed to the study of legal and material problems with a view to enabling the refugees to lead a normal existence.

The High Commission, in 1923, by means of a fund amounting to £100, has considerably assisted individual emigration. 261 refugees have thus left Poland. Nearly 250 students have been able to establish themselves in Czechoslovakia, thanks to the assistance of the High Commission.

In February 1924, the Polish Government applied the arrangement proposed by the Russian Committees and supported by the High Commission for the revision and redistribution of permits to reside in the country. There has thus been established a general and stable body of rules relating to Russian emigrants.

The Polish Government, while this reform was in progress, took the opportunity offered by the liquidation of the internment camps to give to the persons interned the status of free refugees and grant them either a permit to reside in the country or a *carte d'asile*.

At this moment there are accordingly in Poland only free Russian or Ukrainian refugees.

The Polish Government recently gave an assurance that the League identity certificates would be immediately issued.

The agreements of the Delegation of the High Commission with the French Ministry of Labour and French employers have resulted in the despatch of six convoys of refugees to France, amounting in all to over 1,000 refugees. Transport was effected by the help of a relief fund allocated by the High Commission and by funds advanced by the French employers. All this money will be deducted and repaid from the salary of the workers, and a substantial portion has already been recovered.

In order to simplify the preliminary diplomatic formalities attending the despatch of groups of workmen, the Polish Government, at the express request of the Delegation of the High Commission, has agreed to visa automatically the passport list required for transit countries and to forego certain passport regulations.

The material situation of the refugees remains extremely critical, and the greatest efforts will have to be made in order to avoid serious danger in the coming winter. The interned Russians and Ukrainians released from the internment camps since March 31st are completely destitute and have no shelter beyond certain sheds which the Polish Government has allowed them to occupy up to August 31st.

The experience of the last five months shows conclusively that the plan for finding work for the Russian refugees outside Poland is the only way in which to solve the problem of the Russian refugees in Poland. It definitely establishes the refugee and gives him a means of livelihood in normal conditions. It relieves the Polish Government from a heavy burden and the High Commission from any further anxiety.

Thanks to the very favourable treatment obtained from the transport companies and to the fact that visas are granted free of charge, it is found extremely profitable to obtain Russian labour for work in France through the High Commission.

Reductions in the transport rates have been granted as a result of negotiations with Germany, Austria, Switzerland, Czechoslovakia, France, the Rhineland and Poland. These reductions amount, for the most part, to some 50 %.

Eighty-four orphans have been sent to the French White Cross, which assures their travelling expenses and their employment in France.

Assuming that the French demand for Russian labour will continue to be equally urgent, it is estimated that, in the coming six months, emigration will be even more extensive.

The allocation of workmen within Poland is arranged as follows:

#### *Interned Persons.*

On March 31st the liquidation of the internment camps left about 2,000 refugees without food, and practically without shelter. Although the more desperate cases were sent to France, it is still necessary to distribute in Poland those who are awaiting their turn to be evacuated. The High Commission, thanks to its relief fund, has already been able to send 250 persons formerly interned to the labour centres organised by the Committees, but a large number of refugees without any resources still remain to be placed.

#### *Refugees.*

The majority of the refugees evacuated to France have been taken from the labour centres or from the communal organisations for the exploitation of the forests. Refugees in these centres earn very little money, but with small assistance they are able to live. In proportion as the refugees are evacuated to France, they are replaced in the communal centres by unemployed refugees scattered throughout the interior of Poland. In order to direct these persons to the site of their work, the assistance of the High Commission is still indispensable.

The Russian Ukrainians who may be evacuated to France and who are at present scattered throughout Poland number, at present, some 6,000 destitute refugees.

## VII. CHINA.

The number of Russian refugees in China is estimated by the Chinese authorities at 70,000.

The Russian refugees in the western province of China, in Chinese Turkestan and in Mongolia belong, almost exclusively, to the white military detachments which withdrew to Chinese territory before the Soviet armies. Several of these detachments were interned in concentration camps. Others obtained permission to establish themselves in the district. The situation of the interned refugees is one of extreme hardship. They are almost totally unprovided with clothing and boots. The established refugees lead a life of great hardship in a wild and desolate country far from any civilised town, without any relief organisation being in a position to come to their assistance.

The majority of the Russian refugees in China are in Manchuria. The greater portion of these refugees arrived there in 1923 after the capture of Vladivostock by the Soviet forces. They live in most pitiable conditions, being unable to compete with the abundant and cheap Chinese labour.

Except for certain isolated groups which have been repatriated with the assistance of the representative of the Soviets in China, the refugees are resolved not to return to Russia except under arrangements providing for the co-operation of the High Commission in Russia. The problem of the Russian refugees in China cannot be solved except by the emigration of the majority of the refugees to countries which are able to absorb white labour.

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13.

FAMINE IN ALBANIA

The Council, at its June session, considered the preliminary report made by Professor Pittard (see General Report A. 8, p. 87) and decided to call the attention of the Members of the League which had not yet contributed to the facts given in this report, so that they might, if so disposed, contribute towards the fund.

Professor Pittard, finding it impossible to return to Albania at that time in view of his other engagements, nominated as his successor M. Cuénod, a Swiss gentleman, who immediately proceeded to Albania, accompanied for a short time by M. Schlemmer, of the International Red Cross Committee.

The following additional gifts have been received or promised<sup>1</sup>:

Esthonian Red Cross Society . . . . .	\$100.
Polish Red Cross Society . . . . .	Medicaments and clothing.

The Roumanian Government, owing to the expenses of transportation, has kindly consented to convert its gift of maize into a gift of 1,000,000 lei.

The Serb-Croat-Slovene Government has paid the cost of transportation to the Albanian frontier of maize purchased in the Kingdom of the Serbs, Croats and Slovenes; the sum paid amounts to 70,000 dinars.

14.

WORK OF THE COMMITTEE ON INTELLECTUAL CO-OPERATION.

*Composition of the Committee.*

The number of the members of the Committee has been raised to fourteen as a result of the decision taken by the Council on June 16th, 1924.

The two new members who participated in the work of the Committee during the July session were M. Einstein, Professor of Physics at the Universities of Berlin and Leyden, and M. L. Lugones, professor and author in the Argentine.

*Mutual Intellectual Assistance.*

The number of the national committees acting as correspondents and collaborators in the work of the International Committee has been increased by the constitution of committees in Belgium, Brazil, France and Switzerland. The International Committee was, moreover, informed during its July session that the Italian National Committee was almost constituted and that the Italian Government was prepared to support it.

The system of national committees, the first of which were constituted in the countries of Central and Eastern Europe, has thus begun to be extended to the countries of Western Europe and America.

Further, there has been constituted, apart from the national committees, an International Catholic Committee on Intellectual Co-operation under the Chairmanship of M. H. de Vries, Professor at the Catholic University of Nymegen, in the Netherlands. The International Committee has agreed to establish relations in the scientific field with this Committee as in the case of all international associations in a position to collaborate effectively.

The resolutions on mutual intellectual assistance already adopted by the Committee have been completed as the result more particularly of the enquiry in the countries of Central and Eastern Europe made by M. de Halecki, Polish expert on the Committee.

In order to remedy the intellectual isolation from which certain countries are suffering, the Committee has decided, on the proposal of M. de Halecki, to study specially a scheme for an international loan and credit fund for furnishing quickly the sums necessary to cover the expenses of professors wishing to travel to foreign countries for scientific purposes, as well as the purchase of apparatus indispensable to university institutes. The Committee also begs the Assembly to invite the States to grant professors proceeding abroad for scientific purposes travelling facilities similar to those which certain Governments have granted to groups of students.

Moreover, the Committee has decided to recommend the national committees concerned to extend or develop systematically research institutes established by certain countries abroad.

The problem of post-university scientific research will also be examined by the Committee, with the object of assisting young people showing aptitude for original research after they have finished their university studies, should they desire to undertake or to proceed with their scientific work. The Committee will deal particularly with the development and perfection of the system of national and international scholarships, and examine the conditions imposed by the regulations of the foundations which are at present distributing these scholarships.

In order to facilitate the exchange of professors and students who have already made advanced studies, the Committee decided, on the proposal of Dr. Millikan, to constitute an advisory committee, under the Chairmanship of M. Lorentz, which would endeavour to get into touch with the existing organisations with a view to co-ordinating the international exchange of lecturers and advanced students. The members of this committee are M. Bergson, Professor Gilbert Murray and Mr. Vernon Kellog, of the National Research Council of the United States, and Dr. Nitobé.

<sup>1</sup> See General Report (Document A. 8. 1924) page 87.

Referring to the appeal of the Committee for mutual intellectual assistance, Senator Ciruolo, President of the Italian Red Cross, informed the Committee that the Italian Red Cross had placed at its disposal 100,000 lire to be distributed among the Russian intellectual emigrants most in need of help. The Committee accepted with gratitude this generous offer.

*International University Information Office.*

The principle underlying the formation of the provisional Directing Board of the Office is international, based on a representation of linguistic groups. The Board is constituted as follows: M. de Reynold, Professor of the University of Berne (Chairman); Mr. Coleman, Director of the American University Union in Europe; M. de Halecki, Professor of the University of Warsaw; M. Luchaire, General Inspector of Public Education in France. The Director of the Office is the Secretary of the Committee, M. Oprescu, Lecturer at the University of Cluj.

For the present year the activity of the Committee chiefly consists in facilitating the work of the Director of the Office. Its members will endeavour to collaborate with him as continuously as possible. They will procure for him in particular all desirable information on the questions under examination by the Committee, particularly in regard to the exchange of professors, the exchange of students, the equivalence of degrees, holiday courses, and international scholarships. They will endeavour to ensure the carrying-out of the resolution adopted by the Committee in favour of students belonging to countries with depreciated exchanges. They will assist the Office to assemble a collection of documents as complete as possible on the international aspects of university life in all the countries in which they are interested. They will participate regularly in the editing of the *Bulletin*, and will endeavour to keep their countries informed of the activities of the Office.

The *Bulletin* of the Office will appear every two months in a pamphlet of 48 pages.

The Office will work in close touch with the national university offices, and will refer to the competent national offices all questions likely to be of particular interest to them.

The Directing Board attaches special importance to regular and close collaboration with the national university offices and similar institutions. It is proposed to organise for this purpose a meeting, to take place if possible during 1925. To this meeting the directors of the national offices will be invited, as well as the representatives of certain national committees which are setting up university offices in their respective countries.

The Office will maintain permanent contact with the International Association of Students, particularly with the Central Office of the International Confederation of Students.

A delegation from the Directing Board of the Office will represent the Committee on Intellectual Co-operation at the congress of this International Federation, which will take place in Warsaw in September.

The Office will participate as far as it is able, and within the limits of its programme, in the general enquiry into intellectual life which was approved by the last Assembly.

The Committee on Intellectual Co-operation has also referred to the International University Information Office the question of the publication of an international catalogue of scientific films. The Office is instructed, in order to establish this catalogue, to get into touch with the Swiss Confederation of Students, from which the first proposal relating to educational and scientific films was received.

In this connection it may be pointed out that the Committee would view with pleasure the convening of the meeting of an international congress on the cinematograph, which would study in the first place the scientific, artistic and educational interests involved in the development of the cinema. A member of the Directing Board of the Office would be able to attend this congress. The Committee also recommends the organisation of an international exhibition of scientific and educational films and lantern slides. The progress of instruction is partly bound up with the general organisation of new means of spreading knowledge, and among such means the cinematograph is one of the most important, while its international character is most obvious. Further, owing to the influence exercised by the cinematograph on the public mind, it is important that the development of this art, so far as concerns education and science, should receive particular attention. Thanks to a better international understanding, the cinematograph may exercise a very fruitful influence on the development of culture.

*Collection of Information regarding the different Educational Systems.*

The Committee adopted a proposal made by Professor Gilbert Murray to the effect that the Members of the League of Nations should be invited to prepare, for the information of the Committee, a brief statement of the principal features of their educational systems. These statements might be published later by the League.

*International Organisation of Bibliography.*

The *Index Bibliographicus* will appear within the limits of the credit allowed for this purpose as soon as the countries which have not yet sent a list of their bibliographical periodicals and institutions have forwarded it to the secretariat of the Committee.

As regards co-operation between libraries, the Committee has been informed of the signature of a convention between the National Library of Vienna and the Central Library of Moscow for an exchange of duplicate copies and official publications.

The Committee has approved and forwarded to the Council and to the Assembly a draft agreement with the International Institute of Bibliography at Brussels, which will become, under the auspices of the League of Nations, and in respect of certain clearly defined duties, a permanent body, keeping the various bibliographical activities in touch with one another and co-ordinating bibliographical information.

After having prepared the basis of an agreement between the interested parties for the international co-ordination of analytical bibliography concerning physics and its various immediate

extensions — subjects regarding which such an agreement appeared most easily practicable — the Committee decided to turn its attention to works on political economy. Several experts, who will be able to avail themselves of the collaboration of the Economic Section of the Secretariat, and who will take into account the bibliography collected by the International Labour Office for its enquiry into production, will meet to prepare the list of existing bibliographical institutions dealing with political economy and to present a report on the method most likely to succeed in practice in building up a bibliography of this subject.

The Committee, moreover, adopted a proposal put forward by Mr. Hagberg Wright for facilitating access, on the part of the educated public, to the most notable books published each year in all countries. The Committee approved certain guiding principles for the establishment of the lists of the books by a qualified person chosen in each country in agreement with the National Committees. The lists will be published as an annex to the *Bulletin* of the International University Information Office.

The committee of experts which the last Assembly decided to appoint met at Geneva from July 17th to 19th, 1924, in order to prepare for the possible revision of the international conventions of Brussels on the Exchange of Publications.

As regards official publications, certain States have not adhered to the Convention, more especially because they found the obligation to exchange all their publications too burdensome. The Committee of Experts contemplates the possibility of a partial adhesion. States, while adhering to the Convention, would reserve the right to limit their despatches to each country in agreement with that country. According to the scheme forwarded to the Assembly, any offer partially to adhere would be communicated to the Belgian Government, which would notify each of the States parties to the Convention of 1886. The States would at the same time be invited to inform the Belgian Government in the year following notification whether it accepted partial adhesion to the Convention so far as they were concerned.

As regards the exchange of non-official publications, the Committee of Experts has prepared a draft convention dealing particularly with the obligatory exchange of national current bibliographical catalogues of a general character, optional exchanges of scientific and literary publications, and the obligatory publication of a report on the working of the national exchange service.

The Committee has further made a number of recommendations, particularly concerning the improvement of the working of the exchange services, free postage for these services and the international loan of books and manuscripts.

This last recommendation of the Committee of Experts may be considered in connection with the resolution adopted by the Committee on the suggestion of the Historical Research Institute of the University of London concerning the conditions of work among the collections of archives of the various countries. The Committee decided that it was necessary to organise internationally information relating to original manuscripts, which for certain sciences is more important than the bibliography of printed material. The Secretariat has in particular been invited to forward the questionnaire framed by the Historical Research Institute of the London University to the National Committees on Intellectual Co-operation, or, failing this, to the bodies in control of the national archives in all countries.

#### *Protection of Scientific Property.*

The fourth Assembly adopted the following resolution:

“The Assembly, approving the principle of Senator Ruffini’s scheme in regard to the protection of scientific property, and in consideration of the resolution on this subject adopted by the Council, decides to forward this scheme to all the Governments, requesting them to communicate to the Secretariat of the League of Nations any observations they may wish to make, in order to enable the Committee on Intellectual Co-operation to draw up, if the necessity arises, a final draft convention to be placed on the agenda of the fifth Assembly and submitted subsequently to all the States for signature and ratification.”

In addition to the recent opinions given by competent institutions or persons, twelve Governments have forwarded their observations. The great majority of these observations agree as to the following points:

A new right should be created in favour of men of science and learning whose discoveries have proved susceptible of profitable adaptation, but it is very difficult to determine the rules for the application of this right to particular cases, and it is, moreover, necessary to have regard for the legitimate interests of the industries which depend on applied science. The Committee on Intellectual Co-operation considers that, although the majority of States most interested have forwarded their opinions, it would be well, before drawing conclusions from these opinions, to wait until it has been possible to examine a greater number of replies.

It therefore proposes that the Council should request the States which have not yet communicated their opinion to send a reply by January 1st, 1925, at latest, after which date a conference of experts will be convened for the study of the various problems raised by the question of scientific property. It would be well to take account as precisely as possible of the various interests concerned and to frame proposals generally acceptable. The experts would have to be chosen in such a way that the principal Governments interested, together with the scientific and industrial world, would be officially represented at the conference.

M. Ruffini has agreed to draft a supplement to his report, which was presented to the last Assembly, with the assistance of M. Röthlisberger, Director of the International Bureau for

Industrial, Literary and Artistic Property at Berne. In this additional report he will endeavour to reply to the objections which have been raised and to anticipate any others which may be advanced.

*Other Questions concerning Intellectual Property.*

The Committee intended to study the question of a possible reform in the protection of artistic and literary property. Meanwhile it has decided as a practical measure to recommend the League of Nations, in accordance with the recommendation made by the Conference at Geneva, to ask the nations which have not already done so to adhere to the Conventions of Berne relating to authors' rights.

"The Committee considers it desirable to direct the attention of the Assembly to the question of the protection of professional titles against the competition of those who lay claim to them without having pursued the studies which justify the confidence placed in these titles. When a nation has organised a whole course of studies for the bestowal of a professional title, such title should, both in the interest of the studies themselves and from the point of view of honest competition, be protected against usurpation, preferably by a penal clause similar to that rendering the unauthorised wearing of decorations an offence.

"The circumstances, however, are so various that the Committee considers that any suggestion for the international regulation of this question would be premature.

"The Committee on Intellectual Co-operation asks the Council to authorise the International Bureaux Section of the League of Nations to open a register for the inscription of international associations and institutions of a scientific, artistic and literary character.

"An association or institution will only be entered in the register provided that no other association or institution having the same title has been previously entered therein or is publicly known to possess such title.

"Registration has only a moral value. In order to give it legal value, international corporate status should be obtained for the above-mentioned associations or institutions, either through the League of Nations or through an inter-governmental conference."

*Instruction of Youth concerning the Existence and Objects of the League of Nations.*

The eighth resolution of the Assembly in regard to intellectual co-operation urges Governments to arrange that the children and youth in their respective countries should receive instruction concerning the existence and objects of the League of Nations and the terms of the Covenant. This resolution was communicated to the Governments on October 19th, 1923.

The following is a summary of the replies so far received:

The *Albanian Government* states that the Department of Public Education has taken the necessary steps to carry out the terms of the resolution.

The *Federal Government of Austria* has decided to include articles on the aims of the League and on the terms of the Covenant in the official publication of the Ministry of Public Education for the use of teachers of all grades. Their courses on history, constitutional law and, when necessary, on geography, must include instruction on the League. No text-book will be authorised unless it contains suitable references to the League.

The *Canadian Government* communicates a request from the Provincial Government of British Columbia for copies of the Covenant of the League to be distributed among the teachers of the Province.

The *Chinese Government* has taken the necessary measures to ensure teaching as to the existence and aims of the League in all official secondary and higher educational institutions, by means of supplementary courses and by the introduction into their libraries of books and publications on the League.

The reply of the *Government of Czechoslovakia* contains an account of the laws passed for the introduction in primary and higher primary schools (*écoles primaires supérieures*) of courses on "civic instruction and education", which include instruction on the international efforts made towards world-peace and reconciliation of the peoples. The idea of the League, its foundation and work are specially taught under such headings as respect of man, fraternity, equality of nations, universal peace, relations with foreign States, mutual relations of States — economic, political, intellectual — and the peace movement.

The *Government of Denmark* states that it has invited the competent authorities to inform the managements of high schools that in courses of contemporary history the pupils should be instructed in the existence and aims of the League.

The *French Government* states that the League of Nations is included in the programme of civic instruction in the higher primary schools and in the programmes of philosophy and history in the philosophy form of the secondary grade of instruction. Outside these programmes ministerial circulars to the rectors of academies have, on several occasions, particularly at the time of the commemoration of the fifth anniversary of the armistice, laid down that the work accomplished by the League of Nations should be explained to children. The Ministry of Education is at present studying more practical methods of acquainting young people with the documents relating to the League of Nations, particularly by placing them in school libraries. The Ministry has further drawn the attention of young people to the activity of the International University Federation for the League of Nations and to the courses which it has instituted this summer at Geneva.

The reply of the *Government of Great Britain* states that the ex-President of the Board of Education has expressed the Government's sympathy with the terms of the resolution and recommended it to the favourable consideration of the school authorities.

The *Government of Guatemala* has noted the resolution.

The *Indian Government* has circulated the resolution of the Assembly to local governments and administrations, and the Government of Bombay has made a number of suggestions for the distribution to colleges, secondary schools and training schools for teachers of a pamphlet for the information of students and pupils. The Government of Bombay also suggests that in colleges and secondary schools lectures might be delivered on the aims and objects of the League. The Government of India has generally approved these suggestions and enquires whether information suitable for distribution to educational institutions could be supplied by the League.

The *Italian Government* replies that the competent ministers will be communicated with in order to ensure the application of the terms of the resolution in Italian schools.

The *Liberian Government* states that the resolution has been communicated to the Department of Education, which has adopted the suggestion.

The *Persian Government* replies that instructions have been given to inform children in secondary and high schools of the existence and aims of the League.

The *Peruvian Government* replies that the attention of the Minister of Public Education has been drawn to the resolution.

The *Polish Government* has decided to introduce special teaching on the League of Nations in the middle schools, *séminaires d'instituteurs* and *écoles professionnelles*.

The *Roumanian Government* replies that it is favourable to the resolution of the fourth Assembly and will take the necessary steps to inform university professors whose courses bear directly or indirectly on the League of Nations that they may obtain any information they require from the Secretariat of the League; and, further, the Roumanian Government will ensure the introduction into contemporary history text-books of a chapter on the League of Nations, and once a year a short lesson on the League will be given in the primary schools.

The *Siamese Government* replies that the terms of the resolution relate to a question of general knowledge, to which attention is being given in the educational policy of the country.

The *Free City of Danzig* states that measures have been taken to educate children in the aims and ideals of the League, and that in new school-books, notably the *Dantziger Bürgerkunde* (civil reader), special mention is made of the League.

The Governing Commission of the *Saar Territory* states that the resolution has been transmitted to the Member of the Commission in charge of Public Education.

#### *Proposals presented to the Fourth Assembly by the Spanish Government.*

The Committee on Intellectual Co-operation during its fourth session, approved the conclusions of the Sub-Committee on Inter-University Relations concerning the proposals presented to the last Assembly by the Spanish Government in regard to the equivalence of degrees and the creation of an international university.

The Committee has studied with the greatest attention the proposals of the Spanish Government. It is of opinion that they show the present importance of doing everything possible to combat in universities the tendency to isolation and the fostering of a spirit of nationalism, which are contrary to the good understandings of nations, since they may prove harmful to the preservation of peace among mankind.

The Committee thinks that obstacles, at the moment insurmountable, stand in the way of the immediate creation of an official international university, but it recommends a certain number of measures with the object of bringing about in the most practical manner the collaboration of universities, the easy access of professors and students from one country to another, and by these means the organisation not of the internationalisation of universities but the universalisation of the higher forms of education and the creation of a great university confraternity throughout the world.

The Committee further is of opinion that the measures already taken by States and universities to facilitate university exchanges of every kind are already so numerous and so important that a complete table of the means actually at the disposal of the university world to effect these exchanges would soon increase this practice. It is taking steps to make known these measures as widely as possible through its Information Office.

As regards the equivalence of degrees, the Committee considers more particularly that an international understanding concerning the definition of university diplomas would be of great value. Further, although the grant of an international value to university degrees, in order that persons possessing them may exercise their professions, appears to be impossible of realisation for the moment, the Committee notes that certain countries allow those of their nationals who have carried out their studies abroad to exercise their profession in their own country, and recommends the extension of this practice in the interest of the development of international intellectual relations.

#### *Creation of an International Institute for Intellectual Co-operation: Offer of the French Government.*

In answer to the appeal of the Committee on Intellectual Co-operation asking for help from all nations for the work which it has undertaken, the Minister of Education in France, noting that the Committee has for more than two years confined itself to making suggestions, owing to the fact that it has no material means at its disposal for making a thorough study of each question and of carrying out practical schemes, has informed the Committee that he is willing, on behalf of the French Government, to offer the Committee on Intellectual Co-operation the means which will enable it to place its schemes upon a solid and satisfactory basis. The Minister of Education states that in this he is sure he is interpreting the views of the entire public of France.



The French Government offers to create at Paris an international institute of intellectual co-operation in the same way as, in 1905, the Italian Government offered to establish at Rome the International Institute of Agriculture, which has been working since that date under the authority of national delegates. The French Government, through the League of Nations, intends to give money for this enterprise and to provide the necessary buildings for the foundation and working of the future Institute, which will carry out the tasks entrusted to it by the Committee.

The French Government asked the French member of the Committee to submit to it a plan for the organisation of the future Institute. The Committee has studied and amended this plan and forwarded to the Council a report which, in the event of the Council approving the offer of the French Government, will facilitate the examination of the matter by the Council by indicating in a summary manner on what basis such an institute might be able to work.

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## 15.

### INTERNATIONAL BUREAUX

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#### THE INTERNATIONAL RELIEF BUREAU (BUREAU INTERNATIONAL D'ASSISTANCE).

The International Relief Bureau has submitted a report on its activities since the war,

The Bureau held a meeting in July, 1920, and since then has been engaged in the preparation of the next international Congress postponed since 1915. Some difficulty has been experienced in regard to the participation of States not Members of the League of Nations, but it is hoped that these will be successfully overcome.

The "Permanence des Congrès d'Assistance" has continued to promote the conclusion of international relief treaties of assistance between the French and other Governments. Such treaties have been concluded with Italy in 1919, Poland in 1920, Belgium in 1921, and Luxemburg in 1923, and were completed by international agreements.

The Bureau continues to issue its publication, No. 9 of which contains the text of the latest international arrangements concerning assistance to foreigners.

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## 16.

### WORK OF THE LATIN-AMERICAN BUREAU

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The Latin-American Bureau began its work in January 1923 in order to facilitate and strengthen the relations between the Secretariat of the League of Nations and the Latin-American countries. The work accomplished by the Bureau during its second year falls into two distinct parts.

First there is the work of confidential and personal contact, the object of which is to strengthen the bonds between persons in Latin America and those who are directing the work of the Secretariat. The purpose is to achieve a better mutual understanding, to exchange information and to give such explanations as are necessary in order to facilitate the common task; also to acquaint the people of Latin America with the work of the League of Nations on one side and to keep the League in touch with the aspirations of the Latin-American countries on the other. This work may be summed up as an endeavour to achieve personal contact. It has been very highly appreciated by the Secretary-General and the Secretariat of the League, who have more than once had occasion to note the excellent results achieved.

Secondly, there is the task of collaborating with the technical sections of the Secretariat as regards the countries of Latin America. The Bureau, during its second year, has been able to take advantage of the relations established since its institution, and its activity has spread to all the Sections so far as concerns their relations with Governments, with public and semi-public institutions and with persons in Latin America. The members of the Bureau, in accordance with the rules approved by the Secretary-General, are consulted in regard to all communications to or from the countries of Latin America.

The energies of the Bureau in this direction have been so far as possible devoted to the service of all the various special organisations and activities of the League. The following may, however, be especially mentioned:

The Bureau has made particular efforts to assist the Section of the Secretariat which deals with Intellectual Co-operation, having regard to the importance which the Latin-American countries attach to these questions. The Bureau has obtained the collaboration of several of these countries, which have sent valuable information on the present position in regard to intellectual, educational

and legal developments and the progress of the natural sciences, and the Bureau has received assurances that similar information will be regularly supplied in future. A wide distribution of the publications of the Committee on Intellectual Co-operation has been organised in exchange.

The activity of the Bureau was particularly effective as regards the statistical publications of the Economic and Financial Section. The ratification of the protocol and arbitration clauses in commercial contracts, unfair competition and the protection of consumers. The Economic and Financial Section will thereby be able very shortly to publish in the *Monthly Bulletin of Statistics* complete and up-to-date statistics with regard to the Latin-American countries.

The Bureau has obtained epidemiological information, which has appeared regularly in the publication of the Health Section. This Section has taken the suggestion of the Bureau to account in securing the collaboration of Latin-American doctors in the interchanges of health staff. Fifteen Latin-American doctors have already taken part in these interchanges.

The Bureau has also endeavoured to obtain for the general library of the Secretariat books as representative as possible dealing with Latin America, an appreciable quantity of such literature has already been secured.

Finally, thanks to the efforts of the Bureau, the regular sale of the publications of the League has been organised in these countries, and agencies have been established in the greater number of them for this purpose.

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