

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

A. 13. 1927.

GENEVA,
June 1st, 1927.

LEAGUE OF NATIONS

Report to the Eighth Ordinary Session of the
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.

Publications of the League of Nations

GENERAL QUESTIONS.

1927. 3.

NOTE.

The present report summarises the work of the Council, of the Conferences and Committees of the League of Nations, and of the Secretariat from the date of the meeting of the seventh ordinary session of the Assembly until about May 15th, 1927.

A supplementary report, which will be distributed on the opening day of the eighth ordinary session of the Assembly, will summarise the work of the forty-fifth session of the Council (June 1927) and such Conferences and Committees of the League as have met between the date of the compilation of the present report and September 1927.

In conformity with the procedure adopted for the last four years, a special annex to the supplementary report will give the situation to date in regard to the progress of international conventions and engagements as indicated by instruments deposited with the Secretariat of the League or by treaties which particularly concern the organisations of the League.

In accordance with the recommendation made by the Assembly during its fifth ordinary session, a report prepared by the Registrar of the Permanent Court of International Justice on the Work of the Court, and a report by the Director of the International Labour Office on that of the International Labour Organisation, will be distributed at the same time as the supplementary report.

Geneva, June 1st, 1927.

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1.

LEGAL QUESTIONS.

I. COMMITTEE OF EXPERTS FOR THE PROGRESSIVE CODIFICATION OF INTERNATIONAL LAW.

The Committee of Experts for the Progressive Codification of International Law appointed under the Assembly resolution of September 22nd, 1924, held its third session at Geneva from March 22nd to April 2nd, 1927, under the Chairmanship of M. Hammarskjöld, Governor of Upsala. The terms of reference of the Committee are as follows :

- (1) To prepare a provisional list of the subjects of international law the regulation of which by international agreement would seem to be most desirable and realisable at the present moment ;
- (2) After communication of the list by the Secretariat to the Governments of States, whether Members of the League or not, for their opinion, to examine the replies received ; and
- (3) To report to the Council on the questions which are sufficiently ripe and on the procedure which might be followed with a view to preparing eventually for conferences for their solution.

Questionnaires on the seven subjects which had been previously examined by the Sub-Committees were sent out on March 22nd, 1926, to the Governments of States Members and non-Members of the League, through the Secretary-General.

These subjects were :

1. Nationality.
2. Territorial Waters.
3. Diplomatic Privileges and Immunities.
4. Responsibility of States for Injury done in their Territory to the Person or Property of Foreigners.
5. Procedure for International Conferences and for the Conclusion and Drafting of Treaties.
6. Piracy.
7. Exploitation of the Products of the Sea.

Over thirty Governments replied to these questionnaires and forwarded to the Secretariat their observations on the various questions. After examining the replies received from the Governments on these seven questions; the Committee of Experts was in a position to make a report to the Council. All seven questions were held by the Committee to be sufficiently ripe, that is to say, capable of settlement in the near future by international agreement. The majority of the replies of the Governments was in favour of attempting to regulate the questions internationally. In conformity with its terms of reference, the Committee has also reported to the Council on the procedure which might be followed for solving these problems. In this special report on procedure the Committee points out, amongst other things, that, as regards the conferences which may be convened, alternative forms of procedure are possible : to hold a special conference for each question considered to be sufficiently ripe, or one single conference to consider all these duly matured problems.

The Committee suggests that the Council might decide on the procedure to be followed after weighing all the data collected by the Committee and forwarded to the Council ; in this connection, the most important element is furnished by the replies of the Governments which have been communicated to the Council and which contain numerous and very useful suggestions.

In the case of two questions which are mainly technical — the exploitation of the products of the sea and the procedure for international conferences and for the conclusion and drafting of treaties — a special procedure has been recommended.

Among the subjects which were, at the Committee's second session, referred to Sub-Committees, the following have led to the preparation of a new series of questionnaires :

- Communication of Judicial and Extra-judicial Acts in Penal Matters and Letters Rogatory in Penal Matters.
- Legal Status of Consuls.
- Revision of the Classification of Diplomatic Agents.
- Jurisdiction of the Courts in the Matter of Foreign States.

These questions are dealt with in the new questionnaires Nos. 8, 9, 10 and 11, which have been sent to the various Governments in order that the latter may give their opinion. They have been requested to send in their observations to the Secretary-General not later than December 31st, 1927.

On two points — the nationality of commercial corporations and the recognition of the legal personality of foreign commercial corporations — the Committee has submitted a special report to the Council. As these questions are on the agenda of the Conferences on Private International Law at The Hague which have been convened by the Netherlands Government, the Committee has decided not to consider them and has requested the Council to act in accordance with circumstances which may arise.

A report regarding the effect of the most-favoured-nation clause has been distributed solely for the information of the Governments, since the matter does not seem to be suitable for international settlement.

For various practical reasons, the consideration of three questions has been deferred until the next session of the Committee, namely: the legal status of private non-profit-making international associations, the conflict of laws on domicile, and the application in international law of the concept of prescription.

The question of the conflict of laws in respect of contracts for the sale of goods is no longer included in the Committee's programme; it forms part of the agenda of the Hague Conferences, and the Rapporteur, moreover, was unable to deal with it.

Before referring any fresh questions to the Sub-Committees, the Committee states that it would prefer to wait until the Council has given an opinion as to the future action which may be taken in connection with the work already accomplished. At the present time, therefore, the Sub-Committees are not considering any fresh questions.

* * *

At its session in March 1926, the Council requested the Committee of Experts to study the question of the admissibility of reservations to general conventions. In accordance with the Council's wishes, the Committee has appointed a Sub-Committee consisting of M. FROMAGEOT (Rapporteur), Professor DIENA, Dr. McNAIR (in place of Mr. Brierly), Dr. GUERRERO and Dr. MASTNY (the two latter were unable to take part in the work of the Sub-Committee).

This Sub-Committee has drawn up a report, which was approved and adopted by the plenary Committee at its third session and was communicated to the Council of the League as constituting the opinion required.

II. APPOINTMENT OF THE PRESIDENT OF THE GERMAN-POLISH MIXED ARBITRAL TRIBUNAL IN CONFORMITY WITH THE PROVISIONS OF PARAGRAPH I OF THE ANNEX TO ARTICLE 304 OF THE TREATY OF VERSAILLES: REQUEST SUBMITTED BY THE GERMAN AND POLISH GOVERNMENTS.

At its session held in March 1927, the Council received identical requests from the German and Polish Governments concerning the appointment, by the Council, of a President of the German-Polish Mixed Arbitral Tribunal. The requests submitted by these two Governments showed that they had not been able to reach an agreement regarding a successor to the former President of this Tribunal, who had handed in his resignation on January 1st, 1927. In these circumstances, the German and Polish Governments decided to ask the Council to be good enough to appoint a President in conformity with the provisions of Paragraph I of the Annex to Article 304 of the Treaty of Versailles.

In accordance with the wishes of the two parties, the Council, acting on the conclusions set out in a report by the Chilian representative on the Council, appointed as President of the German-Polish Mixed Arbitral Tribunal, M. Paul LACHENAL, of Swiss nationality, President of the "Grand Conseil" of the Republic and Canton of Geneva and member of the Geneva Bar.

III. FOUNDATION OF AN INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

As will be remembered¹, the President of the Council, acting on a resolution adopted by the Council on March 18th, 1926, replied, in a letter dated April 20th, 1926, accepting the offer embodied in the Italian Government's letter of March 31st, enclosing the text of the Statute of the International Institute for the Unification of Private Law.

On January 20th, 1927, referring to the terms of its previous letter, the Italian Government informed the Secretary-General of the League that the offer had been approved by Royal Decree dated September 3rd, 1926. According to the terms of the letter of March 31st, 1926, this notification rendered final the undertaking given by the Italian Government.

In conformity with the text of the letter of March 31st, 1926, Article 4 of the Organic Statute was modified on March 12th, 1927, raising to a maximum of fourteen, not including the President, the number of members of the Governing Body of the Institute.

¹ See Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 44, page 155.

On the same date — March 12th, 1927 — and in conformity with the above-mentioned Article 4, the Council, for the purpose of constituting the Governing Body, made the following appointments :

President :

His Excellency M. Vittorio SCIALOJA (Italy).

Members :

1. His Excellency M. ADATCI (Japan).
2. M. Ambroise COLIN (France).
3. M. Jules DESTREE (Belgium).
4. His Excellency M. Raul FERNANDEZ (Brazil).
5. Sir Cecil James Barrington HURST (British Empire).
6. Dr. B. C. J. LODER (Netherlands).
7. M. Ernst RABEL (Germany).
8. His Excellency M. Alfredo ROCCO (Italy).
9. M. Simon RUNDSTEIN (Poland).
10. His Excellency M. Nicolas TITULESCO (Roumania).
11. M. Oesten UNDEÉN (Sweden).
12. His Excellency M. Enrique VILLEGAS (Chile).

Reserving its right to appoint a fourteenth member at its forty-fifth session, the Council decided to add to these persons a Spanish lawyer, to be appointed by the President of the Council after consultation with the Spanish Government. The Spanish Government having been consulted, the German representative, acting as President, appointed as a member of the Governing Body M. Felipe Sanchez ROMAN, Professor of Civil Law at Madrid University.

IV. LEGAL POSITION OF STATES WHICH DO NOT PAY THEIR CONTRIBUTIONS TO THE LEAGUE.

By a resolution dated September 25th, 1926, the Assembly requested the Council "to cause a study to be made of the legal position of States which do not pay their contributions to the League of Nations, with a view to giving the Assembly information on the matter at its eighth ordinary session".

At its session of December 1926, the Council asked the Secretary-General to submit to it a report on the above question and at its session of March 1927 it resolved that the Secretary-General's report, together with the observations of the Rapporteur, the Roumanian representative, should be communicated to the Assembly in accordance with the desire which it had expressed. These documents will accordingly be at the disposal of the Assembly during its forthcoming session.

V. NUMBERING OF THE PARAGRAPHS OF THE COVENANT.

In accordance with the Assembly decision of September 21st, 1926, the paragraphs of the Covenant are now numbered in all new editions of that instrument published by the Secretariat.

VI. RATIFICATION OF AGREEMENTS AND CONVENTIONS CONCLUDED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS.

By its resolution of September 24th, 1926, the Assembly invited the Council "to call for a report every six months on the progress of ratification (*i.e.*, of conventions and agreements concluded under the auspices of the League of Nations) and to consider methods for securing the more rapid bringing into force of these agreements and conventions".

In accordance with the Assembly's proposal, the Council decided on December 6th, 1926, that the Secretary-General should submit to it twice a year, at the March session and at the session preceding the ordinary session of the Assembly, a report indicating for each of the agreements in question which States have become contracting parties either by ratification or accession, which States have not yet ratified although they have signed the agreement, and which States, to whose acceptance the agreement, is open have not hitherto taken any steps to become parties to it.

When the list is before the Council its members will have the opportunity of directing attention to any cases which appear to call for comment. During its consideration of the first list, the Council decided to submit to the Assembly the question of accessions given to conventions subject to subsequent ratification. This matter is dealt with in a memorandum to be presented to the Assembly by the Secretary-General.

In accordance with the Council's instructions, labour conventions are not dealt with in the reports submitted by the Secretary-General, since questions relating to them fall properly within the competence of the International Labour Organisation.

2.

FINANCES OF THE LEAGUE.

I. GENERAL FINANCIAL POSITION.

During the year 1926, 86¾ per cent of the amount of the contributions due for that year was received from the States Members, as against 84.2 per cent of the budget for 1925 during 1925.

The total amount received on account of arrears during 1926 was 1,965,032.55 gold francs, as compared with 3,114,746.92 gold francs in 1925.

The net loss on exchange during 1926 amounted to 6,861.41 gold francs, as compared with 119,271.17 gold francs in 1925, the Swiss franc having remained very close to par during the whole of the year.

The cash position of the three autonomous organisations of the League on December 31st, 1926, was as follows:

	Gold francs	
	Surplus	Deficit
Secretariat	1,421,618.11	
International Labour Office		208,530.51
Permanent Court of International Justice . .	168,853.36	
Total	1,590,471.47	208,530.51

On October 16th, 1926, Mr. Seymour Jacklin assumed the position which had been left vacant by the retirement of Sir Herbert Ames, who had been Financial Director of the League since its inception. From the above date the Section of the Secretariat which had been known as the "Financial Administration" was designated the "Treasury".

The work of the Treasury since the last ordinary session of the Assembly may perhaps be most conveniently illustrated by reference to the reports of the Supervisory Commission, which has met on two occasions since last September.

The Commission was composed of the same members and of the same officers as last year, namely:

- M. Stefan OSUSKY, Czechoslovakia, *Chairman*.
- Lord MESTON OF AGRA, India, *Vice-Chairman*.
- Dr. J. A. NEDERBRAGT, Netherlands, *Rapporteur*.
- M. Jean RÉVEILAUD, France.
- M. Luis WADDINGTON, Chile.

II. ACCOUNTS FOR 1926.

The Commission considered the various points raised in the report drawn up by the League's Auditor, M. Ceresa. It made a number of recommendations regarding the form and the method of preparation of the accounts of the various organisations of the League. It also proposed that, in order to ensure punctual repayment of advances made to States out of the Working Capital Fund, interest should be charged at the rate of 4 per cent after the expiry of six months from the date on which the advance had been made.

III. SURPLUS FOR THE FINANCIAL YEAR 1926 AND LEAGUE BUILDING FUND.

The Commission recommended that the surplus for 1926, amounting to 1,590,471.47 francs, be dealt with as follows:

1. That the sum of 8,314.71 gold francs, representing certain sums due to the Rockefeller Foundation in respect of previous years, should be returned to the Foundation.
2. That the sum of 208,530.51 gold francs, representing the advance made to the International Labour Office out of the Working Capital Fund in order to cover its deficit for 1926, be refunded to the Fund.

The Commission noted in this connection that, contrary to the system followed in the case of the Secretariat and of the Court, the budget of the Office did not include any credit in respect of expenditure of a conjectural character, and that the competent authorities of the International Labour Organisation were in the habit of reducing each item of the budget to the absolute minimum. In these circumstances, the Office spent, in 1926, 98.75 per cent of its budget, while the contributions received in respect of 1926 represented only 86 per cent of the amount voted.

3. That the sum of 500,000 gold francs be paid into the Building Fund for the creation of the nucleus of a Furnishing Fund for the buildings soon to be erected.

4. That the balance, amounting to 873,626.25 francs, be returned to the Members of the League, in accordance with Article 38 (a) of the Financial Regulations.

The Commission further recommended that the sum to be returned in 1928 to the Members of the League which provided the Building Fund should amount to the same figure as in 1927, *i.e.*, 1,400,000 francs.

IV. BUDGET FOR 1928.

The budget for 1928, as forwarded to the Members of the League for consideration by the Assembly, amounts to 24,873,272 gold francs, as compared with a budget of 24,512,341 francs for 1927, and 22,930,633 francs for 1926.

It may be desirable to point out that a large part of the increase over 1927 is not due to greater expenditure but is accounted for by the fact that the special contribution of Germany to the International Labour Office was deducted, up to and including 1927 — when it amounted to 265,766 gold francs — as an “ appropriation in aid ” from the budget of the International Labour Organisation.

Although the gross expenditure contemplated for 1928 is greater than that for 1927, the net burden on each Member of the League will not, in all probability, be heavier, in view of the distribution amongst the Members of the League of the greater part of the surplus for 1926.

V. BUDGETARY AND ADMINISTRATIVE QUESTIONS.

The Assembly during its last ordinary session requested the Commission to consider whether it was desirable to include in successive budgets items which, though definitely not unforeseen, were nevertheless not very likely to be needed, and whether provision should not be made for supplementary estimates in the financial system of the League.

The Commission noted that the income budget of the League showed the actual collectable current contributions due to the League in respect of that year and not the prospective receipts. Even with the inclusion in the budget of the unforeseen items, it could not be assumed that the actual receipts for the year would, on account of the failure to pay on the part of certain States, be sufficient to meet necessary expenditure.

The introduction of supplementary estimates into the League budgetary structure or recourse to the Working Capital Fund to meet expenditure not provided for in the budget would give rise to a number of constitutional difficulties. Furthermore, a system of supplementary estimates would be inconvenient for many of the Members of the League, since they would not know for certain, at the beginning of a given year, what their contribution for that year would be. In the circumstances, the Commission recommended that no change be made in the present form of the budget and system of voting credits.

In regard to the internal administration of the Treasury, the Commission noted with satisfaction that the Rapporteur was able, as the result of two enquiries, to bear witness to the efficiency of the internal control over expenditure.

VI. PROPOSED ESTABLISHMENT OF AN ADMINISTRATIVE TRIBUNAL OF THE LEAGUE OF NATIONS.

In the report of the Fourth Committee, adopted by the Assembly at its ordinary session in 1926, it was noted that the Supervisory Commission had under consideration the establishment of an Administrative Tribunal to deal with all cases of dispute in regard to the carrying out of staff contracts which might arise between the heads of the League's organisations and their subordinates, and that the Commission hoped in due course to submit a proposal on this subject to the Assembly. During its sessions of February and April of the present year, the Supervisory Commission finally approved a report recommending the establishment of such

a Tribunal and submitting a draft Statute of the Tribunal. This report will be placed before the Assembly at its ordinary session of the present year.

The proposed Tribunal will be open to officials of the Secretariat and of the International Labour Office only. Questions as to the rights of officials of the Registry of the Permanent Court of International Justice will continue, as hitherto, to be dealt with by the Court itself.

The Tribunal will deal with two classes of case :

1. It will hear complaints alleging non-observance, in substance or in form, of the terms of appointment of officials of the Secretariat or of the International Labour Office and of such provisions of the Staff Regulations as are applicable to the case.

2. It will be competent to settle any dispute as to payment of compensation under those articles of the Staff Regulations of the Secretariat or the International Labour Office which provide for compensation where an official is dismissed on grounds of ill-health before exhausting the amount of sick leave normally allowable, or where an official meets with an accident or incurs a disease in the course and in consequence of his employment.

The reason which has led the Supervisory Commission to propose the establishment of the Administrative Tribunal is that, owing to the special international status of the League, its officials cannot have recourse to the ordinary courts for the enforcement of their rights as officials against the Administrations in which they are employed. The Supervisory Commission considers that the establishment of a special jurisdiction of the kind proposed furnishes the best remedy for a situation which may to some extent be felt as a grievance by the officials concerned and has also certain disadvantages from the administrative point of view.

VII. ALLOCATION OF THE EXPENSES OF THE LEAGUE.

Under the terms of a resolution adopted by the Assembly at its sixth ordinary session the present scale for the allocation of the expenses of the League will remain in force up to the end of 1928, and no meeting of the Allocation Committee has therefore been held since the last session of the Assembly. The competent section of the Secretariat is, however, following the economic development of the various Members of the League with a view to the question being considered by the Committee before the session of the Assembly to be held in 1928.

3.

REDUCTION OF ARMAMENTS.

I. ARBITRATION, SECURITY AND THE PACIFIC SETTLEMENT OF INTERNATIONAL DISPUTES.

On the proposal of its Third Committee, the Assembly, during its seventh session, adopted, on September 25th, 1926, the following resolution :

“ The Assembly,

“ Having examined the reports of the Council on Arbitration, Security and the Pacific Settlement of International Disputes :

“ Records the fact that the resolution adopted by the Assembly at its sixth ordinary session to the effect that the most urgent need of the present time is the re-establishment of mutual confidence between nations has had definite results. It sees clear proof of this in the ever-increasing number of arbitration conventions and treaties of security conceived in the spirit of the Covenant of the League of Nations and in harmony with the principles of the Geneva Protocol (Arbitration, Security and Disarmament). It emphasises in particular the importance of the Treaties of Locarno, the coming into force of which has been rendered possible by the admission of Germany into the League of Nations and the principal object of which is to ensure peace in one of the most sensitive regions of Europe ;

“ Sees in the last-mentioned Treaties a definite step forward in the establishment of mutual confidence between nations ;

“ Considers that agreements of this kind need not necessarily be restricted to a limited area, but may be applied to different parts of the world ;

“ Asserts its conviction that the general ideas embodied in the clauses of the Treaties of Locarno, whereby provision is made for conciliation and arbitration

and for security by the mutual guaranteeing of States against any unprovoked aggression, may well be accepted amongst the fundamental rules which should govern the foreign policy of every civilised nation;

“ Expresses the hope that these principles will be recognised by all States and will be put into practice as soon as possible by all States in whose interest it is to contract such treaties;

“ And requests the Council to recommend the States Members of the League of Nations to put into practice the above-mentioned principles and to offer, if necessary, its good offices for the conclusion of suitable agreements likely to establish confidence and security, the indispensable conditions of the maintenance of international peace and, as a result, to facilitate the reduction and limitation of the armaments of all States.”

On December 8th, 1926, the Council adopted the following resolution :

“ The Council, in view of the Assembly resolution with regard to the Council's reports on Arbitration, Security and the Pacific Settlement of International Disputes, fully endorses that resolution and instructs the Secretary-General to communicate on its behalf with all States Members of the League of Nations with a view to recommending them to put into practice the principles laid down in the Assembly resolution, and to inform them that the Council is prepared to co-operate with them for the conclusion of suitable agreements likely to establish confidence and security whenever, in the view of the Governments concerned, circumstances are such as to favour the conclusion of such agreements.”

In accordance with this resolution, on January 10th, 1927, the Secretary-General addressed a letter to all States Members of the League of Nations, transmitting the resolution of the Assembly and offering them the good offices of the Council. Replies to this letter have been received from the following States : Argentine, Belgium, Cuba, Estonia, France, Haiti, Italy, Japan, Liberia, New Zealand, Salvador, Switzerland.

These replies have been printed in the *Official Journal* of the League.

II. PREPARATORY WORK FOR THE DISARMAMENT CONFERENCE.

The Council, at its meeting of June 10th, 1926, noted the decisions taken by the Preparatory Commission with regard to the organisation of its method of work, and adjourned to its September session the examination of the following proposals, submitted by the French, Polish and Finnish delegations respectively, which had been transmitted by the Commission:

Proposal by the French Delegation.

“ With reference to Question V (a) 8 and V (b), the Commission considers that, in order that a State should be able to calculate to what extent it can consent to the reduction or limitation of its armaments, it is essential to determine what method and what machinery are best calculated to give help to that State when attacked.

“ The Commission therefore proposes to suggest to the Council :

“ 1. That methods or regulations should be investigated which would :

- “ (a) Facilitate the meeting of the Council at very brief notice in case of war or threat of war ;
- “ (b) Enable the Council to take such decisions as may be necessary to enforce the obligations of the Covenant as expeditiously as possible.

“ 2. That the Permanent Advisory Commission should be instructed :

- “ (a) To define the measures necessary to comply with paragraph (a), No. 8 ;
- “ (b) To investigate the procedure which would allow of the rapid drafting of recommendations regarding the military assistance provided for in the second paragraph of Article 16 of the Covenant, *when the Council shall have decided to make such recommendations ;*
- “ (c) To investigate what measures should be taken in case of a conflict of which the Council shall have been notified, *and when the latter shall have taken a decision*, in order to prevent the development or preparation of hostilities, according to the precedent of the Greco-Bulgarian dispute.

“ 3. That the Joint Commission should be instructed :

- “ (a) To investigate the question of the improvement of the telegraphic and the telephonic communications of the different countries with the Secretariat of the League ;
- “ (b) To study what measures would be most appropriate, *when the Council shall have so decided*, to give most rapidly such economic and financial help as may be necessary to a State which has been attacked ;
- “ (c) To determine the composition and procedure of the Committees for the supply and allocation of resources which the League might set up for that purpose.”

Proposal by the Polish Delegation.

“ The Commission suggests to the Council that it would be well to consider whether a special organisation of regional assistance within the scope of the Covenant of the League would be likely to give the organs of the League effective help in supplying the assistance required and would thereby render the execution of the relevant articles of the Covenant easier and more expeditious (study of the machinery, form and procedure of regional assistance). ”

Proposal by the Finnish Delegation.

“ The Commission proposes that the Council should undertake the examination of special arrangements whereby a reduction of armaments agreed to by States unfavourably placed, owing to geographical or other exceptional circumstances, might be compensated in order to meet their requirements for security. ”

At its seventh session, the Assembly adopted, on September 24th, 1926, on the proposal of the Third Committee, the following resolution :

“ The Assembly takes note of the report submitted to it by the Secretariat and the very full information furnished to the Third Committee by the President of the Preparatory Commission on the work of that Commission, its technical Sub-Commissions A and B, and the Joint Commission.

“ It expresses its complete satisfaction with the work performed and thanks those who have contributed to it.

“ Being desirous that the investigations, in regard to which the Assembly itself took the initiative in its resolution of September 25th, 1925, should be brought to a successful conclusion as soon as possible, it requests the Council to call upon the Preparatory Commission to take steps to hasten the completion of the technical work and thus be able to draw up, at the beginning of next year, the programme for a Conference on the limitation and reduction of armaments corresponding to existing conditions in regard to regional and general security, and it asks the Council to convene this conference before the eighth ordinary session of the Assembly, unless material difficulties render this impossible. ”

In its turn, the Council, on December 8th, 1926, adopted the resolution quoted below :

“ The Council, having regard to the resolution adopted by the Assembly on September 24th, 1926, relating to the work of the Preparatory Commission for the Disarmament Conference, and sharing the Assembly's desire to see the preparatory work result in a programme which will make it possible to summon an International Conference for the Reduction and Limitation of Armaments at the earliest possible moment, forwards the Assembly resolution to the Preparatory Commission and requests it to submit proposals with regard to the period at which it would be possible to convene the Conference, due allowance being made for the probable progress of its work, and to draw up the agenda of the Conference. ”

This resolution was transmitted to the Preparatory Commission by the Secretary-General.

The Preparatory Commission for the Disarmament Conference had forwarded to the Council a report on the work of its first session, held at Geneva from May 18th to 26th, 1926. This document was incorporated in the report to the Seventh Assembly on the work of the Council and of the Secretariat. Moreover, the President of the Preparatory Commission for the Disarmament Conference submitted to the Third Committee of the same Assembly a statement on the work of the Preparatory Commission.

On September 4th, 1926, the Council adopted the following resolution :

“ The Council,

“ Having examined the French, Polish and Finnish proposals referred to it by the Preparatory Commission, as well as the memorandum submitted by the Finnish Government as an annex to its own proposal :

“ Refers these three proposals and the Finnish memorandum to the Committee of the Council, which, after consultation, if necessary, with the Permanent Advisory Commission and with the Joint Commission or with any other League Commission, will report to the Council on the questions raised in these proposals.

“ The Committee of the Council is asked to invite representatives of the Polish and Finnish Governments respectively to assist it in the discussion of their proposals. ”

In virtue of this resolution, the Committee of the Council met at Geneva on September 18th and 27th, 1926, and from December 1st to 4th, 1926, and forwarded a report to the Council (Annex 1).

The Council examined this report and on December 8th, 1926, adopted the following resolutions submitted by the Czechoslovak representative acting as Rapporteur :

“1. The Council notes that the Committee attaches the very greatest importance to questions concerning the improvement of communications and other facilities for permitting the rapid working of the organs of the League in case of emergency, not only as regards the application of Articles 15 and 16 but in particular as regards the application of Article 11. The Council concurs in this view and, adopting its Committee's proposal, requests the Secretary-General to inform the States Members of the League of the preliminary work carried out on this matter by the Committee of the Council, the Transit Committee and the Secretary-General, and to invite them to consider the desirability of the Governments Members of the League assuming a formal obligation to facilitate by every means in their power the most rapid and effective action possible of the organs of the League in case of emergency.

The Council decides to adjourn to a later session the consideration of the Committee's proposal that the Assembly should be recommended to adopt a general resolution which would affirm the principle of this obligation and would provide the basis for practical executive measures to be adopted in the future.

“2. The Council requests the Secretary-General to invite the Governments of the States Members of the League to consider favourably the technical measures proposed in the report of the Advisory and Technical Committee for Communications and Transit as regards communications by rail, air, telegraph and radio-telegraph of importance to the League in times of emergency, and to take such measures as they may deem possible to facilitate the application of these measures.

“3. The Council thanks the Advisory and Technical Committee for Communications and Transit for the remarkable report which it has submitted, and requests it :

“(a) To communicate as soon as possible the supplementary report which it is preparing on long-distance telephony in Europe ;

“(b) To keep in touch with all the administrations and organisations concerned, in order to facilitate the application of the measures named in its report and to ensure that every possible improvement shall be effected in communications of all kinds between the seat of the League and the different capitals ;

“(c) To institute immediately, in co-operation with the Secretary-General, with a view to submitting a report to the Council at the earliest possible date, the necessary enquiries, in order that the League may have at its disposal a radio-telegraphic station of its own sufficiently powerful to enable it to communicate independently with the greatest possible number of States Members of the League.

“4. The Council requests the Secretary-General of the League to comply with the Transit Committee's suggestions concerning the Secretariat, and more particularly the framing of a schedule of the principal telegraphic and radio-telegraphic routes available.

“5. The Council notes with satisfaction that the Committee proposes to study certain questions arising out of the application of Article 11, questions concerning which the Committee is to submit a detailed report at a later date. In this connection, it refers to the Committee of the Council the proposal submitted in paragraph (d) of its report to the effect that the States should be asked to draw up immediately lists of military and civilian experts from among whom the Council could appoint commissioners to be sent to the spot in the event of disputes, and requests the Committee of the Council to submit concrete proposals on the matter, in relation to the study which it is about to undertake.

“6. The Council notes that the Committee of the Council proposes to submit a report on Article 16 at a later date, and, in accordance with its Committee's suggestions, requests the Secretary-General to collect all the documents which relate to the preliminary work carried out by the League in regard to this article, in order that the information in question may be placed at the disposal of the next Assembly of the League. It is understood that this work would be done by the Secretariat on the lines suggested in the commentary attached to this proposal in the report of the Committee of the Council itself.

“7. The Council requests the Secretary-General :

“(a) To collect systematically precise information regarding the economic and financial relations of the various States, with a view to a possible application of Article 16 of the Covenant. This work will be carried out in accordance with a plan to be submitted to the Council by the Secretary-General after consulting the technical organisations of the League, including if necessary the Joint Commission ;

“(b) Having regard to the financial assistance provided for in Article 16 of the Covenant, to ask the financial organisation of the League to consider the Finnish proposal and all other similar measures, with a view to the establishment of a common scheme of financial assistance in support of a State which is the victim of aggression ;

“(c) To institute a study of the legal position which would be brought about by enforcing in time of peace the measures of economic pressure indicated in Article 16, particularly by a maritime blockade ;

“(d) To institute a study on the legislation calculated to make it easier for States to apply economic sanctions based on the experience of countries which have already done something in this direction.

“8. The Council, adopting the proposal of its Committee, refers to the Preparatory Commission the Finnish proposal concerning special arrangements whereby a reduction of armaments agreed to by States unfavourably placed, owing to geographical or other exceptional circumstances, might be compensated.”

In accordance with resolutions Nos. 1 and 2 quoted above, the Secretary-General, on January 7th, 1927, addressed to the States Members of the League of Nations a letter transmitting the report and resolutions adopted by the Council on the rapid working of the organs of the League in times of emergency. The following States have acknowledged receipt of this letter : Argentine, Cuba, Estonia, Liberia, Netherlands and Salvador.

With regard to resolutions Nos. 3 and 4, the Advisory and Technical Committee for Communications and Transit, during its tenth session held at Geneva from February 28th to March 5th, 1927, adopted two resolutions (Annex 2) :

Steps have been taken or are being taken to put into effect, in collaboration with the administrations and organisations concerned, the measures proposed in these resolutions. In particular, the Secretariat is collecting information regarding telephonic communication between the seat of the League and the various capitals and has already obtained the advice of a certain number of experts on the question of the establishment of a radio-telegraphic station for the League. On the other hand, the International Air Navigation Commission has submitted a proposal for the identification of aircraft making journeys of importance to the League at times of emergency and a study is being made of the measures necessary to enable aircraft to land on ground in the neighbourhood of the seat of the League, ground which would have the privilege of extra-territoriality.

As regards Resolution No. 5, the Committee of the Council, after having entrusted the preliminary study of the question to a Committee of three members, which met in London in the month of February, adopted a report on March 15th, 1927 (Annex 3), which was submitted to the Council at its June session.

As regards Resolution No. 6, the Legal Section of the Secretariat is collecting all the documentation relating to studies which have been undertaken by the League concerning Article 16, taking into account the commentary contained in the report of the Committee of the Council. This documentation will be placed at the disposal of the Assembly.

With regard to Resolution No. 7, the first two points of this resolution (a) and (b) are being examined by the Economic Committee and by the Financial Committee. These Committees have not yet completed their work on this matter. The reports of the Secretariat on paragraphs (c) and (d) will be distributed to the Assembly in due course.

As regards Resolution No. 8, the Preparatory Commission, during its last session, after having heard further declarations by the Finnish delegation, adjourned the study of this proposal to a later session.

The Preparatory Commission for the Disarmament Conference, after having forwarded to the Council the French, Polish and Finnish proposals, undertook a preliminary examination of the questionnaire submitted by the Council and divided it up for detailed consideration between its technical Sub-Commissions.

Sub-Commission A, entrusted with the study of military, naval and air questions, held several sessions at Geneva : the first from May 28th to July 6th, 1926, the second from August 2nd to September 9th, 1926, and the third from September 27th to November 5th, 1926.

Sub-Commission B, entrusted with non-military questions, after holding sessions on May 26th, September 27th and November 29th and 30th, 1926, met again on March 16th and 17th, 1927, to consider the reports of two Committees which it had appointed to examine certain questions. The first was the Committee of Experts on Civil Aviation, entrusted with the task of examining the economic consequences to civil aviation which would be entailed by a system of aggregate limitation of civil and military aeronautics, and of submitting observations and suggestions on the economic consequences of any method of limiting air armaments which would enable civil aeronautics to be taken into account. The second was the Committee of Experts on Budgetary Questions, entrusted, in particular, with the preparation of a model statement which would serve to eliminate the difficulties arising from the divergencies between the budgetary systems. The work of this second Committee is not yet complete, and it will meet at Geneva in the month of June 1927.

The Preparatory Commission had therefore before it at its third session held at Geneva from March 21st to April 26th, 1927, a report from Sub-Commission A and three reports from Sub-Commission B. In Document C.218 will be found the texts which were agreed upon at the first reading; they have been forwarded to the Council as documents which might serve as a basis for a further session of the Commission with a view to drawing up a draft Convention.

Annex 1.

REPORT OF THE COMMITTEE OF THE COUNCIL ON THE WORK
OF ITS FIFTH SESSION.

Held at Geneva from December 1st to 4th, 1926.

The Committee of the Council examined the French, Polish and Finnish proposals (including the Finnish memorandum on financial assistance) which were referred to it by the Council resolution of September 4th, 1926.

I.

As regards point 1 (a) of the French proposal, the Committee has the honour to submit to the Council the following report of M. van Karnebeek, which the Committee has itself adopted.

“ INVESTIGATION OF THE METHODS OR REGULATIONS WHICH WOULD FACILITATE THE MEETING OF THE COUNCIL AT VERY BRIEF NOTICE IN CASE OF WAR OR THREAT OF WAR.

“ The Committee of the Council sent a list of questions on this subject to the Secretary-General. The Secretary-General's reply is given in Appendix I attached hereto. The Committee has also received a report from the Advisory and Technical Committee for Communications and Transit placed at its disposal by the President of the Council (Appendix II).

“ The Committee considers that this question is of the very greatest importance not only as regards the application of Articles 15 and 16 but especially also as regards the application of Article 11. It has been proved that the maintenance of international peace may depend upon the rapid and effective intervention of the organs of the League of Nations, and the importance of preventive action under Articles 11 and 15 cannot be exaggerated.

“ In this connection, the Committee considers that the Governments Members of the League of Nations ought to assume a formal obligation to facilitate by all the means in their power the meeting of the Council in case of crisis and recommends that the Assembly should adopt to this end a general resolution embodying the principle of this obligation and constituting the basis of the practical measures of application to be taken in the future.

“ The Committee considers that a programme of these measures should be studied and that this task should be entrusted to the Secretary-General, who would be asked to get into touch with the administrations of the States Members and with the international institutions and organisations which would have to be consulted. This investigation, pending the adoption of the Assembly resolution, might be undertaken immediately and the final result should be submitted to the different Governments, which would then be called upon to take the necessary measures to ensure application.

“ With regard to the Secretary-General's memorandum and the Transit Committee's report, the Committee makes the following observations :

“ A. *General Measures.*

“ Admitting that the organisation of transport by rail and by air must necessarily be based in normal circumstances on commercial interests, the attention of the International Time-Tables Conference should be drawn to the special importance, from the point of view of international peace, of organising the means of communication between Geneva, as seat of the League of Nations, and the different capitals ; the importance of this justifies every possible effort to make these communications as rapid and as elastic as is compatible with commercial interests. The Committee strongly supports the Transit Committee's proposal that the Organisation for Communications and Transit of the League of Nations should be represented at the meetings of the International Time-Table Conference.

“ For similar reasons, the Committee recommends that the necessary measures should be taken to apply the priority system proposed for telegraphic and telephonic communications of the League by the Transit Committee and to carry out its suggestion that the Council of the League should be able in special cases to apply to the Governments concerned to organise direct communication between specified points. It attaches great importance to measures which would confer on the States, the Secretary-General and the members of the Council and of other organisations of the League the right to use several telegraphic or telephonic routes simultaneously, simply on request and on their own responsibility.

“ The Committee recommends to the Council that it should give its Technical Transit Organisation a permanent mandate to see that continual improvements are effected in communications of all kinds between Geneva and the different capitals on the lines specified above.

“ B. Measures to be taken by States.

“ The Committee strongly supports the Transit Committee’s proposal that each State should appoint a central service with the necessary powers to facilitate the urgent convening of the Council of the League, the urgent transmission of messages sent in the name of the Council and the rapid transport of such missions as the Council might decide to despatch. It is of opinion, however, that this precaution should not be confined to States which happen to be Members of the Council, since effective and rapid co-operation would be no less valuable on the part of States whose territory members of the Council might have to cross when proceeding to Geneva, and whose transport services (railway, air, telegraphic, telephonic, etc.) would be required for the purpose of communicating with the Governments Members of the Council.

“ This central service, which should be on duty continuously (day and night, and on holidays) would have to be given power to proceed immediately to take the measures necessary for the organisation of special trains, requisitioning of aircraft, etc., and to arrange with other services possessing similar powers in States whose assistance might be required as described above.

“ The Committee proposes that the Council should direct the attention of the Governments of the States represented on the Council to the importance of taking such measures as may be necessary to enable their representatives to attend urgent meetings of the Council with the least possible delay.

“ C. Measures to be taken by the Secretariat.

“ The Committee warmly approves the statement of the Secretary-General who regards it as his duty to summon members of the Council urgently and without delay in case of serious emergency as laid down in paragraph 1 of Article 11.

“ The Committee supports the conclusions which the Secretary-General formulated in his reply to the questionnaire addressed to him. It notes the following passage in his memorandum : ‘ It is conceivable that the report of the Committee of Experts referred to in the answer to the second part of this question might necessitate the taking of certain measures by the Secretariat’ (see Appendix I). The Committee ventures to recommend that, if measures have to be taken, they should form the subject of consideration as soon as possible.

“ The Committee recommends that the Secretariat should act upon the Transit Committee’s proposal that a schedule be drawn up of the principal telegraphic, telephonic and radio-telegraphic routes available, in order that the Secretariat may obtain for its own use and, if necessary, for the use of those concerned information concerning communications between the different capitals.

“ The Committee has devoted special attention to the position of the League in the matter of wireless telegraphy ; this would seem to be inherently and eminently suitable for promoting rapid and uninterrupted communication between the Secretariat and the Members of the League. The Committee considers it desirable to recommend that all possible improvements should be made without delay, but regards it further as highly desirable that the necessary work of preparation should be begun immediately in order that the League may have radio-telegraphic means of communication which would give it the highest degree of independence and universality compatible with technical progress. Accordingly, the Committee recommends to the Council that the Technical Transit Organisation should study this question with a view to submitting a report to the Council at the earliest possible date.”

II.

As regards point 1 (b) of the French proposal, the Committee examined a report submitted at its request by M. de Brouckère. This report raises three groups of questions :

1. Questions concerning the application of Article 11, in regard to which the Committee will submit a detailed study to the Council at a later date.

2. Questions concerning Article 16, in regard to which the Committee, while also deciding to submit a report to the Council at a later date, passed the following resolution :

“ The Committee directs the Council’s attention to the advisability of collecting all the documents on the studies carried out by the League in regard to Article 16 of the Covenant, in order that this information may be placed at the disposal of the next Assembly of the League.”

The suggestion put forward by the Committee of the Council is that all the resolutions passed by the different organs of the League concerning Article 16 should be collected in a convenient document, that they should be followed by a list of the texts to be consulted for the purposes of a more exhaustive study of the subject, and that they should be preceded by an objective summary of the work done by the League in this matter.

3. A certain number of concrete proposals with the object of facilitating the study of the methods or regulations which would enable the Council to take such decisions as may be necessary to enforce the obligations of the Covenant. These proposals, of which one in particular also

refers to the memorandum submitted by the Finnish delegation on financial assistance, form the subject of the following recommendations which the Committee of the Council ventures to submit to the Council :

“ (a) The Secretariat might be instructed to collect systematically precise information regarding the economic and financial relations of the various States, with a view to a possible application of Article 16 of the Covenant. This work would be carried out in accordance with a plan to be submitted to the Council by the Secretary-General, after consulting the Technical Organisations of the League, including, if necessary, the Joint Commission.

“ (b) Having regard to the financial assistance provided for in Article 16 of the Covenant, the Financial Organisation of the League might be asked to consider the Finnish proposal and all other similar measures, with a view to the establishment of a common scheme of financial assistance in support of a State which is the victim of aggression.

“ (c) The Legal Section of the Secretariat might be instructed to study the legal position brought about by enforcing in time of peace the measures of economic pressure indicated in Article 16, particularly by a maritime blockade.

“ (d) Experience having shown how greatly the presence of competent representatives of the League of Nations in the area of a possible conflict can in many cases assist in removing the danger, States might be asked to draw up beforehand lists of military and civilian experts from among whom the Council of the League could appoint commissioners.

“ (e) The Legal Section of the Secretariat might be instructed to prepare a study on the legislation calculated to make it easier for States to apply the economic sanction, based on the experience of countries which have already done something in this direction. ”

III.

The Committee examined the Polish proposal. At the suggestion of the Polish delegate on the Committee of the Council, the Committee decided to adjourn the examination of this proposal until the Preparatory Commission and its technical organs have completed their studies in the matter of regional disarmament.

IV.

As regards the Finnish proposals, the Committee decided to recommend that the Council should refer it without discussion to the Preparatory Commission.

Appendix I.

REPLY OF THE SECRETARY-GENERAL TO THE PRESIDENT OF THE COMMITTEE OF THE COUNCIL WITH REGARD TO THE QUESTIONS SUBMITTED TO HIM BY THAT COMMITTEE.

Geneva, September 21st, 1926.

I have the honour to acknowledge the receipt of your letter of September 18th, in which you were good enough to forward to me a list of questions adopted by the Committee of the Council on that day and to inform me that the Committee would be glad to hear what I had to say on the subject at one of its later meetings.

I need not say that I am entirely at the disposition of the Committee for this purpose. In the meantime, I beg to forward herewith, for its information, a brief memorandum dealing with the various points raised in the questionnaire.

(Signed) Eric DRUMMOND,
Secretary-General.

QUESTIONS 1 AND 2.

*On what occasions has the Council been summoned to deal with international crises ?
What steps were taken in each case ?*

The first paragraph of Article 11 of the Covenant lays down that, “ should any war or threat of war arise, the Secretary-General shall, on the request of any Member of the League, forthwith summon a meeting of the Council ”. This provision of the Covenant has been utilised on two occasions by Members of the League :

(a) On May 31st, 1920, Persia, following up previous communications, asked for an urgent meeting of the Council to consider acts of aggression on the part of the Soviet Government. This appeal was communicated to the Members of the Council and the meeting took place on June 14th.

(b) *On October 23rd, 1925*, the Secretary-General received a telegram from the Bulgarian Government asking, in conformity with Articles 10 and 11 of the Covenant, that the Council should be immediately summoned to consider the situation created by the entry of Greek troops on Bulgarian territory. The Secretary-General took immediate action in accordance with the duty laid upon him by the first paragraph of Article 11, and summoned the Council, after consulting the President, to meet in Paris on October 26th.

The second paragraph of Article 11 provides that any Member of the League may bring to the attention of the Assembly or the Council any circumstance whatever affecting international relations which threatens to disturb international peace.

No special provision is made in this paragraph in regard to the summoning of the Council, but there have, in fact, been certain occasions on which Members of the League, in asking the Council to consider a given question under the terms of that paragraph, have requested that a special meeting should be held in order to avoid delay :

(a) *On August 12th, 1921*, M. Briand, in his capacity of President of the Allied Supreme Council, asked that a special meeting should be held to make recommendations regarding the fixing of the frontier in Upper Silesia. The meeting took place on August 29th.

(b) *On November 7th, 1921*, the British Government asked the Secretary-General to take immediate steps to summon a meeting of the Council to consider the situation created by the advance of troops of the Kingdom of the Serbs, Croats and Slovenes on Albanian territory. This request was at once communicated to the Members of the Council and a meeting took place in Paris on November 18th.

(c) *On October 14th, 1924*, the British Government asked for a special meeting of the Council to consider the situation on the frontier between Turkey and Iraq. This request was at once communicated to the Members of the Council and the meeting took place on October 27th.

QUESTION 3.

What difficulties, if any, arose ?

No difficulties arose in any of the above-mentioned cases. The Committee will realise that, when no definite reference is made to the first paragraph of Article 11, and when, therefore, it is not claimed that such an emergency has arisen as would authorise the Secretary-General, under the terms of that paragraph, to take the initiative in summoning the Council, it is necessary for him to receive, before issuing a convocation, the authorisation of the Acting President of the Council, and that the President will, in such circumstances, desire to consult his colleagues before taking a definite decision.

The above, however, does not apply when a serious emergency arises, in which case the Secretary-General has the right and duty of summoning the Council on his own authority, provided that he has received a request from any one Member of the League.

The Committee will observe that in all but one of the above-quoted cases an interval of from ten to fifteen days took place between the despatch of the request and the actual meeting of the Council.

There is no reason to doubt that the meeting could have been held much more promptly had the situation appeared to necessitate this.

QUESTION 4.

Have you any suggestions for the improvement of the procedure ?

Taking the word " procedure " in its strict sense, I have no proposals to make. No procedure has been laid down to govern the action of the Secretary-General under the first paragraph of Article 11, and it seems essential that he should remain free from all necessity of following any sort of procedure laid down beforehand in order to avoid any conceivable risk of delay.

(See also reply to Question 6.)

QUESTION 5.

Are the technical arrangements for communications in such cases satisfactory, and, if not, in what respects are they unsatisfactory ?

I am not aware that there has been any difficulty or cause for dissatisfaction in regard to rapidity of communications in any of the above-mentioned cases.

(See, however, the observations below.)

QUESTION 6.

What are your general observations and your opinions on the steps to be taken with regard to points 1 (a) and 3 (a) of the French proposal ?

The following are the general observations which I would submit :

(a) In regard to the action of the Secretariat, it seems, as I have above remarked, essential that no restriction in regard to procedure should be imposed on the action which the Secretary-General may at any time be called upon to take under the terms of the first paragraph of Article 11 of the Covenant. I have been able, as a matter of fact, in such cases as have arisen up till now, to consult the President of the Council without losing time by doing so. This may not always be the case, and it is evidently the duty of the Secretary-General himself to take the action laid down by the Covenant, consultation of any sort being a matter of possible convenience but not of necessity.

From a material point of view, arrangements have already been made to ensure that telegrams addressed to the Secretary-General should always be opened without loss of time by an official capable of appreciating whether or not they are of an urgent character. It is conceivable that the report of the Committee of Experts referred to in the answer to the second part of this question might necessitate the taking of certain measures by the Secretariat.

(b) So far as the States represented on the Council are concerned, it is clearly desirable that all measures should be taken to enable them to be represented at any meeting which may be called, however short the notice may be. It is perhaps hardly within my competence to make observations on the methods to be adopted by the various States to ensure this end. They must, no doubt, vary to some extent according to the distance from the seat of the League of the capital of the country concerned and according to the method adopted for its regular representation on the Council. What seems essential is that it should be possible at any moment for an urgent communication from the Secretary-General to be received and considered by the competent authorities, and that in all circumstances, particularly in times of international tension, arrangements should be foreseen whereby each country can be represented at the Council at the shortest possible notice.

As regards points 1 (a) and 3 (a) of the French proposal, the Committee is no doubt aware that the report of the Enquiry Commission on the Greco-Bulgarian incident draws attention to the fact that, if the communication addressed by the President of the Council to the Greek Government had arrived half-an-hour later than it actually did, the result might have been exceedingly serious. The Commission accordingly drew the Council's attention to the desirability of considering measures for hastening intervention by the League in moments of crisis. The Council, at its meeting on December 14th, 1925, considered this suggestion and decided to refer it to the Advisory Committee for Communications and Transit, with the request that the Committee should examine the matter and submit a report to the Council.

In compliance with the above request of the Council, the Transit Committee has decided to carry out an expert study of the best means of improving communications of every kind with the seat of the League in time of crisis. This corresponds with points 1 (a) and 3 (a) of the French proposal.

Experts in railway matters, aerial navigation and telegraphy are to meet for this purpose in November or December. The International Committee on Long-Distance Telephony, which has also been consulted, is to consider the matter at its next meeting in Paris in December. A general report will then be drawn up by the Transit Committee and forwarded to the Council.

I understand that the exchanges of views which have already taken place on this subject between the members of the Transit Committee tend to show that a series of practical measures of a technical nature might be adopted.

Appendix II.

COMMUNICATIONS OF IMPORTANCE TO THE LEAGUE OF NATIONS IN TIME OF EMERGENCY.

Report submitted to the Council by the Advisory and Technical Committee for Communications and Transit.

The Commission of Enquiry into the Greco-Bulgarian Conflict recommended that "it might be considered whether special facilities for communications and transit could not be granted to Governments and to the Secretariat in case of a threat of war — in particular, the use of wireless telegraphy and priority messages might be considered". The Council decided to refer this suggestion to the Advisory and Technical Committee for Communications and Transit and to request the latter to examine it and report to the Council.

Assimilar questions, but covering a wider field, have also been raised in connection with the preparatory work for the reduction of armaments, the Advisory and Technical Committee examined the whole problem of the principal communications of importance to the League at times of emergency. The Committee felt that it was its duty to see what special measures might be adopted, when League action under Articles 15 and 16 of the Covenant was taken or requested, to ensure the necessary speed and, in times of crisis, the necessary security, for communications of importance for the summoning of the Council and for all relations between Members of the League concerned, the Council, the Secretary-General and missions appointed by the Council.

The Committee has obtained the advice of qualified experts. The conclusions which it submits represent the unanimous opinion of the specialists consulted. The question of railway

transport, in particular, was studied by its permanent Committee for Transport by Rail¹. Telegraphy and radio-telegraphy were also examined by a special committee of experts².

* * *

A. — Transport by Rail.

1. Any regular improvement in railway time-tables, particularly for communications between Geneva and the chief capitals, would greatly facilitate travelling to Council meetings and the despatching of missions at times of emergency. On the other hand, time-tables must obviously be established with reference to commercial conditions, and communications with the League cannot have priority over such requirements. It would be expedient, however, in order to promote all reasonable improvements in time-tables, to develop the co-operation already existing between the League Organisation for Communications and Transit and the International Time-table Conference. It might be possible to consider the appointment of a representative of the Technical Organisation to attend in an advisory capacity meetings of the International Time-table Conference.

2. At times of emergency, special measures might undoubtedly be taken in many cases to improve railway communications of importance to the League (special changes in time-tables, special trains, special connections with other means of transport, such as air transport, motor services, etc.). In view of the extreme variety of the cases to be considered and the fact that, as regards the movements of members of the Council and the despatching of missions by the League, communications cannot be considered in any one country alone but must be studied in all the countries Members of the League, no plan can be drawn up in advance. At the same time, under normal conditions, two measures might be considered for minimising delays at times of emergency: first, all the States Members of the League might be requested to declare their readiness, immediately on being notified by the Secretary-General of the existence of a state of emergency, to take all possible measures to help the journeys of members of the Council and missions appointed by the League; second, each State might be requested to designate a central service in possession of the necessary instructions and powers, with which Members of the Council and the Secretary-General of the League could get into direct touch upon notification of a state of emergency, in order to ensure that rapid means of transport are made available at once. It would naturally be understood that all extra costs arising out of exceptional conditions would be met out of League funds.

B. — Transport by Air.

The considerations advanced in regard to transport by rail at times of emergency also apply, *mutatis mutandis*, to transport by air. It would be even simpler than in the case of railway transport to take special measures at such times to improve air communications of importance to the League (as regards the lines in use: special changes in time-tables, organisation of special services over those lines; apart from lines already open, general permission for aircraft other than those belonging to a regular line when carrying members of the Council or agents of the League whose names had previously been communicated, irrespective of the nationality of such aircraft).

No plan can be established in advance, but it is expedient, here again, that States Members of the League should declare their readiness in such circumstances to take all measures within their power and should designate in advance a central service with the necessary instructions and powers.

C. — Telegraphic and Radio-telegraphic Questions.

1. All messages sent with a view to the application of Article 15 or Article 16 of the Covenant and addressed to the President of the Council of the League or to the Secretary-General by a

¹ This Committee was composed as follows:

M. G. SINIGALIA (appointed by the Government of Italy), former Chief Inspector of the Italian State Railways, Member of the Central Commission for Rhine Navigation, *Chairman*.

M. A. POLITIS (appointed by the Government of Greece), Technical Delegate of the Greek Government at Paris, former Director of Greek Railways, *Vice-Chairman*.

M. F. AMUNATEGUI (appointed by the Government of Chile), Engineer of Bridges and Roads, Secretary-General of the Mixed Courts of Arbitration.

M. G. BROCKMANN Y ABARZUA (appointed by the Government of Spain), Inspector-General of Roads, Canals and Ports, President of the Council of Public Works.

M. OUANG-HANG (appointed by the Government of China), Railway Engineer.

Sir FRANCIS DENT, former Chairman of the Railway Committee of the Second General Conference on Communications and Transit, former Director-General of the South-Eastern and Chatham Railway.

M. R. HEROLD, Director of the Railway Division of the Federal Department of Posts and Railways at Berne.

Dr. O. LANKAS, Director at the Czechoslovak Ministry of Railways.

M. LAUNAY, Chief Engineer of Bridges and Roads, Assistant to the Director-General of Railways at the French Ministry of Public Works.

M. P. WOLF, Director-General of the German State Railway Company.

² This Committee was composed as follows:

M. H. REINHARDT (appointed by the Government of Austria), former Ministerial Counsellor, *Chairman*.

M. ARENDT, Ministerial Counsellor in the Ministry of Posts of the Reich.

M. ETIENNE, Director of the International Bureau of the Telegraphic Union.

M. GNEME, Head of Division in the Telegraph Department of the Italian Ministry of Communications.

M. LOUDEN, Head of Division in the General Post Office of Great Britain.

M. POULAIN, Deputy Director of Telegraphic Communications in the French Department of Posts and Telegraphs.

Government, a member of the Council, or a member of a mission despatched by the Council ; all messages sent by the President of the Council or by the Secretary-General to a Government, a member of the Council, or a member of a mission despatched by the Council, might, if the sender considered that these messages were of extreme urgency, bear the special note "Priorité Nations". If desirous of making use of this note, the sender would write before the address "PCD Priorité Nations"; this will be charged as three words. In transmitting the telegram, the service concerned would place the service instruction "S Priorité Nations" at the head of the text. Messages preceded by these indications could only be sent by the President and the members of the Council in person, the acting Secretary-General in person, and members of missions whose names had been notified in advance by the Secretary-General to all Governments interested.

2. All messages preceded by these conventional signs and notes would enjoy priority over all other communications, and the service despatching them would, in due course, forward the sender an acknowledgment of receipt, to be transmitted as urgent.

3. Any sender who might consider, in view of the general gravity of the occasion, that special arrangements should be made for the safe transmission of his telegram, and that his telegram should therefore be transmitted both by the ordinary line and by one or more additional routes, either telegraphic or radio-telegraphic, might make copies of his telegram and request the transmitting service to send these copies by routes specified by him ; the telegraph service would follow out such instructions unless this were for material reasons impossible.

To ensure the satisfactory working of these arrangements, a schedule of the principal telegraphic and radio-telegraphic routes available might be drawn up, with the assistance of the best qualified technical body. The Secretary-General of the League would keep himself and those concerned informed of the various routes available for transmitting and, where necessary, duplicating communications between capitals. In most cases, of course, several routes would be available, so that the risk of certain telegraphic and radio-telegraphic services being interrupted at times of emergency would be reduced to a minimum.

4. In special cases, the Council of the League of Nations might request the Governments concerned to arrange, if possible, for direct connection between specified points. No advance proposals can be made on this matter.

The Committee is of opinion that a formal inter-Governmental agreement, or even an inter-departmental arrangement in the proper sense of the term, would be not merely a slow and difficult but also a useless method for putting into effect these measures for telegraphy or other communications. If, when requested by the Council, the Governments of the States Members were willing to follow out such a plan so far as it concerned them individually, and to give facilities for the execution of these measures, the telegraph departments would naturally concur and would be prepared to issue, and from time to time repeat, the necessary instructions to their officials, and to seek the assistance of the competent international technical organisation.

D. — *Telephonic Questions.*

As regards telephonic questions, in view of the extreme rapidity with which urgent State communications are forwarded under the newly revised telegraph regulations, and of the difference between messages sent by this means and by telegraph, it appears to be unnecessary to consider special arrangements for times of emergency, though the permanent improvement of the European telephone system is naturally of great importance to the League, especially in times of crisis. The Assembly has already passed a recommendation urging that, under the new European telephone system, communications with the League should be treated on the same footing as communications between the chief capitals. This question, which does not concern only times of emergency and therefore exceeds the scope of the present report, was submitted to the International Advisory Committee on Long-Distance Telephony, which includes most of the European telephone administrations ; this Committee is to examine the question at its next meeting at the beginning of December. The Council will be duly informed of its conclusions.

* * *

The Advisory and Technical Committee, in submitting this general plan to the Council, is of opinion that if, at the request of the Council, States Members of the League or a sufficient number of such States were to declare their readiness to accept the plan as a whole and to help to carry it out, the Secretary-General of the League, with the assistance of the Committee of the services mentioned in paragraphs A and B and of the telegraph administrations and their agents, would have no difficulty in working out the detailed plan for these practical improvements.

Annex 2.

RESOLUTIONS ADOPTED BY THE ADVISORY AND TECHNICAL COMMITTEE
FOR COMMUNICATIONS AND TRANSIT.

“ Communications of Importance to the League of Nations at Times of Emergency.

A.

“ The Advisory and Technical Committee :

“ 1. Pursuant to the resolution of the Council dated December 8th, 1926, Article 3, paragraph (b), decides to communicate separately to every administration concerned the report on communications by rail, air, telegraph and radio-telegraph of importance to the League in times of emergency which it submitted to the Council, and which was approved by the latter during its session of December 1926 ; and, further, to request the said administrations to forward, not later than July 15th, 1927, any suggestion which they may think of value with a view to ensuring that the measures advocated may be carried out as speedily and as completely as possible.

“ 2. Decides to take the necessary steps to ensure, if possible, that the Committee shall be regularly represented on the European Time-Table Conference and requests M. Politis to represent the Committee at that Conference.

“ 3. Takes note of the information already collected by the Secretary-General of the Committee concerning telephonic communications between the seat of the League and various capitals, and requests him to supplement this information by enquiries addressed to the various administrations concerned and to report to the Committee in sufficient time to enable the Committee to make a report at its next session to the Council.

“ 4. With a view to the practical application of the measures regarding air navigation advocated in the Committee's report to the Council, which was approved at the December session, the Committee requests the International Air Navigation Commission to consider means for the identification of aircraft making journeys of importance to the League of Nations in time of emergency.

“ 5. The Committee is of opinion that at times of general emergency, more particularly in the period immediately preceding mobilisation, and most of all during mobilisation, the taking over, wholly or in part, by the national authorities of the means of communication would, in many cases, unquestionably tend to make communications of importance to the League slow or uncertain, in spite of any progress which might have been achieved through the measures advocated in the report approved by the Council at its December session, unless it has been arranged for such communications to be maintained by special means, independent of the general system of national communications.

“ (a) The Committee accordingly welcomes the resolution adopted by the Council as to the establishment of a radio-telegraphic station at the seat of and at the disposal of the League, and requests the Secretary-General of the Committee, with the assistance of experts appointed by the Chairman of the Committee, to make a preliminary study of the question and to report on it to the Committee as soon as possible.

“ (b) The Committee begs the Secretary-General of the Committee to examine the possibility of making or improving a landing-ground for aircraft ; the said landing-ground would be in the neighbourhood of the seat of the League, and in time of emergency would share in the right of extra-territoriality to which the League is entitled.

“ The question of putting aircraft at the disposal of the League in case of serious emergency should also be examined.”

B.

“ Whereas the Council, in its resolution of December 8th, 1926, invited the Governments of the States Members of the League to consider favourably the technical measures proposed in the report of the Advisory and Technical Committee for Communications and Transit as regards communications by rail, air, telegraph and radio-telegraph of importance to the League at times of emergency and to take such measures as they deem possible to facilitate the application of these measures ;

“ And whereas the Council requested the Transit Committee to keep in touch with all the administrations and organisations concerned, in order to facilitate the application of the measures provided in its report and to ensure that every possible improvement shall be effected in communications of all kinds between the seat of the League and the different capitals ;

“ And whereas supplementary study is required both to complete the technical measures mentioned above and to ensure contact with the administrations concerned and the co-ordination of efforts generally to improve communications of importance to the League at times of emergency :

“ The Advisory and Technical Committee for Communications and Transit requests its competent Technical Committees to retain on their agenda the examination of the questions included under 3 (a) and (b) in the Council's resolution of December 8th, 1926, and decides that the supplementary studies thus undertaken shall be centralised, co-ordinated and, if necessary, completed by a special Sub-Committee presided over by the Chairman of the Transit Committee and to include the Chairmen of the Technical Committees concerned and other members of the Committee whose co-operation the Chairman may see fit to enlist. ”

Annex 3.

REPORT APPROVED BY THE COMMITTEE OF THE COUNCIL ON MARCH 15TH, 1927, ON THE SUBJECT OF POINT 1 (b) OF THE FRENCH PROPOSAL.

METHODS OR REGULATIONS WHICH WOULD ENABLE THE COUNCIL TO TAKE SUCH DECISIONS
AS MAY BE NECESSARY TO ENFORCE THE OBLIGATIONS OF THE COVENANT AS EXPEDITIOUSLY
AS POSSIBLE.

I. PRELIMINARY.

(a) The Committee has not been asked to give an authentic interpretation of Article 11 of the Covenant, or even to draw up a complete code of procedure for the application of this provision. It has simply to make recommendations regarding the action that may be deemed wise and effectual for the purpose of carrying into effect the provisions of that article. The recommendations which follow are based on :

- (1) Past practice ;
- (2) Previous resolutions of the Assembly and Council ;
- (3) The proceedings of these bodies and of various committees formed by the League of Nations.

It should be clearly understood that the measures referred to below are only cited as examples, and that the Committee does not wish to underrate or dispute the value of any which it may not have expressly mentioned. It is impossible to draw up in advance any rigid classification of the infinite variety of events which occur in international political life. Nor is it possible, by resolutions, recommendations or suggestions, to prescribe limits to the extensive rights which the League holds in virtue of its essential duty, that of effectually safeguarding the peace of nations. Among the measures recommended will be found those which, having been favourably received, and having already been successfully applied, appear particularly effectual. The list of these measures will doubtless be added to as further experience is gained.

(b) If the action to be taken under Article 11 is of particular concern to States which are not Members of the Council, such States must, under the terms of paragraph 5 of Article 4, be given a seat at the Council. The procedure instituted under Article 11 in no way implies the exclusion of procedure taken under other provisions of the Covenant. The Aaland Islands question, for example, was referred to the Council by the British Empire in virtue of Article 11 ; this did not, however, prevent the Council from declaring itself competent under Article 4, paragraph 4, and at the same time applying as far as possible Articles 12, 15 and 17.

Thus, if any action contemplated by the Council as being calculated to preserve peace is taken under the provisions of Article 15, the votes of the representatives of the parties will not count for purposes of unanimity as far as such action is concerned. The report referred to in Article 15, paragraph 6, may, of course, contain any recommendations which the Council may think likely to bring about a settlement of the dispute and prevent a rupture

(c) If the threat of war did not arise out of a dispute coming under Article 15, the Members of the Council not directly concerned in the dispute would still be free to make recommendations, which could not fail to have a considerable moral value.

(d) Under Article 11, any war or threat of war is declared to be a matter of concern to the whole League, and the League is directed to take any action that may be deemed wise and effectual to safeguard the peace of nations. If there is no threat of war, but some circumstance threatens to disturb the good understanding between nations upon which peace depends, that circumstance may be brought to the attention of the Assembly or the Council by any Member of the League so that presumably the Assembly or Council may consider what, if anything, should be done to restore international good understanding.

II. WHERE THERE IS NO THREAT OF WAR OR IT IS NOT ACUTE.

(a) The Council will consider the question at a meeting, to be called specially if necessary, to which the contending parties will be summoned.

(b) The Council can request an organisation, or even a private individual, appointed by it to exercise conciliatory action on the parties.

(c) The Council may also suggest that the dispute be referred to arbitration or judicial settlement, in accordance with the provisions of Article 13 of the Covenant

(d) If there is a doubt as to the facts of the dispute, a League Commission may be sent to the *locus in quo* to ascertain what has actually happened or is likely to happen. It is understood that such a Commission cannot go to the territory of either party without the consent of the State to which that territory belongs.

(e) If, for the accomplishment of its task, the Council deems it necessary, it can, in certain appropriate cases, ask for an advisory opinion from the Permanent Court, or else, in certain special circumstances, from a Committee of Jurists appointed by it.

III. WHERE THERE IS AN IMMINENT THREAT OF WAR.

(a) Everything should be done to ensure that the Council shall meet with the greatest promptitude. In this connection the Committee refers to the recommendations which it made in its previous report on these questions (Report of the Committee of the Council on the work of its fifth session, document C. 677, M. 268. 1926, IX dated December 4th, 1926.)

(b) Even before the Council meets, it is desirable that the Acting President should send telegraphic appeals to the parties to the dispute to refrain forthwith from any hostile acts. The nature of this appeal will necessarily vary with the circumstances of each case.

If, owing to exceptional circumstances, the Secretary-General considered that the Acting President was not in a position to act, he might request the ex-President most recently in office who is available to take this step in the name of the Council.

(c) As soon as the Council meets, it will no doubt verbally urge on the representatives of the nations in dispute the great importance of avoiding a breach of the peace.

(d) Further, the Council may take steps to see that the *statu quo ante* is not disturbed in such manner as to aggravate or extend the dispute and thus to compromise the pacific settlement thereof. For this purpose it may indicate to the parties any movements of troops, mobilisation operations and other similar measures from which it recommends them to abstain. Similar measures of an industrial, economic or financial nature may also be recommended. The Council may request the parties to notify their agreement on these points within the shortest possible space of time, the length of which will, if necessary, be fixed by the Council.

The details of these measures, and even their nature, obviously depend upon the whole of the circumstances of the dispute. It should be mentioned that, in certain cases with which it has had to deal, the Council fixed a neutral zone on either side, from which the parties to the dispute were called upon to withdraw their troops.

(e) In order to satisfy itself of the way in which these measures have been carried out and to keep itself informed of the course of events, the Council may think it desirable to send representatives to the locality of the dispute. The Secretary-General, duly authorised by the Council, would keep lists of experts — political, economic, military, etc. — on the basis of lists supplied by the States Members of the League and of applications for employment submitted direct to him. These lists, classified according to categories, would be held by the Secretary-General at the disposal of the Council which, in case of crisis, would thus have names of suitable experts before it. The Council may also have recourse in this connection to diplomatic personages stationed in the neighbourhood who belong to States not parties to the dispute.

(f) Should any of the parties to the dispute disregard the advice or recommendations of the Council, the Council will consider the measures to be taken. It may manifest its formal disapproval. It may also recommend to its Members to withdraw all their diplomatic representatives accredited to the State in question, or certain categories of them. It may also recommend other measures of a more serious character.

(g) If the State in default still persists in its hostile preparations or action, further warning measures may be taken, such as a naval demonstration. Naval demonstrations have been employed for such a purpose in the past. It is possible that air demonstrations might within reasonable limits be employed. Other measures may be found suitable according to the circumstances of each case.

IV. GENERAL REMARKS.

(a) It should be pointed out that the very general terms of Article 11, "any action that may be deemed wise and effectual to safeguard the peace of nations", allow of any action which does not imply recourse to war against the recalcitrant State. The above-mentioned measures have only been given as examples. Circumstances might lead to an alteration in the order of their application.

(b) In taking any of the above-mentioned measures, the Council will, of course, not lose sight of the distinction made in Article 11 between paragraph 1, which deals with "threats of war", and paragraph 2, which deals with "circumstances . . . which threaten to disturb . . . the good understanding between nations".

(c) In any case contemplated above, the Members of the League not represented at the Council should be kept fully informed. Where necessary or desirable, their collaboration with the Council might be sought, either by sending a communication to each of them or by summoning a special meeting of the Assembly.

(d) In the case of disputes between Member States and non-Member States, or between non-Member States, Article 11 will be applied by the Council in the light of the above observations and bearing in mind the circumstances of each case.

(e) If, in spite of all steps here recommended, a "resort to war" takes place, it is probable that events will have made it possible to say which State is the aggressor, and in consequence it will be possible to enforce more rapidly and effectively the provisions of Article 16.

III. PRIVATE MANUFACTURE OF ARMS AND AMMUNITION AND OF IMPLEMENTS OF WAR.

The Committee of the Council, on September 3rd, 1926, forwarded to the Council, without, however, having been able to give it its full consideration, the preliminary draft Convention prepared by its Committee of Enquiry (document A. 47, page 3), together with a resolution on this question which was approved by the Council, on the proposal of the Rapporteur, the representative of Czechoslovakia, on September 4th, 1926. This resolution read as follows :

"The Committee of the Council,

"Having received the report of its Committee of Enquiry on the preliminary draft Convention on the Control of the Private Manufacture of Arms and Ammunition and of Implements of War ;

"Taking into account the resolution of the Assembly dated September 25th, 1925 :

"Proposes that the Council should refer this preliminary draft (to which the Committee has not been able to give full consideration), together with the reports of the Committee of Enquiry, to the Assembly for information only, drawing its attention to the connection which exists between this question and the general problem at present under investigation by the Preparatory Commission for the Disarmament Conference."

On the proposal of its Third Committee, and in view of the resolution quoted above, the Assembly adopted, on September 21st, 1926, the following resolution :

"The Assembly:

"Once again draws attention to the close connection which exists between the question of the supervision of the private manufacture of arms and ammunition and of implements of war and the international trade in these articles ;

"Notes that, up to the present, the Convention on the Supervision of the International Trade has been ratified by only two signatory countries, and hopes that the efforts which are being made to obtain the ratification of the principal producing countries will soon be successful ;

"Notes the work which has been carried out under the direction of the Council with regard to the supervision of private manufacture ;

"Declares that it is in agreement with the Council as regards the connection which exists between this question and the whole problem now being examined by the Preparatory Commission for the Disarmament Conference ;

"Lays stress upon the necessity of concluding a Convention as soon as possible, though it recognises that priority must be accorded to work in connection with the Convention on Disarmament ;

"And proposes that the Council should continue its enquiries regarding private manufacture, in order that these questions may be included in the programme of the Disarmament Conference, if this Conference can be convened before the eighth ordinary session of the Assembly, or, if that is impossible, in order that a special Conference may be convened as soon as possible to deal with the matter."

On December 9th, 1926, the Council adopted the following resolution :

"The Council,

"In view of the resolution adopted by the Assembly on September 21st, 1926, with regard to the private manufacture of arms and ammunition and of implements of war,

"Decides :

"To refer the draft Convention prepared by the Committee to a special Commission composed of representatives of the present Members of the Council, on which representatives of the United States of America and of the Union of Socialist Soviet Republics would be invited to sit, in order that this Commission may prepare a final draft which might serve as a basis for an International Conference.

“ This Commission is authorised to forward its final draft, through the Secretary-General of the League of Nations, to all those States which were invited to attend the 1925 Conference on the Supervision of the International Trade in Arms and Ammunition and in Implements of War, with a view to holding an International Conference which might meet in Geneva in the autumn of 1927 if the general Disarmament Conference cannot take place before the eighth ordinary session of the Assembly.”

In virtue of the second paragraph of this resolution, a letter was addressed, on December 16th, 1926, to the Governments of the United States of America and of the Union of Socialist Soviet Republics, inviting them to send representatives to the special Commission. The Government of the Union of Socialist Soviet Republics replied to the Secretary-General as follows in a letter dated January 27th, 1927 :

(Translation.)

“ In reply to your note dated December 16th, 1926, regarding the convening of a special Commission to prepare a final draft Convention on the Private Manufacture of Arms, Munitions and Implements of War, I have the honour to inform you as follows :

“ The Government of the Union of Socialist Soviet Republics has already, in its note of April 7th, 1926, stated definitely that it is absolutely unable to take part in any international meeting convened in the territory of the Swiss Confederation.

“ The invitation contained in your note of December 16th indicates Geneva as the seat of the special Commission referred to above. In these circumstances, the Government of the Union regards this mention of Geneva as the seat of the Commission as calculated to prevent the Union from attending the meeting.

“ Accordingly, the Government of the Union is compelled to regard the invitation contained in your note of December 16th as null and void, and does not feel called upon to express any opinion on the substance of the question of its participation in the work of the Commission.

(Signed) M. LITVINOFF.”

The Government of the United States of America replied on February 23rd, 1927, as follows :

“ The Secretary of State of the United States of America refers to the note of the Secretary-General of the League of Nations dated December 17th, 1926, in which he was good enough to invite the American Government to appoint a representative to sit as a member of a special Commission created by the Council of the League of Nations to meet at Geneva on March 14th, 1927, to consider a draft Convention with regard to the Private Manufacture of Arms and Ammunition and of Implements of War and to prepare a final draft which might serve as a basis for an International Conference. It has been noted that the preparation of such a draft Convention is stated by Sir Eric Drummond to have been decided upon by the Council of the League on December 12th, 1925, as the outcome of a resolution of the Assembly of the League endorsing the declaration inserted in the Final Act of the International Conference for the Supervision of the International Trade in Arms and Ammunition and in Implements of War, the purport of which was that the international aspect of “ the manufacture of such arms and ammunition and implements of war ” should be given consideration by the different Governments.

“ It is further noted that Sir Eric Drummond draws attention to a passage in the report adopted by the Council on December 9th, 1926, which based the hope of American participation in the forthcoming meeting of the special Commission upon certain statements made by the Honourable Theodore E. Burton, Chairman of the American delegation at the Conference for the Supervision of the International Trade in Arms and Ammunition and in Implements of War.

“ The statements of Mr. Burton to which reference is made were substantially to the following effect, viz. :

“ (1) The United States Government has for many years collected and published statistics covering the production in this country of arms and ammunition ;

“ (2) That the United States would be willing to enter a suitable international agreement providing for the publication of such statistics by the Governments parties thereto ; and

“ (3) That such an agreement to be effective should cover the manufacture of arms and ammunition in both private and Government factories.

“ The American Government believes that the principles enunciated by Mr. Burton would provide a sound basis for an international convention and therefore has been pleased to designate the Honourable Hugh Gibson, American Minister to Switzerland, to attend the meeting of the special Commission.”

These replies were laid before the Council, which, on March 8th, 1927, adopted the following resolution :

“ The Council,

“ In view of its resolution of December 9th, 1926, regarding the private manufacture of arms and ammunition and of implements of war,

“ Decides to request the special Commission entrusted with the preparation of a draft Convention on the Supervision of the Private Manufacture of Arms and Ammunition and of Implements of War to examine the question of the date at which the International Conference might be summoned in the autumn of 1927 and to make known its proposals in this matter to the President of the Council.

“ Should the Commission consider it advisable to announce, before the next Council session, the date at which the Conference shall be summoned, the Council requests its President to take a decision on seeing the Commission's proposals. ”

The special Commission met at Geneva from March 14th to April 25th, 1927, and adopted a report which has been circulated as Document C. 219. 1927.

IV. RIGHT OF INVESTIGATION IN THE STATES SUBJECTED TO INVESTIGATION BY THE TREATIES OF VERSAILLES, ST.-GERMAIN, TRIANON AND NEUILLY.

1. In its report to the sixth session of the Assembly, the Council described the measures which it had taken with a view to the possible exercise of the right of investigation conferred upon it by the Treaties of Peace.

At its session in December 1926, the Council, in reply to certain questions submitted by the German Government, gave some further explanations in regard to earlier regulations (Annex 1).

2. On August 31st, 1926, the President of the Conference of Ambassadors sent a letter to the Secretary-General forwarding a series of documents which constituted an Agreement concluded between the Governments represented on the Conference of Ambassadors and the German Government with a view to the application of Article 198 of the Treaty of Versailles (article contained in Part V, Section III, Air Clauses). According to this letter, the duties of the Aeronautical Committee of Guarantee, which had been substituted for the Inter-Allied Commission of Control, had ceased on August 9th, 1926, this being the date on which the Agreement had come into force. The Agreement was registered with the Secretariat, in accordance with Article 18 of the Covenant, and published in the *Official Journal* of December 1926.

Documents 1 and 2 of this Agreement, consisting of letters exchanged between the Conference of Ambassadors and the German Ambassador in Paris, provide that the stipulations of Article 213 of the Treaty of Versailles shall apply to the obligations mentioned in the Agreement. They likewise provide that a number of lists relating to German civil aviation, which are mentioned in the Agreement, shall be held at the disposal of the League of Nations in conformity with the conditions to be fixed by the latter in pursuance of Article 213. The matter is on the agenda of the session of the Council to be held in June.

3. The Chairmen of the Commissions of Investigation which had been appointed by the Council for one year in January and February 1925 had had their appointments renewed for a further year in virtue of a decision taken by the Council on June 9th, 1926. At its session in December 1926, the Council decided to appoint the following officers for a period of one year :

Commission of Investigation in Germany : General BARATIER ;
Commission of Investigation in Austria : General MARIETTI ;
Commission of Investigation in Bulgaria : Colonel W. J. C. SCHURMAN ;
Commission of Investigation in Hungary : General C. BONHAM-CARTER, C.B.,
C.M.G., D.S.O.

These officers took up their appointments when the terms of office of the previous Chairmen expired (January-February 1927).

The changes made in 1926 in the composition of the Council led to corresponding changes in the possible composition of the Commissions of Investigation. In pursuance of regulations adopted by the Council, administrative arrangements were made in this connection by the Secretariat.

Annex 1.

EXPLANATIONS WITH REGARD TO THE RULES ADOPTED BY THE COUNCIL ON SEPTEMBER 27TH, 1924, AND MARCH 14TH, FOR THE EXERCISE OF THE RIGHT OF INVESTIGATION.

Adopted by the Council on December 11th, 1926.

1.

The Council of the League of Nations, acting by a majority vote, shall decide, in conformity with Article 213 of the Treaty of Versailles, whether it is necessary, in any particular case, to hold an investigation, and it shall then specify the object and the limits of such investigation. The Commissions of Investigation shall act under the authority and on the instructions of the Council. The Council's decisions shall be taken by a majority vote.

2.

To render an effective investigation possible, the Commission shall apply to the representative appointed by the German Government or to his delegates, who will procure without delay the assistance of the administrative, judicial or military authority competent under German law. Such investigation shall then be carried out and findings reached as the Commission, acting within the limits of its instructions, may consider advisable, the interested party being given a hearing (*contradictoirement*).

3.

The prohibition laid down that the nationals of a State subjected to the right of investigation shall not form part of Commissions of Investigation shall be understood in the sense that the nationals of the State in the territory of which an investigation is undertaken shall never form part of a commission holding such investigation.

4.

It is understood that the provisions of Article 213 of the Peace Treaty with Germany relating to investigations shall be applicable to the demilitarised Rhine zone as to other parts of Germany. These provisions do not provide in this zone, any more than elsewhere, for any special control by local standing and permanent groups. In the demilitarised Rhine zone, such special groups not provided for in Article 213 shall not be set up except by convention between the Governments concerned.

5.

The explanations given in Articles 1, 2 and 3 above naturally apply to cases under Article 159 of the Treaty of St.-Germain, Article 143 of the Treaty of Trianon and Article 104 of the Treaty of Neuilly.

V. STATISTICAL INFORMATION ON THE TRADE IN ARMS AND AMMUNITION AND IN IMPLEMENTS OF WAR : MILITARY YEARBOOK.

The Secretariat still publishes the *Statistical Yearbook* relating to the trade in arms and ammunition and in implements of war, and the *Military Yearbook* (general and statistical information with regard to land, naval and air armaments). These publications have been prepared again this year. The first supplies information with regard to fifty-five countries, the second with regard to fifty-eight.

4.

POLITICAL QUESTIONS.

I. SITUATION IN CHINA.

(a) STATEMENT BY THE BRITISH GOVERNMENT ON ITS POLICY IN CHINA.

On February 8th, 1927, the British Government communicated for the information of the Members of the League a statement of British policy in China.

The statement recalled that, since 1922, British policy in China had been based on the letter and spirit of the Washington Agreements — namely, that the future policy of the Powers having concluded treaties with China should be guided by certain general principles designed to safeguard the integrity and independence of China and to promote her political and economic development and the rehabilitation of her finances.

The British Government still adhered to this policy as regards general principles. Its complete success, however, depended on co-operation between the Powers concerned and a single central Government in China, and subsequent events had modified the hypothesis on which it was based. The statement then set forth the circumstances which had led to the British Government's decision, as a precautionary measure, to send to China such troops as might be necessary to protect the British community in Shanghai, adding that the composition of this force was in itself a guarantee that it could only be used for the defensive purposes for which it was exclusively intended.

This was only one aspect of the British Government's policy as regards China. That Government had declared its readiness to negotiate on treaty revision as soon as the Chinese

themselves had constituted a Government with authority to negotiate. It had meanwhile formulated unilateral measures implying an immediate and radical modification of the treaty position, which it might, under certain conditions, be possible to take.

The statement emphasised that the policy of the British Government, as defined above, was a development of, not a departure from, that inaugurated at Washington, and concluded as follows :

“ In any case His Majesty’s Government have felt it right to make this communication to the League of Nations so that its Members may have before them a full statement of His Majesty’s Government’s policy in China and may understand how completely it is in accord with both the letter and the spirit of the Covenant. His Majesty’s Government deeply regret that there does not appear to be any way in which the assistance of the League in the settlement of the difficulties in China can be sought at present. But, if any opportunity should arise of invoking the good offices of the League, His Majesty’s Government will gladly avail themselves of it. ”

(b) COMMUNICATION FROM THE CHINESE REPRESENTATIVE ON THE COUNCIL.

The Chinese representative on the Council, acting on the instructions of his Government, communicated on February 16th, 1927, to the Secretary-General, for his information, a copy of the note from the Chinese Minister for Foreign Affairs to the British Minister at Peking, dated January 31st, 1927, concerning the despatch of British troops to Chinese territory.

In reply to the Secretary-General’s enquiry whether the Chinese Government wished this note to be circulated to the Members of the League, the Chinese representative stated that the communication was for the information of the Secretary-General, to be kept in the official records of the Secretariat. He added, however, that the Chinese Foreign Office reserved its right to reply to the British Government’s statement regarding its policy in China.

II. REQUEST OF THE ROUMANIAN GOVERNMENT UNDER ARTICLE 11, PARAGRAPH 2, OF THE COVENANT REGARDING THE AGRARIAN QUESTIONS SUBMITTED TO THE MIXED HUNGARO-ROUMANIAN ARBITRAL TRIBUNAL.

On February 26th, 1927, the representative of Roumania on the Council informed the Secretary-General that his Government had notified the President of the Mixed Hungaro-Roumanian Arbitral Tribunal that the Roumanian arbitrator would no longer sit for the discussion of agrarian questions introduced by Hungarian nationals. Acting under Article 11, paragraph 2, of the Covenant, the Roumanian Government expressed the desire to inform the Council of the reasons for which it had taken this measure.

On March 8th, 1927, the Council heard the statements of the representatives of Roumania and of Hungary. In view of the importance and the complexity of the matters brought to its notice, the Council requested the representative of the British Empire to make, with the assistance of the representatives of Japan and Chile, a full examination of the question and to submit a report at its next session.

III. MEMORANDUM FROM THE DIET OF MEMEL.

At the request of the Powers Members of the Council — France, Great Britain, Italy and Japan, signatories of the Memel Convention (May 8th, 1924) — a question raised in a memorandum from the Diet of Memel was examined by the Council for the first time on September 3rd, 1926.

The document in question was forwarded to the Members of the Council by the Secretary-General in accordance with the Council’s decision of September 28th, 1925¹. The representatives of the four above-mentioned States informed the Secretary-General, by a letter dated June 9th, 1926, that, without forming an opinion upon the merits of the case for the moment, they considered that the statements contained in the memorandum should be examined by the Council.

The Lithuanian Government was invited to present its observations on the subject, and, in a letter to the Secretary-General dated August 11th, 1926, raised certain objections both to the Council’s decision of September 28th, 1925, and to the procedure followed by the representatives on the Council of the signatories of the Convention. It communicated, out of deference to the Council, certain information in regard to the substance of the question.

On September 3rd, 1926, the British representative drew the attention of the Council to the question of procedure raised by the Lithuanian Government and proposed that the Council should appoint a Committee of Jurists to study the matter, with the assistance of the representative of the Lithuanian Government.

¹ The decision was as follows : “ If the Secretary-General should receive spontaneous communications addressed to the Council or the League of a serious character, bearing on infractions or alleged infractions of the Memel Convention, he is authorised to forward the same as a matter of information and without comment to the Members of the Council ”.

The Lithuanian representative explained his Government's arguments against the procedure followed by the signatories of the Memel Convention. In the opinion of the Lithuanian Government, the procedure arising out of Article 17¹ of the Convention could not be put into effect before the League until a Member of the Council had brought to the Council's notice, on its own responsibility and after an enquiry, an infraction of any provision of the Convention.

The Lithuanian representative then declared that the Lithuanian Government, which came into power as a result of the May elections and was supported by the deputies elected in Memel, was determined strictly to fulfil the obligations assumed under the Memel Convention and to settle by friendly understanding with the local authorities of the Memel territory all difficulties arising from the practical application of the Convention and Statute of Memel. He asked the representatives of the signatory Powers to renounce their intention further to pursue the action taken on June 9th, 1926, and to withdraw from the agenda the question raised in the memorandum from the Diet of Memel.

The Council decided to appoint a Committee of Jurists to examine the procedure which had been adopted. The report of the Jurists was laid before the Council at its meeting held on September 20th, 1926.

The jurists, with one exception, arrived at the conclusion that the Council resolution of September 28th, 1925, laying down the procedure for the application of Article 17 of the Memel Convention, and the procedure followed in the case under discussion, were not in conformity with the Memel Convention. The Committee considered that communications from the inhabitants and authorities of Memel, or from any person whatever, alleging that the Convention had been infringed should be addressed to the Governments represented on the Council individually and not to the League or its Secretariat.

Further, the Committee was of the opinion that Article 17 of the Convention only contemplated action by the League when a Member of the Council had drawn the Council's attention to an infraction of the Convention. According to the terms of the article, the Member in question should, before informing the Council of an infraction, make sure that there were good reasons to believe that such an infraction had been committed.

The British representative, while abstaining from a discussion on the jurists' report, observed that it seemed to him difficult for the Council to proceed with any matter raised in the letter of June 9th, 1926, by the signatories of the Memel Convention. He added that, as a provisional financial agreement had been concluded by Lithuania and Memel, the British Government wished to withdraw the questions raised in the letter of June 9th, while reserving the right to reopen them later, if necessary. The representatives on the Council of the other signatory Powers associated themselves with the statement of the British representative.

The German representative said that he attached particular importance to the opinion expressed by the jurists that complaints from the inhabitants and authorities of Memel could be addressed to the Governments represented on the Council. He expressed the hope that the questions raised in the memorandum which remained to be solved would be settled in a friendly manner between the Lithuanian Government and Memel.

On the proposal of its President, the Council adopted the conclusions of the jurists, thus laying down the procedure to be followed in the future.

IV. SYSTEM OF THE SINGLE TRANSFERABLE VOTE AND THE PRINCIPLE OF PROPORTIONAL REPRESENTATION IN CONNECTION WITH THE PROBLEM OF THE ELECTION OF THE NON-PERMANENT MEMBERS OF THE COUNCIL.

The Assembly, at its meeting held on September 25th, 1926, adopted the following resolution :

“ The Assembly requests the Council to instruct the Secretariat to study the system of the single transferable vote and the principle of proportional representation in general, in connection with the problem of the election of the non-permanent Members of the Council, in order that this question may be laid before the next ordinary session of the Assembly.”

The Norwegian Government, which had taken the initiative of submitting the question to the Assembly, subsequently forwarded to the Secretary-General two memoranda explaining the working of the system of the single transferable vote and the reasons which, in its opinion, militated in favour of its adoption by the League for the election of the non-permanent Members of the Council. The Norwegian Government expressed the opinion that the single transferable vote system was the only form of proportional representation which could successfully be applied to the Council elections. It stated that it was anxious to study any proposal regarding the question which other Governments Members of the League might wish to make. The Council, in agreement with the Norwegian Government, considered that the memoranda submitted

¹ Article 17 runs as follows :

“ The High Contracting Parties declare that any Member of the Council of the League of Nations shall be entitled to draw the attention of the Council to any infraction of the provisions of the present Convention.

“ In the event of any difference of opinion in regard to questions of law or of fact concerning these provisions between the Lithuanian Government and any of the Principal Allied Powers Members of the Council of the League of Nations, such difference shall be regarded as a dispute of an international character under the terms of Article 14 of the Covenant of the League of Nations. The Lithuanian Government agrees that all disputes of this kind shall, if the other party so requests, be referred to the Permanent Court of International Justice. There shall be no appeal from the Permanent Court's decision, which shall have the force and value of a decision rendered in virtue of Article 13 of the Covenant.”

to it were a sufficient exposition of the technical aspects of the case, and that further technical study would therefore be superfluous.

The Secretary-General was accordingly instructed by the Council to communicate the two memoranda of the Norwegian Government to the Members of the League, as well as any reports that might be received from other Members.

V. GRECO-BULGARIAN QUESTION : REPORT ON THE PROGRESS EFFECTED IN THE EXECUTION OF CERTAIN RECOMMENDATIONS MADE BY THE COUNCIL ON DECEMBER 14TH, 1925.

1. REFUGEES.

A Convention respecting reciprocal emigration was signed at Neuilly-sur-Seine on November 27th, 1919, between Bulgaria and Greece, under which some 49,000 persons of Greek race have changed their nationality from Bulgarian to Greek and some 77,000 of Bulgarian race have changed their nationality from Greek to Bulgarian. In each case the individuals have emigrated to the land of their national affinity if they had not already done so.

A Mixed Commission was set up under the Convention to carry out its provisions. Amongst these were a certain number concerning the liquidation of the property of emigrants and of those who had already emigrated but had claims to property in the country they had left. The Commission consisted of a Bulgarian and a Greek member and two members of other nationalities who were nominated by the Council of the League.

The Commission of Enquiry sent by the Council to Greece and Bulgaria in November 1925 reported that this work of liquidation was progressing but slowly, and that discontent had in consequence arisen. The two Governments informed the Council of their desire to hasten the liquidation of this property, and agreed to keep the Council informed of the progress made. At its meeting in March 1927, the Council was informed that the number of liquidations of property had risen from 70 in December 1925 to over 3,000 in February 1927 ; the total claims to be settled amounted to some 40,000. The two Governments agreed to continue to keep the Council informed of the progress made.

The report of the Commission of Enquiry, also dealt with a class of refugees of Bulgarian race already in Bulgaria, who had come there from Greece at different periods, but who had been unwilling to avail themselves of the Convention for Voluntary Emigration referred to above although they were entitled to do so. They claimed, on the other hand, the rights conferred on minorities by the Treaty between the Principal Allied Powers and Greece signed at Sévres on August 10th, 1920. According to this Treaty, these persons had the right to return to Greece, where some of them had left property. Pressure of circumstances had caused the Greek Government to settle on these vacant lands refugees from Asia Minor.

It was subsequently agreed that the Mixed Commission for the execution of the Convention on Reciprocal Emigration should extend, by a period of about three months, the time-limit for the deposit of declarations of emigration, in order to enable this class of persons to take advantage of the Convention if they so wished. The Council was informed, at its meeting in March 1927, that some 4,000 declarations had been received, affecting some 13,000 persons. These are in addition to the figures given above.

2. NOMINATION OF A CHAIRMAN OF THE CONCILIATION COMMISSION ON THE GRECO-BULGARIAN FRONTIER.

The Council decided on December 14th, 1925, that a Commission of Conciliation should be created to operate on the frontier between Bulgaria and Greece. The Commission was to consist of Greek and Bulgarian officers and two Swedish officers, who were appointed for duty on that frontier for a period of two years. In addition, the two Swedish officers were requested to make recommendations which would enable the Council to proceed to the nomination of a Chairman of the Commission. The Chairman was to be selected from among persons belonging to organisations working in the Balkans which are attached to or have relations with the League. At the meeting of the Council held in September 1926, the Swedish officers requested to be allowed to postpone the submission of their proposals regarding the nomination of the Chairman. The Council agreed to this proposal.

5.

ADMINISTRATIVE QUESTIONS.

I. SAAR TERRITORY.

At its sessions in December 1926 and March 1927, the Council examined various questions connected with the Saar Territory, in particular the appointment of the Chairman and members of the Governing Commission and the question of the freedom of transport and transit over the railways of the Territory.

The Italian representative acted as Rapporteur. The Council and the Members of the League have been kept informed of the various questions connected with the Saar by means of the periodical reports of the Governing Commission published in the *Official Journal*, December 1926, March 1927 and June 1927.

GOVERNING COMMISSION.

At its meeting on March 12th, 1927, the Council appointed the Chairman and members of the Governing Commission of the Saar Territory.

On this occasion, the Rapporteur, expressed the regret of the Council at the decision taken by Mr. Stephens (Canadian), Chairman of the Governing Commission, who had sent in his resignation; he thanked him on behalf of the Council for the services he had rendered the League.

The following members were appointed for one year as from April 1st, 1927 :

- M. KOSSMANN (Saar) ;
- M. LAMBERT (Belgian) ;
- M. MORIZE (French) ;
- M. VEZENSKY (Czechoslovak).

Mr. STEPHENS consented to remain in office until the appointment of the fifth member of the Commission who will succeed to the Chairmanship.

The German representative on the Council observed that one of the members, M. Lambert, had been in office since February 1920, whereas the Council had previously expressed the view that the term of office of a member should not exceed five years. He added that no criticism was directed against M. Lambert. He knew that M. Lambert had fulfilled his duties most satisfactorily. It would, however, be desirable to give other countries an opportunity to take part in the work of the Commission.

As regards the salaries of the members of the Governing Commission, the Council decided on December 11th, 1926, that, owing to the high cost of living in the Saar Territory, an increase in salary should be granted to each member of the Commission for the financial year 1926-27. The salaries thus fixed (150,000 French francs) were also confirmed for the period 1927-28. A sum of 75,000 French francs was allotted to the Chairman of the Commission for his entertainment expenses. In accordance with the Treaty of Versailles, the expenses of the Governing Commission are met out of the revenue of the Territory.

FREEDOM OF TRANSPORT AND TRANSIT OVER RAILWAYS OF THE SAAR TERRITORY.

On March 18th, 1926, the Council took note of a report from the Governing Commission in which it informed the Council that the development of the local gendarmerie would be complete in a few week's time and that the French Government was, at the request of the Governing Commission, about to withdraw step by step all the troops stationed in the Territory. On this occasion, the Council drew the attention of the Governing Commission to the fact that it was its duty to ensure in all cases freedom of transport and transit over the railways of the Territory. The Council had expressed the opinion, that even before the withdrawal was completed, measures for this purpose should be prepared — in particular, a railway committee, possessing the necessary powers, should be at the disposal of the Governing Commission. It invited the Governing Commission to submit proposals on this subject.

On May 21st, 1926, the Governing Commission submitted a first report containing the views of the majority and two opinions by the minority of the Commission. The Council decided on two occasions to defer its examination of the question, and, in December 1926, requested the Governing Commission to submit a new report.

In accordance with this request, the Commission submitted a new report on February 18th, 1927, which was adopted by four votes; one member of the Commission did not vote for the report because he could not agree to all the points in it.

In this report the Governing Commission submitted the following proposals, which were intended solely for the protection and security of transport and transit over the Saar railways :

1. The present Railway Committee will be maintained and will continue to perform the duties which have so far devolved upon it : to ensure the discipline and policing of military transports using the Saar railways ; to organise transports of troops and military material over the railways, etc. This Committee, which is made up of the necessary complement of officers and technical officials, will be maintained within its present limits and will not include more than a hundred persons.

2. The Saar Railways Defence Force, the composition of which can be international, and for the furnishing of which the Governing Commission will enter into negotiations with the occupying Powers in the Rhineland, will be stationed in the Saar. This force will be organised for the sole purpose of securing the protection of transit and transport over the Saar railways and will not have the right to interfere in the maintenance of order of the protection of persons and property. This force will be distinguished by a special badge which each of its members will wear when on duty. The forces will number eight hundred.

3. The Railway Committee, the Defence Force and two battalions stationed outside the Saar will be at the disposal of the Governing Commission whenever the latter deems it necessary to request their intervention in order to ensure the protection of the Saar railways.

The Commission's report specified that the organisation and maintenance of these forces must impose no financial burden or other housing difficulty on the Saar Territory, and that, moreover, after this organisation had been set up, there would no longer be anything to prevent the French Government evacuating its troops stationed in the Saar.

The Council's examination of this report gave rise to a prolonged debate at its two meetings on March 12th, 1927, in which the Chairman of the Governing Commission, Mr. Stephens, the Rapporteur and the German, French, Belgian and British representatives took part. A resolution submitted by the Rapporteur was finally unanimously adopted by the Council.

By this resolution the Council took note of the report of the Governing Commission and stipulated that the organisation proposed by the Commission should be put into effect within three months, and therefore the troops stationed in the territory of the Saar should be withdrawn within that period ; that the Railway Committee and the Railway Defence Force should be under the orders of the Governing Commission and be responsible to the Governing Commission ; that the Defence Force should only take action affecting the population under exceptional circumstances ; and that the strength of eight hundred represented a maximum, which the Governing Commission was entitled to reduce without being obliged previously to refer the matter to the Council.

DOCUMENTS PRESERVED WITH VIEW TO THE PLEBISCITE OF 1935.

Changes affecting Documents preserved with a View to the Plebiscite.

M. Bonzon, Provisional Records Commissioner for the Saar Plebiscite, had, in his report dated October 31st, 1923, made certain recommendations to the effect that the Secretariat of the League of Nations and the Governing Commission should be officially notified of any change in the position — as indicated in the original returns prepared by him — of documents preserved with a view to the plebiscite.

In pursuance of these recommendations, the seven Landräte of the Territory and the Bürgermeister of the town of Saarbruck have sent in reports on the period from April 1st, 1926, to March 31st, 1927, and the Governing Commission has also sent in reports for the year 1926. The local authorities have continued to send in a special notification in the case of every change in the position of documents, as was stipulated in the recommendations referred to above.

PETITIONS FROM INHABITANTS OF THE SAAR TERRITORY.

Several petitions from organisations or private individuals in the Saar Territory have been submitted to the Council for its information by the Governing Commission, in pursuance of the Council's resolution dated May 17th, 1920. These petitions were accompanied by the observations which the Commission thought it desirable to make in each case. They deal principally with the currency situation in the Territory, the administration of the Territory and the housing problem.

GENERAL QUESTIONS.

On May 17th, 1920, the Council approved an arrangement by which the Governing Commission should furnish the League of Nations with detailed information on all political, economic, financial, social and other questions connected with the Saar Basin of interest to the League of Nations, together with all the official publications of the Governing Commission.

In accordance with this arrangement, the Governing Commission addressed to the League of Nations its twenty-seventh, twenty-eighth and twenty-ninth periodical reports on the third and fourth quarters of the year 1926 and the first quarter of the year 1927 respectively. Some of the questions dealt with in these reports are given below.

1. *Political Situation.*

The Advisory Council and the Technical Committee of the Saar held several sessions during the period from July 1926 to March 1927, and gave their opinion on the various draft decrees prepared by the Governing Commission. These draft decrees concerned, among other things, the following matters: Housing system; putting into force of the agreement concluded at Baden-Baden on October 27th, 1925, between the Governing Commission and Germany in relation to questions of public relief; questions of pensions and grants to disabled soldiers; the fiscal treatment of goods on importation into the Saar Territory; the increase of certain duties and taxes; compulsory attendance at continuation schools.

In December 1926, the Governing Commission prolonged for one year the term of office of the members of the Advisory Council, which was due to expire on December 31st, 1926. The municipal and communal elections having been held in July 1926, the Governing Commission thought it preferable to postpone the elections to the Advisory Council for one year so as to avoid the disturbance of two electoral campaigns in the Territory within a year. As a consequence of this decision, the Governing Commission prolonged also the term of office of the members of the Technical Committee until December 31st, 1927.

2. *Economic, Social and Financial Situation.*

During the third quarter of 1926 there was no appreciable change in the economic and social situation in the Saar Territory. With regard to the last quarter of 1926, statistical tables concerning production, cost of living, prices and unemployment were favourable. The Governing Commission, however, expressed anxiety owing to the fact that the rapid recovery of the franc had caused a certain disproportion between economic conditions in the Saar and the Territory's requirements in the matter of exports. The Governing Commission has taken all steps in its power to bring down prices, particularly as regards articles of prime necessity.

In its report dated March 31st, 1927, the Governing Commission stated that the apprehensions expressed in the previous report regarding the economic situation of the Saar Territory were seen, in the first quarter of 1927, to have been well founded. In January 1927, the Governing Commission's attention was drawn, by the Saar industrialist, in particular, to the difficulties encountered in selling the products of the Territory for export, these difficulties being due chiefly to the price of coal and to the high cost of production and transport, which, it was urged, made it impossible for the Saar factories to withstand the competition of other countries on foreign markets. The Governing Commission, after consulting the circles concerned, realised that the reason for these difficulties was to be found in the rise of the French franc, which is the legal currency of the Territory, and that the prosperity of the Saar Territory, which is highly industrialised, the entire population being dependent for its livelihood on the factories and mines, could only be ensured by sustained efforts in every direction. Thanks to the steps taken by the Governing Commission, the French State Mines Administration agreed to make a first reduction in the price of coal as from February 1st, 1927, without altering wages. In return, the Governing Commission reduced the tariffs for the transport of goods on the Saar railways, and had a scheme worked out for the reform of the tax on earned income, which scheme was laid before the Advisory Council. The Federation of Employers of the Saar industries, believing that unemployment on a large scale could only be avoided if wages were adapted to the new economic situation, denounced, on January 31st, 1927, the wage agreement with its workmen, and reduced wages by 12 per cent, with effect from March 16th, 1927. The Mines Administration also denounced its collective wage agreement, on February 14th, and publicly announced its intention of reducing wages by about 10 per cent as from March 16th, 1927. It had further reduced the price of coal as from March 1st, 1927, by about 13 per cent, including the reduction granted on February 1st. The Governing Commission thought it its duty to intervene in order that the Territory might be spared a disastrous strike. At its request, negotiations took place between the French Minister of Public Works and the Secretaries of the Miners' Federations, in consequence of which the reduction of wages for the mines was fixed at 8.5 per cent, to take effect on March 16th and April 1st, 1927. As regards industry, the Arbitration Committee recommended a reduction of 10 per cent in wages, but this recommendation was not accepted by all Federations, and particularly by the Federation of employers of the metallurgical industry, whose own proposals were rejected by a referendum among the workmen; this did not, however, give the requisite majority for the proclamation of a strike.

Paragraph 13 of the Annex on the Saar in the Treaty of Versailles lays down that the amount contributed by the French State mines of the Saar and their accessories and subsidiaries, either to the local budget of the Territory or to the communal funds, shall be fixed with due regard to the ratio of the value of the mines to the total taxable wealth of the Basin. In March 1924, an agreement was concluded in this respect between the Governing Commission and the French Government, by which the contribution of the State mines was fixed for a period of three years at $\frac{1}{6.76}$, a coefficient which expresses the relation between the value of the

mines and the total taxable wealth of the Saar, which were valued at 346 million gold marks and 2,341 million gold marks respectively. In conformity with the provisions of this agreement, the Governing Commission decided, during the first quarter of 1927, to request the French Government to open negotiations with a view to determining, with effect from April 1st, 1928, the coefficient to be used in calculating the contribution to be paid by the mines. The Commission considered that the change in the economic situation since 1924 might justify a request for a revision of this coefficient, and in making this request it was meeting a wish which had frequently been expressed by the population.

The general budget of the Territory for the financial year 1927 (April 1st, 1927, to March 31st, 1928) was fixed provisionally by the Governing Commission. It represents a total of 391,029,603 francs, against 363,152,411 francs in 1926. The surplus of 84,026 francs is at the disposal of the Governing Commission. This provisional budget is balanced, but will have to be slightly modified, both as regards receipts and expenditure, in virtue of recent decisions of the Governing Commission. The balance was only achieved by including in the receipts the surplus from earlier financial years amounting to 20,982,451 francs.

During the third quarter of 1926, the position of the labour market continued to be satisfactory. Strikes broke out in nine districts, most of which ended after a few days and in which about 1,700 workmen were involved. During the last quarter of 1926, seven strikes broke out, involving 1,300 workmen in all. All these strikes were due to disputes about wages.

During the first quarter of 1927, the situation of the labour market had become much less favourable, and only underwent a slight improvement at the end of March. The principal reason of the unfavourable situation was the seasonal stoppage of the building industry during the winter, as well as the bad situation in other industries, which forced them either to discharge hands or to adopt a shorter working day. In the course of this quarter, three strikes were registered. The first was a one-day protest strike in a single mine (3,500 workmen) on account of the discharge of three workmen. The second broke out in a building undertaking over a wage question (90 workmen), and lasted only two days. The third broke out in a glass works on account of a reduction of wages (140 workmen). The last-named strike began on March 18th, 1927, and was not over at the end of the month. The Arbitration Committee was called on to give awards in six cases.

The number of unemployed was 3,625 at the beginning of January, rising to 4,115 at the end of March 1927. In February, it had reached the figure of 5,284 persons, equal to 2.68 per cent of the total number of workmen employed.

3. Customs Questions.

Customs questions predominated during the third quarter of 1926. On August 21st, 1926, there came into force the agreements signed on August 5th, 1926, between the French and German Governments — the first establishing a provisional regime for six months which regulates commercial relations between the two countries, and by which the Saar benefits as being French Customs territory; the second a special arrangement which grants additional facilities to Saar concerns in regard to imports from Germany and to Saar producers in respect of exports to Germany. This arrangement affects the principal industries, except metallurgy and the groups associated with it, which must await the conclusion of the Steel Trust. Certain industries, in particular the pottery, glass, tobacco and chemical industries, are granted the privilege of exporting contingents free of duty to Germany.

The Governing Commission prevailed upon the French Government to waive the consular visa on certificates of origin. Germany is now to be allowed to import into the Saar, either free or at the minimum tariff, contingents of products which the population finds it hard to obtain within the Customs territory. The Governing Commission has also obtained the granting of limited exemptions from the prohibition on the export of coal. During the last quarter of 1926, the Commission frequently intervened between the public and the French Customs administration in order to promote the settlement of a certain number of difficult questions. The problem of the import tax on luxuries is on the eve of solution by legislation. Under the new regulations, goods subject to the luxury tax under French legislation will enter the Saar Territory duty-free and subject only to the general tax on business turnover provided that they are not subject to a luxury tax under Saar legislation. Moreover, on November 6th, 1926, the French and German Governments concluded an arrangement the object of which was to adjust the Customs regime applicable on the Saar frontiers to the situation created by the signature of the Steel Combine. This arrangement also gave the Saar finishing industry facilities for export free of duty to Germany, and in compensation permitted the duty-free export of various products and machinery to the Saar.

During the first quarter of 1927, the Economic Affairs Department continued to give its attention to Customs questions. The two Franco-German agreements mentioned above relative to the exchange of products of the Saar Territory, dated respectively August 5th and November 6th, 1926, were prolonged to May 31st, 1927, the quotas given in those agreements having been raised by 50 per cent.

4. *Foreign Relations.*

(a) *Commission on Customary Rights for Saar Frontiers.*

On September 15th, 1926, the delegates of the German and French Governments and of the Saar Governing Commission on the International Commission for the Saar Frontiers, signed at Saarbruck a protocol relating to the passage of workmen across the Saar-German frontier. This protocol takes into account the special situation of workers inhabiting German Customs territory and working in the Saar.

Further, the Commission on customary Rights for Saar Frontiers has drafted four other protocols : two protocols on the maintenance of the frontier ; two protocols on customary rights for the Franco-Saar and Saar-German frontiers.

(b) *Question of Officials : Social Insurance.*

In pursuance of the Baden-Baden agreement concluded between the Governing Commission and the German Government on December 21st, 1925, the Governing Commission has instituted a pensions fund for all officials of the Saar Territory entitled to pensions, whether placed at its disposal by the German Government or not. Under this agreement, particulars as to the administration of this fund are to be given regularly in the Governing Commission's reports to the League. Three reports on the administration of the fund have been communicated by the Governing Commission to the League in the form of Annexes to the twenty-seventh, twenty-eighth and twenty-ninth periodical reports.

At the end of November 1926, negotiations took place between the representatives of the Governing Commission and the German Government at Trèves on the subject of the special grant to be made to Saar officials. Under the agreement reached, the relief to be granted to Saar officials is intended to settle finally all the claims which these officials might consider themselves to have either on the German Government or on the Governing Commission.

In October and November 1926, the representatives of the Governing Commission and the German Government met at Würzburg to negotiate with regard to the allocation of charges in connection with accident insurance, invalidity and employees, and with regard to mixed jurisdiction and the method of payment of insurance pensions.

(c) *Posts and Telegraphs.*

The service regulations annexed to the International Telegraphic Convention of St. Petersburg, which were revised by the International Telegraphic Conference at Paris in 1925, came into force in the Saar on November 1st, 1926. Accordingly, arrangements ratified by the Governing Commission were concluded between the Saar Posts and Telegraphs administration and the corresponding administration in France (July 21st and September 1st, 1926), Belgium (October 29th and 30th, 1926) and Luxemburg (November 5th and 9th, 1926).

5. *School Teaching on the League of Nations.*

In pursuance of the recommendations addressed by the League of Nations to the different States, the Governing Commission, at the time of Germany's entry into the League, took certain steps in the Saar to ensure that the existence and aims of the League of Nations should be made known in the State schools. Accordingly, it offered grants to a number of qualified teachers permitting them to take part in the courses organised at Geneva on International questions under the direction of Professor Zimmern and under the patronage of the International Students' Association. The Commission has also issued, for the guidance of the teaching profession, a general pamphlet on the work of the League of Nations. This pamphlet gives a short outline of the history and principles of the League of Nations, and indicates the methods by which such instruction may be given in the State schools.

6. *Administrative Activity of the Governing Commission.*

The periodical reports of the Governing Commission also contain detailed information on numerous questions connected with the administrative activity of the Commission, particularly finance, economic affairs, the housing problem, the mines administration, social insurance, labour, public works, education, justice, public relief, health and agriculture, reorganisation of salaries of officials, etc. . . .

II. FREE CITY OF DANZIG

During the sessions held in September and December 1926 and in March 1927, the Council dealt with several questions concerning the Free City of Danzig, and in particular with its financial situation, the payment by the League of Nations of the expenses connected with the post of High Commissioner of the League at Danzig, and the storage and transport of war material in the territory of the Free City.

The Chilian representative acted as Rapporteur.

The questions regarding the financial situation of Danzig are mentioned in the chapter of the present report which deals with the work of the Financial Committee.

The President of the Senate of the Free City, the Polish diplomatic representative at Danzig and the High Commissioner of the League of Nations attended the Council's meetings when certain questions were under discussion.

POST OF HIGH COMMISSIONER.

Expenses in connection with the Post of High Commissioner.

At its meeting on December 7th, 1926, the Council, at the suggestion of the League's High Commissioner at Danzig, considered the question whether the expenses in connection with his post should be paid by the League of Nations, or whether the money for such expenses should be advanced by the League, as had been done up to the present, and afterwards recovered from the Governments of Danzig and Poland, each Government paying half.

Before coming to a decision on the question, the Council, at the suggestion of the Rapporteur, asked the Supervisory Commission to submit a report on the principles which had so far been followed with regard to the salaries and expenses of permanent commissioners appointed by the Council.

The Supervisory Commission stated in its report that, in its opinion, there was no need to change the system which had been followed up to the present in regard to the payment of expenses in connection with the post of High Commissioner at Danzig.

The Council agreed with this view at its meeting on March 7th, 1927.

STORAGE AND TRANSPORT OF WAR MATERIAL IN THE TERRITORY OF THE FREE CITY.

The High Commissioner of the League of Nations at Danzig asked the Council for certain explanations regarding a paragraph in the Council's resolution of June 23rd, 1921, concerning the manufacture, sale, storage and transport of war material in the Free City of Danzig, which provided that the transport and temporary storage of the above-mentioned material should be prohibited unless the consent of the Council of the League of Nations had previously been obtained.

The High Commissioner stated that from time to time commercial firms applied to him for permission to convey through the territory of Danzig war material consigned to a country other than Poland; as regards Poland, such transport has in a general manner been authorised by the Council. He added that, before his arrival at Danzig, it had become customary for the High Commissioner to judge of the expediency of granting such permission, acting in this matter as the Council's representative.

On March 7th, 1927, the Council asked the Permanent Advisory Commission for Military, Naval and Air Questions to give an opinion on the question raised by the High Commissioner. Pending the Council's definite decision, the High Commissioner was authorised to issue provisionally the requisite permits according to the terms of the paragraph of the above-mentioned resolution.

PARTICIPATION OF DANZIG IN INTERNATIONAL TREATIES AND CONVENTIONS.

In January¹ and March, 1927², the Secretary-General communicated to the Council lists of the international conventions to which the Free City has either acceded or expressed its intention of acceding, and treaties affecting Danzig which have been concluded between Poland and certain other countries. The Secretary-General added that the High Commissioner of the League of Nations saw no reason to exercise, in respect of these treaties and conventions, the right of veto provided for under Article 6 of the Treaty between Danzig and Poland concluded at Paris on November 9th, 1920.

¹ See *Official Journal*, March, 1927, page 311.

² See *Official Journal*, May, 1927, page 620.

RELATIONS BETWEEN DANZIG AND POLAND.

Since the last Assembly, certain questions have been referred for decision to the High Commissioner in virtue of Article 39 of the Treaty between Danzig and Poland concluded at Paris on November 9th, 1920. Other questions have been referred to the High Commissioner with a view to mediation. In virtue of the above-mentioned article, the Government of Danzig and the Polish Government have the right to appeal to the Council against a decision of the High Commissioner. No appeal regarding any difference of opinion was made to the Council during its sessions held in September and December 1926 and in March 1927.

III. GRECO-BULGARIAN EMIGRATION.

The Mixed Commission on Greco-Bulgarian Emigration, appointed in virtue of the Convention of November 27th, 1919, between Greece and Bulgaria, has continued its work. In conformity with this Convention, the Commission must consist of a member appointed by each of the two contracting States and of two members of other nationalities, from among whom the President has to be selected, and who are nominated by the Council of the League of Nations. The two members of the Commission nominated by the League Council are at present Mr. CORFE (New Zealander) and M. DE REYNIER (Swiss).

At its meetings on September 7th, 1926, December 10th, 1926, and March 11th, 1927, the Council examined the question of refugees of Bulgarian race who came to Bulgaria from Greece, and in particular the question of the execution of certain recommendations adopted on this subject by the Council on December 14th, 1925 (see chapter in this report on Political Questions : " Greco-Bulgarian Question : Refugees ").

IV. EXCHANGE OF GREEK AND TURKISH POPULATIONS.

The Mixed Commission for the Exchange of Greek and Turkish Populations, which was appointed in virtue of the Convention concluded between the Greek and Turkish Governments on January 30th, 1923, has continued its work. In conformity with this Convention, the Commission must consist of four members representing Greece and four members representing Turkey, together with three members chosen by the Council of the League of Nations from among nationals of Powers which did not take part in the war of 1914-18. The Presidency of the Commission has to be exercised in turn by each of these three neutral members. The neutral members chosen by the Council are at present M. HOLSTAD (Norwegian), General DE LARA (Spaniard) and M. WIDDING (Dane).

In April 1927, the Secretary-General communicated for the information of the Council and the Members of the League of Nations a decision of the Mixed Commission dated March 19th, 1927, concerning the execution of Article 16 of the above-mentioned Convention, in regard to the population of Western Thrace and Constantinople¹.

6.

PROTECTION OF MINORITIES.

I. GENERAL REMARKS.

The supplementary report to the sixth ordinary session of the Assembly contained a detailed statement on the subject of the procedure adopted by the Council in dealing with minorities questions. By its resolution of September 22nd, 1925, the Assembly approved this part of the report. According to the report, the " Minorities Committee " had in practice become a normal body for dealing with that part of the work of the League of Nations which was connected with the protection of minorities. Since that date, these activities have been

¹ See *Official Journal*, May, 1927, pages 622-624.

continued normally, and a number of minorities petitions, including some of considerable importance, have been examined by these Committees. In the course of the year, almost all the members of the Council have been called upon to sit on one or more of the Committees.

II. MINORITIES SCHOOLS IN POLISH UPPER SILESIA.

A. APPEAL OF THE DEUTSCHER VOLKSBUND OF POLISH SILESIA CONCERNING THE ADMISSION OF CHILDREN TO THE PRIMARY GERMAN MINORITIES SCHOOLS IN THE VOIVODIE OF SILESIA.

The Secretary-General received on February 12th, 1927, through the Polish Government, an appeal to the Council of the League of Nations lodged by the Deutscher Volksbund of Polish Silesia. This appeal referred to the cancellation of the entries of a number of children for the primary German minorities schools, and was made in virtue of the provisions of Article 149 of the German-Polish Convention relating to Upper Silesia signed at Geneva on May 15th, 1922. The Polish Government, in transmitting the appeal in question to the Secretary-General, in conformity with Article 157 of the Convention, attached thereto its own observations. The question thus raised was placed on the agenda of the forty-fourth session of the Council (March 1927).

The facts in question may be summed up as follows :

In May 1926, a large number of parents asked that their children should be admitted to the primary German minorities schools in Polish Silesia. These applications related to 8,649 children. Some of these children were to attend school for the first time ; others had previously attended the Polish majority schools, and application was made for their transfer to the German minority schools. Some time after these applications for entry had been presented, the Education Department of the Voivodie ordered an administrative enquiry with a view to determining their authenticity and whether certain conditions laid down in Articles 106 and 131 of the Geneva Convention had been complied with. This enquiry was carried through in 67 communes, and the statements of 5,784 persons, representing 6,592 children, were heard. In the course of their examination, these persons were asked to state the mother-tongue of the children, and they also had again to declare whether they desired to enter their children for the German minority school or the Polish majority school. As a result of this enquiry, the competent authorities declared 7,114 entries for the minorities schools to be invalid. Of the seven reasons for which applications were rejected, five, relating to a comparatively small number of children, have not formed the subject of appeal by the Deutscher Volksbund. The other two reasons were the following :

1. In the case of 1,307 children, the persons responsible for their education had not attended the enquiry, and the authenticity of their signatures and, consequently, the accuracy of the statements made by them on the entry forms could not be checked.

2. The entries of 5,205 children were declared invalid on the ground that the persons responsible for their education had declared, at the enquiry, either that their mother-tongue was Polish (2,100 children) or both Polish and German, (3,105 children), and, therefore, these children were not considered as belonging to the German minority.

At the beginning of the school year 1926-27, all the pupils whose entries had been declared invalid were excluded from the minorities schools. Many of these children thereafter attended no school at all, and the persons responsible for their education were fined in many cases for infringement of the Compulsory School Attendance Law. Some of the children excluded from the German minorities schools, after their expulsion from these schools, attended the Polish schools.

In view of the position, the Deutscher Volksbund on September 25th, 1926, submitted a petition to the Polish Minorities Office. In this it declared, first, that the decision of the Silesian Voivodie declaring school entries invalid on the ground that the children entered did not belong to the linguistic minority was illegal ; it demanded, secondly, the immediate admission to the primary minority schools of all children regularly entered ; and, thirdly, it protested against the infliction of penalties on the persons responsible for the education of the children, or the children themselves, until a final decision had been taken with regard to the petition.

In conformity with Article 152 of the Geneva Convention, this petition was forwarded to the President of the Mixed Commission, M. Calonder, for his opinion.

The President gave his opinion on December 15th, 1926. He examined, amongst other points, the question whether the administrative enquiry ordered by the Polish authorities was compatible with the Geneva Convention. He remarked that :

“The nature of the whole enquiry is revealed by the fact that the persons responsible for the education of the children . . . had to give information about the mother-tongue of the children and to renew their declaration as to what school their children were to attend. In other words, enquiry was made as to whether the language of their children or the linguistic group to which they belonged as given by the parents in their entries, in virtue of Article 131 of the Geneva Convention, was correct”.

The President considered that, in these circumstances, the measures taken by the Polish authorities constituted an infringement of both the first and second paragraphs of Article 131 of the Geneva Convention, which read :

“ 1. In order to determine the language of a pupil or child, account shall only be taken of the verbal or written statement of the person legally responsible for the education of the pupil or child.

“ This statement may not be verified or disputed by the school authorities.

“ 2. Similarly, the school authorities must abstain from exercising any pressure, however slight, with a view to obtaining the withdrawal of requests for the establishment of minority schools. ”

The President of the Mixed Commission further considered that this enquiry constituted an infringement of the principle of equality of treatment enunciated in Article 75 of the Geneva Convention.

As regards the entries declared invalid on the ground that the children did not belong to the linguistic minority, the President gave an interpretation of Article 131 of the Geneva Convention according to which the question whether the child should receive its education in German or in Polish depends exclusively on the subjective decision of the person responsible for its education, and objective circumstances, such as national origin or mother-tongue, do not come into account either as regards the person responsible for the education of the child or as regards the child itself. In the opinion of the President, this right of the person concerned to decide freely whether German or Polish should be the school language of the child for whose education he is responsible undoubtedly extends so far as to allow him to send one of his children to the minority school and the others to the majority school. Nevertheless, the President took the view that, from the educational standpoint, it was a mistake to send children who did not understand German to the German schools. In view, however, of the fact that Articles 74 and 131 of the Convention, as interpreted by the President of the Mixed Commission, absolutely precluded any direct or indirect interference by the school authorities in the matter of the language of instruction, the President gave his opinion that the educational problem could only be solved by an agreement, outside the scope of the Convention, between the competent authorities and the Deutscher Volksbund.

The President of the Mixed Commission formulated the following conclusions in his Opinion :

“ 1. In view of Articles 75 and 131 of the Geneva Convention, the general administrative enquiry which took place in the summer of 1926 for the hearing of all parents, guardians, etc., who had entered children for the minority schools was not justified.

“ 2. The following entries for the minority schools were wrongfully rejected :

“ A. All entries of children whose parents, guardians, etc., upon examination, formally expressed the desire to send their children to the German minority school, irrespective of whether they stated the mother-tongue to be Polish, German and Polish, or German ;

“ B. All entries of children whose parents, guardians, etc., upon examination, made no declaration as to the school they desired their children to attend, irrespective of whether they stated the mother-tongue to be Polish, German and Polish, or German ;

“ C. All entries of children whose parents, guardians, etc., upon examination, expressed the desire to have their children taught in German and Polish but did not specify whether they were to be taught in the German minority school or in the Polish majority school, irrespective of whether they stated the mother-tongue to be Polish, German and Polish, or German ;

“ D. The entries of the 1,307 children whose parents, guardians, etc., did not respond to the summons to appear for examination in the summer of 1926 and whose entries were annulled on this ground.

“ All the children included under A, B, C, and D shall immediately and *ex officio* be admitted to the minority schools, with the exception of those who were excluded :

“ (a) Because they did not possess Polish nationality ;

“ (b) Because they were entered by a person not legally responsible for their education ;

“ (c) Because they did not belong to the school district ;

“ (d) Because they should have attended another school ;

“ (e) Because they were no longer subject to the obligation to attend school.

“ The petitioner should submit special petitions with regard to children refused on these grounds. ”

“ 3. The competent authorities are requested to issue no police summonses for failure to comply with the law regarding attendance at school to parents, guardians, etc., of children who, in virtue of paragraph 2 of the present Opinion, are to be admitted *ex officio* to the minority schools. The authorities are also requested to withdraw the summonses already issued, if the latter have not already been pronounced upon by the Courts. ”

After considering the Opinion given by the President of the Mixed Commission, the Voivode of Silesia stated that he saw no possibility of complying in full with this Opinion, but that he nevertheless held it his duty to accede to the legitimate claims of the German minority in Polish Upper Silesia in respect of educational facilities and was prepared to discuss matters with the interested parties.

The Voivode's statement not having given satisfaction to the Deutscher Volksbund, the latter, in pursuance of Articles 149 and 157 of the Geneva Convention, appealed to the Council of the League of Nations. The appeal was forwarded to the Secretariat through the Polish Government, which submitted observations on it. These may be summarised as follows :

The Polish Government pointed out that the prohibition to dispute or verify, contained in Articles 74 and 131 of the Geneva Convention, only referred to the declaration regarding the child's language, and did not prevent the authorities from verifying whether this declaration emanated from the person legally responsible for the child's education and was made with a full knowledge of the consequences attached thereto and without undue influence being exercised. The Government pointed out that it frequently happened that a child entered for a minority school in virtue of a statement having the character laid down in Article 131, once it was admitted to the school, gave proof of only a very slight knowledge of the minority language and frequently turned out to have no knowledge of it at all. If, in these cases, the provisions of Article 131 were applied without regard to the circumstances, these children would be entitled to attend the minority schools, but this right would have been given them by a declaration relating to their language which clearly did not correspond to facts. The person legally responsible for the child's education would then have obviously abused the right granted to him by Article 131, and as cases of this abuse of right would thus occur to the evident prejudice of the child, who, not knowing the language in which the teaching was given, would be unable to make any progress with his studies, the Polish Government was of opinion that measures were called for to put a stop to this state of affairs. The Government considered that the result of the enquiry carried out by the authorities proved that the supervision thus exercised was necessary, but it declared that it had no intention of adopting this procedure as a permanent system and that it was fully prepared to consider in a sympathetic spirit any other method which would guarantee the effectiveness of such a supervision.

The Polish Government insisted very strongly on its point of view that the minority schools should serve exclusively for the needs of the minority, and on this point it adduced Article 69 of the Geneva Convention, which reproduces the text of Article 9 of the Polish Minorities Treaty. As regards the interpretation of Article 131 of the Geneva Convention, the Polish Government, taking the contrary view to that expressed by the President of the Mixed Commission in his Opinion, asserted that the “ language of the child ” referred to in that article was not the “ school ” language but the mother-tongue of the child. The Polish Government considered that, for the entry of a child to a minority school already in existence, account should be taken of the desire expressed by the person legally responsible for the education of the child, but that, furthermore, the conditions provided for in Article 106 of the Convention should be fulfilled, and in particular the condition that the child belonged to a linguistic minority, it being understood that this condition should be determined, in accordance with Article 131, by a declaration made by the person legally responsible for its education to the effect that the language of the child was the minority language.

Finally, the Polish Government declared that it would be glad if the difficulties which had arisen with regard to schools in Polish Upper Silesia could be removed by means of an agreement taking into consideration, first, the needs of the minority inhabiting that territory, within the limits of the Geneva Convention, and, secondly, the necessity of getting rid of all abuses by the strict application of the principle that the sole object of the provisions for the protection of the minorities was the protection of those minorities. The Polish Government declared that it was prepared to take into consideration the wishes of the parties concerned in Polish Upper Silesia for the satisfaction of the scholastic requirements of the German minority within the limits which the Government recognised as compatible with the letter and the spirit of the Geneva Convention and with its primary duty of safeguarding the supreme interests of the State.

The Council examined this question at its meeting of March 8th, 1927. On this occasion, it heard a first report submitted by the Colombian representative acting as Rapporteur. The Rapporteur, after giving a general review of the essential facts of the case, suggested that the Council should appoint two of its members to assist him in studying the question and drawing up the final report. The Council, in compliance with this suggestion, appointed the representatives of Italy and the Netherlands to assist the Rapporteur in drawing up the final report. This report, prepared after a detailed study of the case, was examined by the Council at its meeting of March 12th, 1927, and included the following draft resolution :

- “ I. The Council, having examined the appeal by the Deutscher Volksbund of Upper Silesia :
 - “ A. Notes the Polish Government's statement to the effect that children have been admitted to the minority schools whose mother-tongue, according to the

declarations made by the persons legally responsible for their education during the enquiry held in the summer of 1926, was German.

“ B. Directs the Polish Government’s attention to the great importance of not insisting upon the measures taken by its local authorities to exclude from the minority schools the following categories of children for whom applications for admission have been received :

“ (1) Applications for admission invalidated because the parents, guardians, etc., did not comply with the invitation to appear at the enquiry held during the summer of 1926 ;

“ (2) Applications for admission invalidated on the ground that the children to be admitted, whose mother-tongue was stated at the time of the enquiry to be both German and Polish, did not belong to the German minority.

“ Accordingly, an opportunity should be given to children in these two categories to enter the minority schools as soon as possible and without fresh application, except when the child :

“ (a) Did not possess Polish nationality ;

“ (b) Was entered for the minority school by a person who was not legally responsible for the child’s education ;

“ (c) Did not belong to the school district ;

“ (d) Should have attended another school ;

“ (e) Was no longer of compulsory school age.

“ Children who, in view of the above considerations, should be admitted to a minority school but are at present attending a Polish school may remain there until the end of the present school year.

“ All proceedings therefore should be suspended that may have been taken against the person responsible for the child’s education by reason of the fact that the child did not appear at the Polish school when such child, in virtue of the foregoing considerations, should be admitted to a minority school.

“ II. The Council considers that it is inexpedient to admit to minority schools children who speak only Polish.

“ The Council decides to institute a system of enquiry into the concrete cases falling under the categories, mentioned in No. I, B (1) and (2) above, which may appear doubtful to the Polish local school authorities.

“ A similar system of enquiry might also be applied in the case of any fresh demands for the admission of children that may subsequently be received from persons legally responsible for their education when such cases appear doubtful to the Polish local school authorities. The object of the enquiry will be to ascertain whether or not the child speaks the ‘ school ’ language used in the minority school so that it can usefully attend that school.

“ The method of enquiry will be as follows :

“ In every doubtful case, the local authorities shall refer the question to the President of the Upper Silesian Mixed Commission, assisted by a Swiss national, who shall be an expert in educational matters, appointed by the Council of the League of Nations or by the present Committee. If, in view of the expert’s opinion as to the child’s knowledge of German, the President declares that it would be useless for the child to attend the minority school, the child shall be excluded from that school.

“ The financial arrangements concerning the expert shall be made by the Rapporteur, with the assistance of the Secretary-General, on a basis of payment of costs by the League of Nations, subject to refund by the Polish Government.

“ III. The system of enquiry laid down in No. II above shall also be applied in the case of children in respect of whom the persons legally responsible for their education declared at the enquiry held in 1926 that their mother-tongue was Polish, should these persons express such a desire. In such cases, the child in question shall be allowed to enter the minority school if, in view of the expert’s opinion as to its knowledge of German, the President declares that the child could usefully be admitted to that school.

“ IV. Any question concerning the execution of the above provisions which the Polish Government or the President of the Mixed Commission may desire to have investigated shall, for greater convenience, be definitely settled by the Rapporteur to the Council, unless the Rapporteur considers it necessary to refer it to the Council.

“ V. The arrangement provided for in Nos. II, III and IV above shall be regarded as an exceptional measure designed to meet a *de facto* situation not covered by the Convention of May 15th, 1922 ; it shall not be interpreted as in any way modifying the provisions of that Convention.”

The German representative observed that the report to which the Council had listened left open the legal question raised by this affair. He expressed the view that M. Calonder's Opinion gave an absolutely exact ruling on the legal situation and that, legally speaking, there could be no question that even a child which knew no language but Polish must be allowed admission to a minority school. The German Government, as its representative declared, made no objection to the report notwithstanding this legal situation, because, as the last paragraph of the report stated, the solution in the present case was only to be regarded as an exceptional measure and applicable to an exceptional situation. The German Government could not agree to the report if the examination of children proposed in it were also to apply to subsequent disputes and if the result of the present settlement were to introduce any new permanent factor into the Geneva Convention.

The Polish representative stated that the Polish Government had never contested any provision of the Geneva Convention regarding the minority schools, and that the reason why it had adopted the measures which gave rise to the request made by the representatives of the German minority in Polish Upper Silesia was solely because it had found itself bound to put an end to numerous abuses which had arisen in this respect. In order to prevent such abuses, the Polish representative stated that his Government was prepared in the future to make use of the methods proposed in the report laid before the Council.

The Rapporteur remarked that the statements made did not in any way amend the Committee's proposals, and the resolution included in the report was adopted unanimously by the Council.

In execution of this Council resolution, the Committee and the Secretary-General made the necessary arrangements to nominate a Swiss national, an expert in education, to assist in the exercise of the supervision provided for in the resolution. For this purpose, the Committee appointed M. Walter MAURER, Inspector of Primary and Secondary Schools in the Canton of Lucerne. M. Maurer, following the suggestion of the Committee, put himself in direct touch with the President of the Mixed Commission for Upper Silesia with a view to exercising the functions entrusted to him by the resolution of the Council.

B. PETITIONS REGARDING THE MINORITY SCHOOLS AT WILCZA-GORNA, LAZISKA-GORNA AND BYTKOW.

In three petitions, the first of which was dated January 13th, 1927, and the remaining two January 18th, 1927, the Deutscher Volksbund of Polish Silesia, in virtue of Article 147 of the Geneva Convention, submitted to the Council the case of the three minority schools of Wilcza-Gorna, Laziska-Gorna and Bytkow, which had been closed by the Polish authorities. The explanations given in the observations of the Polish Government show that the reason why these schools were in the situation which gave rise to the Deutscher Volksbund's petitions was that, as the result of an enquiry made by the authorities, almost all the applications for entry were declared invalid as being contrary to the provisions of Articles 106 and 131 of the Geneva Convention. This raised the same question as had been raised by the appeal submitted by the same petitioner regarding the general question of admission of children to the primary German minority schools in the Voïvodie of Silesia, which was examined above. For this reason, the Colombian representative on the Council, in his report on these three cases, which was submitted to the Council at its meeting of March 12th, 1927, after explaining the essential facts of each question, confined himself to referring to the proposals submitted to the Council by himself and his colleagues, the representatives of Italy and the Netherlands, regarding the other appeal by the Deutscher Volksbund. The Council having adopted these proposals, the President stated that the settlement reached therein automatically applied to the petitions regarding these three schools.

III. MOSLEMS OF ALBANIAN ORIGIN IN GREECE.

The Council at its meeting on December 11th, 1924, had appointed as its mandatories for the protection of the Albanian minority in Greece the three neutral members of the Mixed Commission for the Exchange of Greek and Turkish Populations. At its meeting on June 9th, 1926, the Council instructed the Secretary-General to despatch a letter to the mandatories stating that, in view of the declarations made by the Greek Government at the Council's session in March 1926, the Council considered it very desirable that the mandate established by the resolution of December 11th, 1924, should be brought to an end. On this occasion the Council expressed its opinion that the mandatories, considering their work to be at an end, might at once forward for the information of the Council a final report on the special cases still outstanding before the Mixed Commission for the Exchange of Greek and Turkish Populations, and expressed the hope that those cases would soon be settled satisfactorily.

On July 14th, 1926, the mandatories despatched to the Council their final report which contained a list of the cases still outstanding before the Mixed Commission.

The Council, at its meeting on September 16th, 1926, approved a report submitted by the Japanese representative, in which the Rapporteur, after mentioning the fact that the mandatories had sent their final report to the Council, suggested that the latter should express to the mandatories its most cordial thanks for the work done.

7.

MANDATES.

I. DISCUSSION IN THE COUNCIL WITH REGARD TO THE WORK OF THE NINTH SESSION OF THE PERMANENT MANDATES COMMISSION ¹.

The documents relating to the work of the ninth session of the Permanent Mandates Commission, together with a report by the Swedish representative on the subject, were examined by the Council on September 3rd and 4th, 1926. Sir Francis Bell, representative of New Zealand, and Mr J. S. Smit, representative of the Union of South Africa, together with M. Van Rees, Vice-Chairman of the Permanent Mandates Commission, took part in the Council's discussions.

OBSERVATIONS ON THE ADMINISTRATION OF THE VARIOUS TERRITORIES UNDER MANDATE.

As regards the special observations of the Commission on the administration of the eight territories under mandate with which it dealt at this session, the Council decided to forward them to the Government of the mandatory Power concerned in each case, and to request it to take the necessary action.

PETITIONS.

The Commission's conclusions on the petitions which it had examined relating to Palestine were approved by the Council, and the Secretary-General was instructed to bring them to the knowledge of the mandatory Power and of the petitioner concerned in each case. As regards the petition relating to Togoland under French mandate, the Council requested the mandatory Power to furnish the Commission with the supplementary information desired.

STATISTICAL TABLES.

The Council also asked the Secretary-General to communicate with the mandatory Powers for the purpose of securing such supplementary information and explanations as might be necessary to complete the statistical tables required by the Mandates Commission.

HEARING OF PETITIONERS AND LIST OF QUESTIONS WHICH THE COMMISSION DESIRES SHOULD BE DEALT WITH IN THE REPORTS OF THE MANDATORY POWERS ON TERRITORIES UNDER B AND C MANDATES.

Two subjects dealt with in the Commission's report gave rise to observations and statements on the part of several members of the Council. The first was the hearing of petitioners, in certain exceptional cases, by the Permanent Mandates Commission, a question which had been raised by the latter in the following paragraph of its report :

“ The Commission has again carefully considered the procedure in force with regard to petitions. Experience having shown that sometimes the Commission has been unable to form a definite opinion as to whether certain petitions are well founded or not, the Commission is of the opinion that in these cases it might appear indispensable to allow the petitioner to be heard by it. The Commission, however, would not desire to formulate a definite recommendation on this subject before being informed of the views of the Council. ”

After relating the circumstances in which this question had arisen in the Commission, the Rapporteur, the representative of Sweden, while inviting the opinions of his colleagues on this subject, said that he personally was inclined to think that the Commission should be authorised to draw up a proposal establishing certain rules for the hearing of petitioners in certain exceptional cases.

¹ See Supplementary Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, No. 44, page 299.

In the second place, the Commission had drawn up a list of questions which it desired should be dealt with in the annual reports of the mandatory Powers on territories under B and C mandates, a document which was intended to replace the questionnaires for these territories adopted at the first session of the Commission. The representative of Sweden, in his capacity as Rapporteur, proposed in this connection that the Council should forward a copy of this list of questions to the mandatory Powers, and commend to their consideration the request of the Commission that the annual reports should be drawn up in accordance with the general plan of this revised questionnaire.

The representative of the British Empire, after paying a tribute to the Mandates Commission, stated the grave objections which appeared to him to be raised by the adoption of a questionnaire as detailed and extensive as that which had been drawn up by the Commission. He added that the British Government and other Members of the League had the impression that there was a tendency on the part of the Commission to extend its authority to a point where the government would no longer be vested in the mandatory Power but in the Mandates Commission. He was sure that was not the intention of the Covenant. It was clear from that document that these territories were to be put under the tutelage of the advanced Powers, and that they would exercise their authority under the supervision of the League, for which purpose the League would have a Commission to assist it. The British representative therefore asked that, before the Council took any decision, the questionnaire should be submitted to the consideration of the various mandatory Governments which would be invited to submit their observations.

As regards the second point — the possibility of hearing petitioners — the representative of the British Empire put forward objections against such a procedure, which he thought would be difficult to apply to the different categories of mandates and particularly to the territories under C mandates, which were administered as an integral portion of the territory of the mandatory Power. He therefore urgently begged the Council not to take a decision without having before it the observations of the Governments which were directly and immediately responsible for the peace and good administration of the mandated territories and without having given full attention to whatever they might have to say on the matter.

The French representative, while recognising that the League's supervision of the administration of the mandated territories should be effective, associated himself with the remarks of the British representative and emphasised the abuses and dangers of a procedure which might lead to the creation of a sort of tribunal which, in serious circumstances, would institute a kind of oral inquisition of the mandatory Powers. He drew the Council's attention to the fact that the action of certain petitioners might sometimes tend to make it still more difficult for the mandatory Power to perform its duties.

The Belgian representative pointed out that the right of petition, although generally recognised in all countries which had representative institutions, was strictly limited in these countries and could not be treated otherwise in the case of the countries under mandate.

The representatives of Japan, New Zealand and South Africa associated themselves with the observations of the representatives of the British Empire and France. Mr. Smit drew particular attention to the drawbacks attendant upon any development of the powers of the Permanent Mandates Commission with regard to the territory for which the Union of South Africa had a mandate, this territory forming an integral part of the territory of the mandatory Power and already possessing representative institutions.

M. Van Rees, Vice-Chairman of the Commission, first recalled the fact that the latter had always shown a very cordial spirit of co-operation with the mandatory Powers. He added that, in his opinion, Article 22 of the Covenant and particularly its last paragraph did not in any way limit the competence of the Mandates Commission. At the time when the Commission was constituted, the Council had declared that the Commission must have as wide as possible a conception of its duties, and, in a report adopted by the Council at that time, the Belgian representative, had explained that the Commission's supervision should extend over the whole administration of the mandatory Power. Lastly, M. Van Rees affirmed that the Commission had never dreamt of going beyond its province, that it had accomplished its delicate task most conscientiously and that he thought the reproach which had been addressed to the Commission was not at all deserved.

The Rapporteur, the Swedish representative, said that he fully understood the very legitimate apprehensions expressed by the representatives of the mandatory Powers with regard to the hearing of petitioners and that he shared these apprehensions to a certain extent. He added that he willingly associated himself with the British representative's proposal that the mandatory Powers should be consulted on the two questions which had given rise to discussion. As regarded the adoption of the list of questions, he pointed out, however, that the final decision lay with the Council, since the terms of all the B and C mandates contained a provision according to which the mandatory Power should make to the Council of the League of Nations an annual report to the satisfaction of the Council, and containing full information concerning the measures taken to apply the provisions of the mandate.

The representative of Italy made certain reservations on certain points raised during the discussion and referring to the general interpretation of Article 22 of the Covenant.

The representatives of the British Empire and of France said that the observations they had made were in no way intended to call in question the value of the Commission's work. They had merely desired to point out, in the interest both of the mandatory Powers and of the Commission itself, the drawbacks of attempting to extend the latter's powers indefinitely.

On behalf of the Council, the President asked the Vice-Chairman of the Mandates Commission to communicate to his colleagues the Council's thanks for the zeal and devotion which they had displayed in the accomplishment of their task.

Lastly, the Council adopted the following resolution with regard to the two questions under discussion :

“ The Council instructs the Secretary-General to request the mandatory Powers to inform the Council of their views on the question raised in the report of the Permanent Mandates Commission with regard to the hearing of petitioners in certain cases.

“ The Council instructs the Secretary-General to communicate copies of the list of questions to the mandatory Powers with the request that they forward for the information of the Council, if possible before December 1st, 1926, any observations that they may desire to make on the subject. ”

* * *

On December 10th, 1926, the Council, having received the observations of all the mandatory Powers on these two questions, decided, in pursuance of the report of the Rapporteur, the representative of the Netherlands :

“ To request the Permanent Mandates Commission, having before it a record of the discussions on the matter at the sessions of the Council and the Assembly last September and the recent communications from the mandatory Powers, to consider afresh the list of questions for annual reports on territories under B and C mandates. ”

The consideration of the question of the hearing of petitioners was postponed until the March session of the Council.

* * *

On March 7th, 1927, the Council took cognisance of the replies of the mandatory Powers with regard to the hearing of petitioners and of a report on this subject by the Netherlands representative. The mandatory Powers had unanimously opposed the hearing of petitioners by the Mandates Commission, on the ground that such a procedure would weaken their authority and would be incompatible with the very nature of the mandates system. The Rapporteur recognised the justice of many of the objections put forward. He recalled the fact that the procedure for handling petitions was instituted by the Council in order that the Commission might thereby have a further means of securing information on conditions in the mandated territories and it would therefore be undesirable to seek to attain this object by means which might alter the very character of the Commission. Should the Commission desire further information on any particular points in connection with a petition, it could always apply to the Government concerned, which would certainly not fail to accede to its request. If, in any particular case, the circumstances should show that it was impossible for all the necessary information to be secured in this way, the Council could decide on such exceptional procedure as might seem appropriate and necessary in the particular circumstances.

The Council accepted this view and expressed the opinion that there was no occasion to modify the procedure hitherto followed by the Commission in regard to this question.

II. WORK OF THE TENTH SESSION OF THE PERMANENT MANDATES COMMISSION.

A. WORK OF THE COMMISSION.

In the course of its tenth session, held at Geneva from November 4th to 19th, 1926, the Commission examined, in the presence of the accredited representatives of the mandatory Powers, the following annual reports : Western Samoa, 1925-26 ; Pacific Islands under Japanese Mandate, 1925 ; Iraq, 1923-24 and 1925 ; Cameroons under British Mandate, 1925 ; Togoland under British Mandate, 1925 ; Syria and the Lebanon (Final Report), 1925.

The Commission also took note of a large number of petitions which had been laid before it, particularly with regard to the administration of Syria and the Lebanon, and studied them in the light of the observations supplied in writing by the mandatory Power and verbally by its accredited representative.

Lastly, the Commission dealt with three questions of a more general nature.

1. *Definition of Terms concerning the Liquor Traffic.*

The Commission, which had been asked by the Council ¹ to consider the views expressed by the mandatory Powers with regard to the definition of the terms concerning the liquor traffic

¹ See Supplementary Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 44, page 298.

which are found in the mandates (a question previously raised by the Commission) and to inform the Council of such conclusions as it might reach as a result of its further examination of the question, gave its careful attention to the observations of the mandatory Powers and recommended the following interpretation : The expression "spirits" (the term "spirituous liquors" being identical) used in the B mandates and in the Convention relating to the Liquor Traffic in Africa signed at St-Germain-en-Laye on September 10th, 1919, shall be taken to mean :

- (a) All distilled beverages ;
- (b) All fermented beverages to which distilled products have been added so as to contain over 20 degrees of pure alcohol by weight.

The expression "trade spirits of every kind" used in Article 2 of the Convention of St.-Germain shall be taken to mean "cheap spirits utilised as articles of trade or barter with the natives".

The expression "intoxicating beverages" employed in the C mandates should be taken to mean "any beverage containing more than 3 degrees of pure alcohol by weight".

2. *Agreements concerning the Boundary between the Mandated Territory of South-West Africa and Angola*¹.

The Commission, which had repeatedly emphasised that it would be in the interest both of the Portuguese and of the South African Governments to settle the question of the frontier between the mandated territory of South-West Africa and Angola and the use of the water of the Kunene River, learned with satisfaction that the two Governments had signed agreements on these subjects.

At the same time, it considered that it should draw the Council's attention to the second paragraph of the Preamble to the first of these agreements, which reads as follows :

"And whereas, under a mandate issued by the Council of the League of Nations in pursuance of Article 22 of the Treaty of Versailles, the Government of the Union of South Africa, subject to the terms of the said mandate, possesses sovereignty over the Territory of South-West Africa (hereinafter referred to as the Territory) lately under the sovereignty of Germany."

The Commission doubted whether the expression "possesses sovereignty", even when limited as in the above passage, could be held correctly to define, having regard to the terms of the Covenant, the relations between the mandatory Power and the territory placed under its mandate.

3. *Supervision of the Frontier between Syria and Transjordan.*

The Commission expressed the hope that an understanding would be reached between the mandatory authorities of Syria and Transjordan for the supervision of their common frontier.

Observations with regard to Certain Territories under A, B and C Mandates.

Territories under A Mandate.

1. *Iraq.*

(Representative of the mandatory Power : Sir Henry Dobbs, High Commissioner for Iraq, assisted by Mr. J. H. Hall and Mr. T. I. K. Lloyd, of the British Colonial Office.)

At its first examination of the reports of the mandatory Power concerning Iraq, the Commission paid special attention to the fundamental provisions of the Organic Law adopted by the Constituent Assembly of Iraq and to the practical application of the clauses of the Anglo-Iraq Treaty of Alliance and the agreements by which it is supplemented. On this occasion, the accredited representative of the Mandatory, in a preliminary statement which was much appreciated by the Commission, explained the guiding principles of the policy pursued by the British Government, which he summarised in the words : "Iraq governed for Iraqi and by Iraqi, helped by small numbers of British advisers and inspectors". He emphasised the spirit of cordial co-operation which characterises the relations of the national Administration of Iraq and the staff of its British advisers.

Sir Henry Dobbs also laid stress on the fact that, despite political complications, both internal and international, which marked the early days of the mandate, and despite the failure of a first attempt at direct British administration, the representative system had been introduced into the country without any serious disturbance of public order, and this although Iraq was little prepared for such a system by its traditions and its history.

In accordance with the Council's recommendation of March 1926², the Commission examined the measures taken by the British Government for the administration of the Kurdish districts.

¹ See Report to the Sixth Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 33, pages 221 and 313.

² See Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 44, page 202.

It noted that the Iraq Government, in agreement with the British High Commissioner, had pursued the policy recommended by the Mosul Commission.

As regards provisions to ensure the pacification and equal protection of all sections of the population, the Commission noted the accredited representative's statements that an amnesty had been proclaimed subsequent to the Treaty concluded between Great Britain, Iraq and Turkey, that the inhabitants who had declared themselves in favour of Turkey had not been molested in any way, and that the agitation noted by the Mosul Commission had subsided. The Commission also noted that Articles 13 and 16 of the Organic Law proclaimed freedom of conscience and authorised the various communities to establish schools where instruction was given in their own language, but that the position of the Assyrians — a point raised by the Mosul Commission — was not yet quite clear.

As regards commercial measures, the Commission took note of the conclusion of a Transit Convention between Iraq and Syria, but observed that commercial relations with Turkey were for the moment interrupted. It expressed the hope, however, that the situation would improve as a result of the work of the Commission provided for in the recent Treaty with Turkey. It noted with interest the High Commissioner's views in regard to the determination of Crown lands and the promulgation of the Tribal Disputes Law for the prevention of blood feuds and the settlement of quarrels in a manner understood and accepted by the Sheiks and their people.

The Commission asked the Mandatory for additional information in its next report on the reform of taxation and Iraq's debt to Great Britain, on labour and on education. It expressed the hope that the final delimitation of the frontier between Iraq and Syria might be undertaken without undue delay.

2. *Syria and the Lebanon.*

(Representative of the mandatory Power : M. Robert de Caix, former Secretary-General of the French High Commissariat in Syria and the Lebanon.)

The Commission took note of the final report of the French Government for 1925, and of various reports on the investigations communicated to it by the French Government with regard to the causes of the Syrian revolt and the responsibility for it, and with regard to certain political, administrative and military acts reported to the League which had occurred during the period 1920-26. These documents, as the Commission observed, were the work of well-known persons, who had guaranteed the accuracy of the facts reported and the reliability of all the positive conclusions therein contained. This, in the opinion of the Commission, lent particular weight to the conclusions.

In its report, the Commission stated that it had been favourably impressed by the conscientious manner in which the enquiries had been conducted and by the special care taken to exhaust every means of investigation and enable the reader of the reports to form an opinion as to the soundness of the methods employed to discover the truth. It considered that "no enquiry carried out by officials of the mandatory Power could have furnished fuller guarantees of impartiality".

The political and administrative events preceding the Jebel Druse rebellion had already been examined by the Commission at its meeting in Rome. It accordingly confined itself to noting that both the facts established by the investigation and the final report of the Mandatory for 1925 confirmed several of the opinions expressed at its preceding session, and it expressed the hope "that in June 1927, when examining the next annual report on the administration of Syria, it would be able to record the tranquillising effect of the policy of the mandatory Power under the direction of the new High Commissioner in Syria and the Lebanon".

On the other hand, the Commission paid special attention to reports on the enquiry regarding the suppression of the rebellion. These documents, the information furnished by the mandatory Power and the explanations given by the accredited representative enabled the Commission to form a general opinion as to the allegations contained in the various petitions, without, however, making any definitive pronouncement on individual cases. The Commission, after careful consideration of the reports submitted by the mandatory Power, came to the conclusion that there was "no reason to affirm that the suppression of the revolt was carried out in an abnormal manner or was accompanied by reprehensible excesses. If there had been acts of harshness", it added, "if there had been distressing incidents, if there had been innocent victims, these facts were unfortunately such as usually occur in the course of all forcible measures of this kind". The hope was expressed that such measures would never again be necessary and that a lasting state of peace would promptly be established.

The Commission, finally, noted that the 1925 report contained information on almost all technical points previously mentioned, but that the legislative texts for 1925, the communication of which was provided for in Article 17 of the mandate, had not yet been received. It asked for supplementary information in the next report on the representative councils, public finance and administrative staff. The Commission expressed the hope that it might be possible in the near future to proceed to the final delimitation of the frontier between Syria and Iraq.

Territories under B Mandate.

1. *British Cameroons.*

(Representative of the mandatory Power : the Hon. W. G. Ormsby-Gore, M.P., Under-Secretary of State for the Colonies, assisted by Mr. W. E. Hunt, " Resident in the Nigerian Administrative Service ", and Mr. T. I. K. Lloyd.)

The Commission noted with particular interest the measures contemplated for the improvement of native agricultural methods and, in general, for ensuring the well-being of the natives of the mandated territory.

It expressed its satisfaction that the British and French authorities are in close co-operation on the northern frontier for the purpose of stamping out the slave trade.

It asked for additional information on the position, particularly as regards matters of health, labourers employed in plantations, on mission schools, and on the child-welfare work of the African health visitors.

2. *Togoland.*

(Representative of the mandatory Power : the Hon. W. G. Ormsby-Gore, M.P., assisted by Mr. T. I. K. Lloyd.)

The Commission noted that the quantity of spirits imported into the Gold Coast had increased considerably of recent years. The accredited representative stated, however, that the bulk of the alcohol imported was consumed in the Gold Coast, a very small quantity being consumed in Togoland.

The Commission requested the mandatory Power to give in its next report statistics regarding the number of labourers employed by Government departments and private enterprises, and supplementary information on the public health service, the constitution of native tribunals, and public finance.

Territories under C Mandate.

1. *Western Samoa.*

(Representative of the mandatory Power : the Hon. Sir James Parr, High Commissioner for New Zealand in London.)

The Commission noted with satisfaction the continued prosperity of the Islands. It will follow with interest the further development of native administration through such organisations as the " Fono of Faipules " the District Councils and Village Committees. It asked for additional information with regard to native labour regulations in the various districts, education, public health, the medical work of the administration and missions, land tenure and public finance.

2. *Pacific Islands under Japanese Mandate.*

(Representative of the mandatory Power : M. Naotake Sato, Envoy Extraordinary and Minister Plenipotentiary in Poland.)

The Commission asked the Mandatory for certain information regarding public finance and the methods employed in securing the necessary labour for the maintenance of village sanitation and the upkeep of public roads.

It also noted the new information concerning the system for the cultivation and the refining of cane sugar and declared that it would follow with interest the evolution of this system, from which it trusts the natives will derive nothing but benefit.

It asked also for certain information regarding public finance.

Observations of the Accredited Representatives.

The accredited representatives of the British and New Zealand Governments communicated to the Council certain comments with regard to the observations of the Permanent Mandates Commission on Togoland, the Cameroons and Western Samoa.

Observations on Petitions.

The Commission's conclusions regarding the various petitions examined may be summarised as follows :

1. *Syria and the Lebanon.*

The Commission drew attention to the fact that, of the very large number of petitions sent in, only one came directly from the mandated territory. Complaints regarding the administration of the mandatory Power usually reached the League through persons living outside Syria. The Commission considered that this practice was highly regrettable, since it was prejudicial not only to the interests of the population but also to the satisfactory working of the mandate system. If the inhabitants of the mandated territories desirous of lodging a petition with the League applied direct to the representative of the mandatory Power, their complaints could be more speedily considered by the local authorities and by the Commission itself.

As regards the numerous petitions concerning Syria and the Lebanon, the Commission considered that those of a general nature and complaints concerning the various aspects of the policy of the Mandatory (1920-1925) had received their answer in its report on the work of its Rome session ¹.

The examination of several complaints regarding the general policy of the mandatory Power after the arrival of M. de Jouvenel in Syria was postponed until the next session of the Commission, while petitions concerning certain incidents between 1920 and 1925, and measures of repression in 1925-26 were dealt with at its October session.

Most of the facts alleged in these petitions had already been the object of enquiries, the conclusions of which had been communicated to the Commission by the mandatory Power. In many cases the latter disputed the accuracy of the allegations of the petitioners; in others it stated that facts complained of were inevitable in warlike operations of this kind. The Commission noted that the Mandatory imputed a large number of atrocities, including fires over large areas, to the insurgents.

The Commission, with certain reservations regarding the use of Armenian and Circassian auxiliaries and measures such as air bombardment, burning and destruction of villages, and collective fines, came to the conclusion that nothing justified it in supposing that the operations of repression were carried out with an avoidable and hence reprehensible severity. The distressing accidents of which certain inhabitants of the mandated territories might have been the innocent victims were, in its opinion, particularly regrettable as affecting a population administered in the name of the League. It expressed the hope that if, contrary to its expectations, it again proved necessary to take military measures, the military authorities of the mandatory Power would always bear in mind the particularly delicate character of their mission.

The representative of the Mandatory having stated that it was possible for every inhabitant to bring his complaints against native officials before an administrative or judicial tribunal, the Commission expressed the hope that "the policy followed in Syria would always be such as to convince all the inhabitants that their legitimate interests would in every case receive prompt and effective protection from the authorities". It expressed its satisfaction at learning that the High Commissioner intended to give his special attention to this matter, "whose importance from the point of view of the prompt and complete pacification of the country could not be exaggerated".

As regards petitions submitted by the Lebanese Committee of Paris concerning the conditions of option for Lebanese nationality, and by certain inhabitants of Aleppo regarding the northern frontier of Syria, the Commission was, in general, of the opinion that the explanations of the mandatory Power were satisfactory.

2. *South-West Africa.*

In 1924, the Commission declared itself incompetent to deal with a petition from Mr. Gramowsky claiming indemnity because his license for the retail sale of spirituous liquors in a hotel in Windhoek had not been renewed. The Commission has since received a new petition, but as the latter was not founded on any provision of the Covenant or of the mandate, the Commission decided that it could not take it into consideration.

B. MEASURES TAKEN BY THE COUNCIL.

As it had not been possible to distribute sufficiently early to the Members of the Council the Minutes of the Commission's tenth session, and as all the accredited representatives of the mandatory Powers had not yet stated whether they had any comments to make on the observations contained in the report regarding the territories under their countries' mandates, the Council, at its session of December 1926, decided to postpone until March 1927 the consideration of the Commission's work. On this occasion, the British representative made a few remarks in explanation of a point referred to by the Commission with regard to commercial relations between Iraq and Turkey.

On March 7th, 1927, the Council adopted without discussion the report of the Netherlands representative on the work of the tenth session of the Permanent Mandates Commission. The Council took note of the Commission's recommendations as to the definition of certain terms concerning the liquor traffic and instructed the Secretary-General to forward them to the mandatory Powers. It also instructed him to express to the Governments of Portugal and of the Union of South Africa its satisfaction at the conclusion of the recent agreements concerning the boundary between South-West Africa and Angola. While it refrained from expressing an opinion on the question where sovereignty over a mandated territory resides, the Council also requested the Secretary-General to forward for the information of the mandatory Power concerned, the passage in the report concerning the use of the expression "possesses sovereignty". Finally, it instructed him to call the attention of the mandatory Powers for Syria and Transjordan to the Commission's recommendations concerning the supervision of the frontier between those territories.

As regards the Commission's observations on certain separate territories, the Council decided to forward them to the Government of the mandatory Power concerned in each case and to request it to take the requisite action.

Furthermore, it approved the Commission's conclusions with regard to petitions concerning Syria and the Lebanon and South-West Africa. These conclusions were forwarded to the mandatory Powers concerned and, in the case of Syria, were communicated to the petitioners.

¹ See Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 44, page 209.

III. SYRIA.

DECLARATIONS BY THE FRENCH REPRESENTATIVE ON THE COUNCIL WITH REGARD TO THE POSTPONEMENT OF THE DEPOSIT OF THE ORGANIC LAW FOR SYRIA AND THE LEBANON.

Article I of the mandate for Syria and the Lebanon, which was confirmed by the Council on July 24th, 1922, and which entered into force on September 29th, 1923, stipulates that:

“ The Mandatory shall frame within a period of three years from the coming into force of this mandate an organic law for Syria and the Lebanon. This organic law shall be framed in agreement with the native authorities and shall take into account the rights, interests and wishes of all the population inhabiting the said territory ”.

On September 20th, 1926, the French representative on the Council said that the French Government had intended to deposit before September 29th, 1926, the draft Organic Law which it had prepared. It did not, however, wish to proceed with the deposit of this Law until agreement had been established between the local populations and the mandatory Power, in accordance with the desire expressed by the Mandates Commission. The consultations with the local assemblies required for making the agreement final naturally took time and the French Government had therefore been obliged to ask the Council to be good enough to grant a delay of six months. The Council took note of the declaration made by the French representative.

On March 12th, 1927, the French representative made a fresh statement to the Council regarding the Organic Law for Syria and the Lebanon.

He emphasised the fact that the mandatory Power had endeavoured above all things to bring about an agreement between the populations concerned and to reconcile their conflicting desires and laid stress on the difficulties encountered in this respect, especially after the events which had disturbed the peace of the mandated territory. For these reasons, the framing of the Organic Law had not yet progressed beyond the stage at which it was found possible to bring into harmony the interests of the previously constituted autonomous States. A provisional statute had therefore been drawn up for each of those districts in which a sufficient measure of agreement had been reached among the various groups of inhabitants. These special statutes were a first and important step towards the drafting of the general law, which was to ratify the necessary powers for the exercise of the mandate as well as the internal organisation of the autonomous regimes recommended by the mandate and the relations to be established between them to ensure the administration of their joint interests. To achieve this end, there was not only an organic work to be undertaken within each State but negotiations had also to be opened between them by their authorised representatives. It had not yet been possible to bring to a successful conclusion the work undertaken for this purpose, but the mandatory Power was actively pursuing its endeavours to reconcile the interests and desires of the populations and it hoped that the work of pacification and restoration of order, which had progressed considerably since its last communication to the Council, would facilitate its task and enable it to carry out as soon as possible the recommendation contained in Article I of the mandate.

The Council took note of the French representative's statement.

IV. DOCUMENTS REFERRING TO MANDATES.

A. DISTRIBUTION AND SALE OF THE ANNUAL REPORTS OF THE MANDATORY POWERS AND OF OTHER DOCUMENTS RELATING TO MANDATES.

The Secretariat continued to give effect to the resolution adopted by the Assembly at its fifth ordinary session¹, by buying from the mandatory Powers a certain number of copies of their annual reports for distribution to the Governments Members of the League applying for them, and for sale to the public through the Publications Sales Department.

In the course of the year, several mandatory Powers asked the Secretariat to supply them with copies of the reports on territories not under their mandate for communication to their local administrations.

In pursuance of a recommendation made by the Permanent Mandates Commission at its sixth session and approved by the Council² several Powers also asked for a certain number of copies of the documents relating to mandates published by the League of Nations and in particular, the Commission's Minutes and reports, for distribution among the officials employed in the mandated territories.

B. ANALYTICAL TABLES OF THE DOCUMENTS OF THE PERMANENT MANDATES COMMISSION.

In pursuance of the recommendation adopted by the Assembly at its fifth ordinary session³ an index of the Minutes and reports of the first five sessions of the Permanent Mandates Commission was published in December 1925⁴.

A supplementary index covering the sixth to tenth sessions of the Commission is in preparation and will be published in the course of the year.

¹ See Report to the Sixth Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 33, page 225

² See Report to the Sixth Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 33, page 314.

³ See resolution adopted by the Assembly on September 22nd, 1924, *Official Journal*, Special Supplement No. 23, page 134.

8.

SLAVERY.

CONVENTION RELATING TO SLAVERY : COMMUNICATION TO THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE.

In a resolution adopted, during its seventh ordinary session, on September 25th, 1926, the Assembly requested the Council to inform the Governing Body of the International Labour Office of the adoption of the Slavery Convention and to draw its attention to the importance of the work undertaken by the Office with a view to studying the best means of preventing forced or compulsory labour from developing into conditions analogous to slavery.

On December 6th, 1926, the Council, in pursuance of a report by the British representative, instructed the Secretary-General to give effect to this resolution of the Assembly.

9.

WORK OF THE TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

A. Work of the Economic Committee.

The Economic Committee held its twenty-first session in Romé from February 25th to March 2nd, 1927.

1. ABOLITION OF IMPORT AND EXPORT PROHIBITIONS AND RESTRICTIONS.

The Council, in a resolution adopted on September 7th, 1926, approved the proposal of the Economic Committee that an international conference of Government delegates should be convened to conclude an international agreement for the abolition of import and export prohibitions and restrictions, and the Economic Committee, during its session held in March 1927, discussed the date on which the Conference should be convened. It noted the opinion of the Secretary-General and that of the Chairman of the Preparatory Committee for the International Economic Conference to the effect that no date should be fixed for the Diplomatic Conference for the Abolition of Import and Export Prohibitions and Restrictions until the results of the general Economic Conference were known. It drew the Council's attention, however, to the fact that it would be of considerable advantage to fix a provisional date for the meeting of the Conference, that date to be October or November 1927, on the understanding that the Council, at its June session, could postpone the meeting if circumstances should render this course advisable. The Council gave effect to this suggestion on March 11th, 1927, by adopting a resolution provisionally fixing November 14th, 1927, as the date of the Diplomatic Conference, to consist of duly authorised representatives of the Governments Members and non-Members of the League.

2. APPLICATION OF THE INTERNATIONAL CONVENTION RELATING TO THE SIMPLIFICATION OF CUSTOMS FORMALITIES.

Since the last ordinary session of the Assembly, the following States have ratified the Convention : Bulgaria, Czechoslovakia, France, French Protectorate of Morocco, Norway, Regency of Tunis (French Protectorate) and Switzerland. The number of States which have now ratified the Convention is twenty four and one State has acceded to it.

In pursuance of Article 9 of the Convention, by which States undertake to forward to the Secretary-General summaries of the measures which they have taken with a view to simplifying Customs formalities, a Sub-Committee of the Economic Committee has examined these summaries and submitted a report showing the striking progress which has been made under

the influence of the Convention. The Committee considers that the information obtained by this examination justifies it in stating that the Geneva Convention has been attended with the most fortunate results. The Committee further notes that the provisions of the Convention are being increasingly used as a basis for the settlement in bilateral treaties of questions of a similar character.

The Committee has urged the Governments to make as complete as possible the information which they give in the summaries required under the terms of Article 9.

3. TREATMENT OF FOREIGNERS.

The Committee noted that only ten States had forwarded observations on the recommendations made by it in January 1923 with regard to the treatment to be accorded to foreign persons and organisations duly authorised by law to pursue their occupations in the territory of any State. The Committee decided to await further replies before making a definite report to the Council on this question.

4. FALSE DECLARATIONS.

The Committee, in its report to the Council, recalled the decision whereby it had been deemed desirable to widen the scope of the enquiries into the question of false declarations so as to include fraudulent declarations made in the course of commerce to the prejudice of bodies or persons or administrations other than Customs authorities. The Committee ascertained that the existing law of some countries does not always regard as a punishable offence the making of a false declaration to the prejudice of a foreigner or a foreign State, even when such a declaration would be punishable if made to the prejudice of a national or a national Administration. Consequently, any international arrangements for facilitating the punishment of such false declarations would, in some countries, need an alteration in the criminal law. The Committee, though it had received some useful information on the law of certain countries regarding false declarations generally, thought it better to await the results of the general Economic Conference, which would probably consider the whole question of unfair commercial practices.

In the interval, however, it suggested that the Council should invite the opinion of a few carefully selected jurists and Customs experts, and, in particular, persons possessing administrative experience of *ad valorem* duties, on the judicial and technical aspects of the question of the suppression of false Customs declarations. It accordingly asked the Council to authorise the Secretariat, in consultation with the Chairman of the Committee and the Rapporteurs on the question, to invite a limited number of such experts to meet at the earliest possible date.

The Committee emphasised that it had made this suggestion merely with the object of clarifying the problem and facilitating an eventual decision. It desired to make it quite clear, however, that it had not yet approved, either in principle or in detail, any of the proposals submitted to it regarding false declarations.

The Council on March 11th, 1927, approved the above suggestion.

5. EXECUTION OF ARBITRAL AWARDS.

The Committee noted the interim report of the Committee of Legal Experts which met in January 1927. This Committee had to consider the possibility of framing supplementary articles to the Protocol of 1923 for the purpose of making better provision for the execution of foreign arbitral awards in connection with commercial contracts.

The Committee met again at the end of March 1927, and succeeded in drawing up a draft Protocol concerning the execution of foreign arbitral awards.

The Council, following the examination of this draft and of the report of the Economic Committee which accompanied it has been asked to consider a request that the question of the opening of the Protocol for signature by all the States desiring to adhere to it should be placed on the agenda of the next ordinary session of the Assembly. Pending the decision of the Council on this point, the documents have been communicated to all the States Members of the League, with a request that they should regard them as a basis for the discussion of the question, and inviting them to forward any observations which they may wish to make at a sufficiently early date for them to be examined, if necessary, by the Economic Committee during its next session. This procedure will enable the Assembly to note these observations, together with any comments which the Economic Committee may think it advisable to make. Moreover, it will not prevent the Governments from giving to their delegates any instructions which they may consider necessary as a result of their examination of the documents submitted to them.

6. BILLS OF EXCHANGE.

The Committee examined the report submitted to it by the experts who had been asked to give information as to the really grave difficulties encountered by bankers and merchants in the course of their daily business owing to important divergencies between the laws of different countries in regard to bills of exchange and cheques. The experts had drawn special attention

to the difficulties which, in their opinion, justified an effort to bring these laws into closer harmony. They did not however, feel able to put their suggestions in the form of definite texts, considering that this work should be performed by jurists.

The Economic Committee noted that the experts agreed with its own view that any efforts undertaken should primarily be directed towards an attempt to assimilate or harmonise the laws of countries belonging to the Continental group, and further, that, if such a result could be achieved, a move in the direction of closer harmony between the Continental and Anglo-Saxon systems would be facilitated.

The Committee, now being in possession of a list, drawn up by highly competent authorities, of the principal difficulties caused in practice to international commerce by the existing diversity of laws in the matter of bills of exchange, proposed to convene another meeting of experts, the majority of whom should be jurists, and to request them to proceed to draft the necessary texts of articles to serve as a basis of an international understanding, either in the form of a Convention or of recommendations.

The Council on March 11th, 1927, approved this suggestion.

7. ECONOMIC BAROMETERS.

The Economic Committee took note of the report drawn up by the Joint Committee on Economic Crises, which met in December 1926. This report was reconsidered by the Joint Committee at its meeting on May 1st, 1927.

8. ECONOMIC RELATIONS OF DIFFERENT COUNTRIES.

The Committee held a preliminary exchange of views on the question submitted to it by the Council on December 8th, 1926, to the effect that it should collect methodical and precise information regarding the economic and financial relations of the various States with a view to the possible application of Article 16 of the Covenant.

The Committee appointed a special Sub-Committee to examine this problem in the interval between its twenty-first and twenty-second sessions. It informed the Council that it had been much impressed by the close connection between this question and certain other economic aspects of the problem of the application of Article 16 of the Covenant. Some of these questions had been referred to other organs of the League, and the Committee hoped that before making a final report it might be in possession of the results of the studies to be carried out by those organs.

9. UNIFICATION OF ECONOMIC STATISTICS.

The Committee noted that the Preparatory Committee on Statistical Methodology had completed reports with reference to current international statistics, stocks of cereals, etc., and that such reports would be submitted to the International Institute of Statistics for discussion at its next session, to take place at the close of 1927.

The Committee thought it would be better to postpone, until after the Economic Conference had finished its work, a decision as to the fields of economic statistics in which effective action could be attempted with the greatest hope of success. It recommended, however, that further action should be taken with reference to the very considerable number of resolutions already sent to the International Institute of Statistics on the recommendations of the Preparatory Committee. These resolutions covered international trade, fisheries, prices and indices of economic conditions, censuses of industrial production, etc.

The Economic Committee further suggested that steps should be taken to bring to the notice of the various Governments the importance of adopting uniform methods in the compilation of economic statistics and accordingly recommended that a Conference, to which all Governments should be invited to send official statisticians, should be convened during the course of the year 1928.

The Council, on March 11th, 1927, approved in principle this proposal of the Economic Committee.

B. Work of the Financial Committee.

I. SETTLEMENT OF BULGARIAN REFUGEES.

The preliminary measures necessary for putting into effect a scheme for the settlement of Bulgarian refugees were summarised in the Supplementary Report to the seventh session of the Assembly¹.

The negotiations conducted for this purpose have been successfully concluded and the scheme is now in process of application. It is thought desirable to include in the present report a history of the scheme, a summary of its provisions and a note on the measures which have been taken to carry it into effect.

¹ See *Official Journal*, Special Supplement, No. 44, page 313.

1. HISTORY OF THE SCHEME.

During the almost continuous fighting from the outbreak of the Balkan war of 1912 to the end of 1918, and throughout the troubled post-war period of shifting populations in the Balkans, considerable numbers of refugees entered Bulgaria from the neighbouring countries. In some cases they left their former homes as the result of international conventions to which Bulgaria was one of the parties; in others the departure was unorganised. The official Bulgarian statistics for the period from 1913 to 1925 record that 221,191 refugees of Bulgarian nationality had arrived and remained within the narrowed frontiers of the new Bulgaria. Many of them remained unsettled and continued in the greatest misery. Internally, they naturally formed the material ready to hand for any revolutionary and disruptive forces threatening the social order. As regards external relations, they were not less dangerous. They provided recruits for, and gave shelter to, the comitadjis, whose activities led to so many frontier incidents. Moreover, the presence of so many destitute and miserable refugees, with vivid memories of their expulsion or forced abandonment of their former lands across the frontier — sometimes scarcely out of sight — necessarily constituted a standing menace of more far-reaching and ambitious movements.

It has been obvious for some years, to those who have watched the Balkan situation, that a settlement loan, with the aid of which these refugees could be securely settled in their new country, among those of their own race, would not only relieve an immense mass of human misery but would have a stabilising effect on the whole Bulgarian — indeed the whole Balkan — situation altogether out of proportion to the sum involved.

Till recently, however, the internal situation of Bulgaria, and some factors in its external relations, were not favourable to the successful undertaking of such a scheme through the League. The situation was followed carefully, but as an unsuccessful application for assistance or an abortive attempt to help would have done nothing but harm both to Bulgaria and to the credit of the League, on which ultimate success would depend, no encouragement to make a formal demand was given in earlier years. By the spring of 1926, however, the conditions seemed favourable and the Bulgarian Government made formal application on May 3rd, 1926. The proposals put forward on the responsibility of the Government contemplated the settlement of 30,180 families on the land and the assistance of some 5,000 families in the towns. The standard sum for the full settlement of a family was fixed at 50,000 levas (or about £75) to cover the provision of a house, an ox or cow, a half use of a plough and cart and a fourth use of a harrow, minor implements, seed and subsistence for eight or nine months. This sum compares with the standard figure of about £100 in the Greek refugee settlement scheme, the difference resulting from variations in local conditions and standards. Only 36 per cent of the refugees, however, were believed to be entirely destitute; 20 per cent had the means of subsistence for a few months; 17 per cent had a house and 27 per cent had a house and implements. Allowing for this, it was calculated that about £1,625,000 would be required for settlement on the land (excluding the cost of preparation of land where suitable land was not available). In addition, it was calculated that, if the 5,000 urban families were to be assisted, £150,000 would be required.

The question of the land required for settlement presented a greater difficulty than in Greece, where the departure of the Turks had left recently cultivated land available and where it was possible to find land for practically all the refugees without reclamation work. In Bulgaria the position was different. The standard allowance per family, under the Bulgarian land law, is 5 hectares. Some 10 per cent of the refugees will, however, be settled in districts of intensive cultivation (vines, orchards, tobacco, silkworms), where only half this land will be required to support a family. The general average may therefore be taken at 4 hectares, or a total of 132,000 hectares.

The full plan of expenditure, presented by the Bulgarian Government comprised :

Country settlements	£1,625,000
Town settlements.	150,000
Expropriation	75,000
Clearing	125,000
Drainage	225,000
Communications	450,000
	<hr/>
	£2,650,000

This total was ultimately reduced by the Financial Committee to £2¼ millions, mainly by the omission of the less urgent railway line and the elimination of the estimate for town settlements.

The Financial Committee, at its meeting in June 1926, pronounced definitely in favour of the League proceeding with the enterprise. Before, however, the Council could be properly asked to associate the credit of the League with a loan operation, some important negotiations,

needed to be undertaken. It was necessary that the reparation authorities (the Reparation Commission and the Inter-Allied Commission at Sofia) should agree to release from the general reparation charge the revenues on which it was desired to place a first charge in favour of the new loan, and to institute a system which would safeguard the Bulgarian currency (and consequently, the assigned revenues) from losing their value through reparation payments. At the same time, the Committee recognised the extreme urgency of securing money for expenditure before the winter, which would be impossible if it could only be obtained from a loan issued after the next ordinary sessions of the Committee and Council in September 1926. The Committee therefore proposed to meet again in special session in July, and asked the Council to authorise negotiations for immediate advances for urgent needs if the result were satisfactory.

The Council on June 10th, 1926, approved this proposal, fixing the limit of the advances at £400,000. The three Member States which are neighbours of Bulgaria — Greece, Roumania and the Kingdom of the Serbs, Croats and Slovenes — represented to the Council that it was of interest to them that the system of control should be such as to ensure that the proceeds of the loan would be devoted solely to the objects in view and that the plan of settlement should be such as not to involve danger of frontier trouble. The Council undertook to consult these States in determining the definite form of control.

The required negotiations continued and from July 19th to 23rd, 1926, the Financial Committee met in special session in London, and was able to recommend the President of the Council to authorise the Bulgarian Government to begin negotiations for an advance of £400,000. This sum was obtained in the form of an advance from the Bank of England to the Bank of Bulgaria.

In the meantime, one of the other main obstacles to the issue of a loan had been overcome. Bulgaria owed considerable sums in respect of pre-war loans and, while some payments were being made in respect of these obligations, only short-term arrangements had been made, and the Committee took the view that, unless a definite settlement were reached, the issue of a loan would be difficult or impossible. Early in September 1926 an agreement covering the major part of these debts was concluded, and the problem was so far reduced in dimensions as to present no obstacle to the final approval of the main scheme of settlement at the September session.

On September 2nd, 1926, the Financial Committee met at Geneva. Anxiety had been expressed as to the settlement of refugees near the frontiers. The Committee proposed that, "in principle, the land chosen for new settlement should be a considerable distance (50 kilometers) from any frontier of the three neighbouring States". Exceptions to this principle were, however, contemplated where the characteristics of the region served as an effective natural barrier. Roumania at once agreed to such an exception in a region south of the Danube, and the exact definition of further exceptions in other regions of Bulgaria was deferred till the December session. The principle was also laid down that no expenditure was to be allowed on communications "designed, not for the necessary requirements of the refugees, but for strategic purposes". The main importance of this latter provision was its application to the proposed railway line from Haskovo to Mastanly, to which Greece raised certain objections. On September 20th, 1926, the Council was, however, able to note that Greece had, as the result of declarations made by the representative of Bulgaria, withdrawn its objections to the construction of this railway.

The Committee's report included also a draft Protocol for signature by Bulgaria, embodying the obligations undertaken by Bulgaria and the system of control.

The scheme so recommended was approved by the Council on September 7th, 1926, and the Protocol was signed by the representative of Bulgaria on the following day, September 8th, 1926. The Assembly on September 24th, 1926, approved the work which had been done.

2. SUMMARY OF THE SCHEME.

The outlines of the scheme so negotiated and approved may now be described.

(a) *Object.*

The purpose of the scheme is the establishment on the land of refugees exclusively of Bulgarian nationality.

The refugees to be so dealt with have been estimated provisionally as comprising about 30,180 families (or 60,360 persons capable of work, or some 120,000 persons altogether, including children and other dependants).

The scheme is exclusively one of *land settlement*, and does not, like the Greek scheme, include provision for *urban workers*. It is contemplated that the Bulgarian Government will be able to assist, from its own resources, the relatively small number of urban workers requiring assistance.

Settlement will consist of the provision of land, of housing, of supplies in kind of agricultural implements, cattle, seed and in some cases subsistence for a limited period. In addition, expenditure will be allowed in certain cases for purposes of drainage, clearing and communications.

The total loan is to be devoted "as to about two-thirds to the provision of houses, initial equipment and advances, and as to one-third to the preparation of land, so as to make it suitable for settlement and communications". The latter category of expenditure includes some £125,000 for clearing, £225,000 for drainage and £225,000 for communications (mainly the Haskovo-Mastanly railway line).

(b) *Land for Settlement.*

The Bulgarian Government has undertaken (Article VIII of Protocol), to provide not less than 132,000 hectares of land which is, or may be made, suitable for agricultural settlement (exclusive of pasture land) and the character and situation of which must be approved by the Commissioner. This land must be unencumbered property of the Bulgarian Government. It is contemplated that of the above total about 36,000 hectares may require some work of clearing and deforestation and some 21,000 hectares some work of drainage, for which provision has been made in the estimates of expenditure. The remainder will be land immediately available for cultivation without such preparatory work.

(c) *Issue of the Loan.*

The loan was successfully issued in London and New York on December 21st, 1926.

The sterling block amounted nominally to £2,400,000, of which £1,750,000 were offered for public subscription on the London market, the rest being subscribed by financial undertakings in Italy, Switzerland and the Netherlands. The American block amounted nominally to 4,500,000 dollars. The net yield of the two blocks amounted to £2,873,091. Of this, £625,889 11s. 6d. was used to satisfy the claim of the holders of Bulgarian Treasury Bills issued in France in 1912 and 1913.

The loan was paid into a special account of the National Bank of Bulgaria, and placed under the control of the Commissioner of the League.

(d) *Securities of the Loan.*

The loan is secured by a first charge upon :

- (a) The excise duty on salt ;
- (b) The excise duty on alcohol ;
- (c) The net receipts of the match monopoly ;
- (d) All sums received after September 1st, 1928, in respect of rent or interest due from refugees (sums received from refugees in payment for the purchase of land, buildings or material, or as repayment of advances, will be applied to amortisation) ;
- (e) Other additional revenues to be specially assigned if the above revenues should at any time fall below 150 per cent of the annual sum required to meet the service of the loan.

The competent reparation authority (the Inter-Allied Commission at Sofia) has released the above revenues (a) to (d) and has undertaken to release the further revenues mentioned in (e) if required, and the Bulgarian Government has undertaken to give the necessary first charge.

The Bulgarian Government has undertaken that the assigned revenues shall not be used (*i.e.*, even on the basis of a second charge) as a security for any new loan without the consent of the Trustees (Protocol, Article III, §3).

Trustees have been appointed by the Council of the League to represent the interests of the bondholders of the settlement loan.

The assigned revenues as they are collected are paid into a special account controlled solely by the Commissioner (Protocol, Article IV, §2). After the termination of his office, this account will be controlled by the Trustees. The sums required for the service of the loan are retained and devoted to that purpose and the balance returned to the Bulgarian Government.

The terms of issue include provision for an amortisation fund and a reserve fund (Protocol, Article IV, §3).

(e) *Bulgarian Finances and Currency.*

Apart from the specific securities of the loan, two special precautions have been taken to safeguard the stability of the Bulgarian currency against a depreciation which might diminish the gold value of the assigned revenues.

The scheme is one of refugee settlement, as in Greece, and not of financial reconstruction as in Austria and Hungary, and direct responsibility with regard to the general finances of Bulgaria is not undertaken by the League. Nor is such a responsibility required, for the Bulgarian budget has been balanced (with a surplus) since 1922, and the leva has been stable for about the same period.

Nevertheless, the Financial Committee has taken the opportunity afforded by the settlement scheme to strengthen the position in two important respects.

In the first place, the powers of the National Bank have been carefully examined and, as a result of prolonged study and negotiation, new draft statutes, in harmony with the accepted principles of central banking, have been agreed by the Government. The Committee considers that as a result of these measures the Bank will be established on a satisfactory legal basis.

The second new safeguard is of no less importance. The reparation payments of Bulgaria are prescribed in an agreement of March 1923. The payments last year amounted only to 8 million gold francs, but the annual obligation increases in later years till it reaches in 1934-35 a maximum of a little over 43 million gold francs. The Financial Committee considered that, unless provision was made to secure that demands for such considerable payments in foreign exchange were not pressed without due regard to the exchange position, the stability of the currency might be endangered. After prolonged negotiation, a satisfactory arrangement has been made with the Reparation Commission, which has taken a decision under which payments of reparation will, if the need arises from the point of view of their effects on the exchange, be controlled by a Transfer Committee. The Bulgarian Government may request the suspension, "in whole or in part, in the interests of the stability of the exchange", of the purchase of foreign currency necessary for reparation payments. A Transfer Committee, consisting of three "experts on questions of exchange", will then be appointed: one of these members (the Chairman) being a citizen of the United States of America, or of a country which was neutral in the war, to be appointed by the unanimous vote of the Reparation Commission, or, failing unanimity, by the President of the Permanent Court of International Justice at the Hague; one by the Reparation Commission (after consultation with the Commission at Sofia), acting if necessary by a majority; and a third by the Trustees of the settlement loan. This Transfer Committee will then be responsible for purchasing foreign exchange for reparation payments "to the extent to which it considers that the stability of the Bulgarian currency allows".

(f) *Control.*

In Bulgaria. — The control of the execution of the scheme is in the hands of a Commissioner appointed by, and responsible to, the Council of the League. He resides in Sofia and reports at least every three months to the Council. He has authority to engage personnel, including inspectors, within a budget limit fixed by the Council. The proceeds of the settlement loan and of the advance of £400,000 are paid into an account controlled by him. He is responsible, subject to such instructions as he may receive from time to time, for agreeing to the choice, or the establishment, of the central and local organisations through which the work of settlement will be effected; for taking all precautions to ensure that the money is expended only upon the specified purposes; for certifying the land prepared for settlement as suitable both in character and in position (in relation, for example, to any rules relating to settlement near the frontiers), and for controlling the assigned revenues account.

M. René Charron has been appointed to this office till November 1928. When the work of settlement is completed, the control of the assigned revenues account will pass to the Trustees.

In Geneva. — Normally every three months, and at other times should occasion require, the general progress of the scheme will be examined by the Financial Committee, and by the Council on its advice. The Committee and Council will have before them the reports of the Commissioner, who is likely normally to be present in person to give further information and explanations.

The Council has recognised that the three neighbour Member States are interested in certain aspects of the settlement work, in particular, the choice of land for settlement in the frontier zones. It has recognised the right of these three States to form an advisory committee which may meet in Geneva or elsewhere, but not in Bulgaria. The three States, or any one of them, can ask for information from, or present observations to, either the League or the Commissioner, and will receive copies of official documents submitted by the Commissioner to the Council on such questions as they claim to affect specially their interests. Any one, or all three, may (with or without prior consultation in the advisory committee) send a letter to the Council on a subject affecting its or their interests in the sense of Article 4 of the Covenant, and in that case the State or States concerned would be present at the Council as Members during the consideration of such a letter.

3. PROGRESS IN THE APPLICATION OF THE SCHEME.

(a) *Legislation of the Bulgarian Government.*

A considerable portion of the legislation required to carry out the settlement scheme, was passed by the Bulgarian Parliament on September 30th, 1926. It provided for the ratification of the Protocol, the acceptance of an advance of £400,000 from the Bank of England in anticipation of the loan, and the assignment as security for this advance of certain specific revenues. Full powers were conferred on the Cabinet to take by decree all necessary measures for the

employment of the advance and for the settlement of the refugees. Further legislation, relating to the new statutes of the National Bank, as approved by the Financial Committee, was passed in November 1926, and came into force on January 1st, 1927.

The Bulgarian Government, under Article 6 of the Protocol, undertook to centralise all its existing services and organisations dealing with refugees under one authority in such a manner as to establish to the satisfaction of the Commissioner an organisation capable of ensuring the proper utilisation of the loan. This organisation was set up by the Bulgarian Government under a law voted on December 9th, 1926, and promulgated on December 14th. Under this law a Director-General for the Settlement of the Refugees was appointed, with wide powers, under the authority of the Prime Minister. The Director-General was made responsible for all work connected with the execution of the plan, either directly through his own staff or through certain Government departments.

(b) *Preparation of the Plan of Settlement.*

The first duty of the General Directorate established by the Bulgarian Government was to draft the plan of settlement and this work was carried forward in January and February 1927, the provisional results being available for consideration by the Financial Committee during its session held in March.

The plan included a census of the families in need of relief, a description of the relief to be granted to each family, particulars as to the amount of land available and the work to be done in preparing it, together with an approximate estimate of the cost of settlement under each of these items.

The total estimated expenditure for the scheme as thus provisionally planned was estimated at about 1,221 million levas, or £1,817,000. In that figure, however, certain expenses which could not at that early stage be estimated were not included.

The total area of land included in the plan and available for settlement was 175,000 hectares, which was in excess of the area required under the Protocol. Part of this total area, however, could not be used, either because its preparation would be too costly or because its situation rendered it unsuitable for settlement in view of certain decisions taken by the Council.

(c) *Execution of the Plan.*

The Bulgarian authorities, working in co-operation with the Commissioner of the League, proceeded at once with the preliminary work of settlement without waiting for the general plan to be finally established. In the period between November 15th, 1926, and February 15th, 1927, 1,547,065 kilogrammes of seed were distributed to 4,110 families at a total cost of over 10 million levas. The General Directorate also prepared plans and estimates for the construction of dwellings, and issued instructions to the competent services to draw up plans for the draining of marshes or flooded areas, and the construction of the railway from Rakowsky to Mastala.

These activities were reviewed by the Financial Committee and approved by the Council in March of the present year.

(d) *The Frontier Question.*

The Council in September 1926 recognised that certain special questions, such as the situation of the refugees in relation to the frontiers were questions affecting the interests of the neighbouring States. It laid down that, in principle, the land chosen for new settlement should be at a considerable distance (50 kilometers) from any frontier of the three neighbouring States, and that exceptions should only be made to this rule in the case of the settlement of unimportant numbers of refugees, or the settlement of a large number in a district where the characteristics of the region served as an effective natural barrier.

This question of settlement in the neighbourhood of the frontiers has given rise to a good deal of negotiation and discussion, and the Financial Committee has found it necessary to consider carefully the application in detail of the principle laid down by the Council. During its sessions in December 1926 and March 1927, it submitted to the Council recommendations in regard to the application of the principle and the exceptions which might reasonably be allowed in particular districts. These recommendations, made after considering letters and observations from the representatives of the neighbouring States and the reports of the Commissioner, were adopted by the Council in March 1927.

II. SETTLEMENT OF GREEK REFUGEES.

The Financial Committee, in its report to the Council in June 1926, suggested that its next session might furnish an appropriate opportunity for a comprehensive report upon the progress of the work of settlement.

The Committee, however, on meeting in September 1926, in view of the recent change which had taken place in the Government of Greece, considered it advisable to postpone its more detailed report on the future of the settlement work until its next session in December. It observed, however, that the general progress had been good and that the relations between

the Government and the Commission had been very satisfactory. There was only one matter to which the Committee felt it necessary to draw attention, namely, the contract of a loan by the Greek Government during the summer with a Swedish company, in order to meet the outstanding deficit in the Greek budget for 1925-26. The Committee pointed out that the Greek Government, under Article 6 of the Protocol for the Settlement of the Refugees, had undertaken not to create any charges on its revenues by way of security for any loans not intended either for productive purposes or for carrying out its obligations under the Peace Treaties.

The Financial Committee again considered the progress of the work of settlement during its sessions held in December 1926 and March 1927. In December 1926, no question arose in regard to which a decision appeared to be necessary. In March 1927, the Financial Committee carefully examined information supplied by M. Dendramis, Chargé d'Affaires at Berne, and M. Manjavinos, Director in the Ministry for Finance, with regard to the general budgetary and financial position of Greece, and, in particular, to Article 6 of the Protocol of September 1923, under which the Greek Government had undertaken to make and to persist in making every effort to secure as soon as possible a complete equilibrium between the ordinary receipts and the expenses of the State. The Committee reported that in this connection it was desirable in any case to have fuller information than was then available, and it requested the Secretariat of the League to collect as complete information as possible before the next session of the Committee in June. But it also noted the statement of the Settlement Commission that the work of establishment could not be satisfactorily completed without an additional loan, and added that, though no application for such a loan had been made by the Greek Government, it was essential that the Committee should, if such an application were made at some future time, be in a position to form a clear picture of the whole financial situation.

III. FINANCIAL RECONSTRUCTION OF AUSTRIA.

1. *Issue of Austrian Treasury Bills.*

The Financial Committee, in September 1926, approved the text of the draft law for the issue of Austrian Treasury bills which the Council had, in principle, approved during its June session¹.

The Federal Government is authorised to issue bills of not more than six months' duration to an amount not exceeding 75 million schillings; the proceeds to be used only to meet temporary needs of the Treasury and not to cover final expenditure. It was also provided that six months after the first issue of these bills, the State debt to the Bank should be reduced by 50 million schillings taken from the proceeds of the reconstruction loan.

2. *Releases from the Balance of the Reconstruction Loan.*

The Financial Committee, during its session held in September 1926, agreed in principle, and subject to the submission of a detailed programme of expenditure, to a request from the Austrian Government for the release, in accordance with the Council resolution of December 9th, 1925, of the available balance of the reconstruction loan for productive expenditure within the limits of the budget for 1927. This balance was estimated at about 60 million schillings, a figure which included the Swiss Government loan of 20 million Swiss francs.

A detailed programme for the expenditure of this sum was approved in December 1926, and the balance of the loan has been released in accordance with the request of the Austrian Government.

IV. FINANCIAL RECONSTRUCTION OF HUNGARY.

1. *Final Report of the Commissioner-General.*

The Financial Committee, during its session of September 1926, considered the final report of the Commissioner-General for Hungary, which gave a summary of the results of the whole reconstruction plan.

The Commissioner-General stated that, while the level of the budget was higher than that contemplated in the reconstruction plan, there appeared to be no reason why it should not be permanently maintained. He pointed out, however, that Hungary would henceforth be assuming full responsibility for the management of its own finances, and that great pressure would doubtless be brought to bear upon the Government to increase the level of all forms of expenditure. The Financial Committee, in noting these observations of the Commissioner-General, expressed the conviction that the Hungarian Government would firmly and consistently resist any measures which might imperil the results which had been achieved.

¹ See Supplementary Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 44, page 310.

Mr. Royall Tyler has been appointed as representative of the Trustees of the reconstruction loan in Budapest and as the agent of M. ter Meulen, the member of the Financial Committee in charge of the account of the balance of the reconstruction loan.

2. *Balance of the Reconstruction Loan.*

The Council, on the recommendation of the Financial Committee, authorised in March 1927 the allocation of a further 50 million gold crowns from the balance of the reconstruction loan for productive investment during the financial year 1927-28 in accordance with a definite programme. It was understood that the conditions as to the release and supervision of this further sum would be the same as those in force since July 1st, 1926, in connection with previous releases.

V. BANKING AND CURRENCY REFORM IN ESTONIA.

The Estonian Government, as early as September 17th, 1924, requested the Council of the League to procure an authoritative opinion on the financial and monetary position of Estonia. The Financial Committee was accordingly asked by the Council to study the matter, and two members of the Secretariat of the League visited Estonia in January 1925 and submitted a report, which was approved by the Financial Committee and adopted by the Council in March of that year.

The report of the Financial Committee contained recommendations that the existing statutes of the Bank of Estonia should be amended so as to make the Bank completely independent of the State, that the metal reserve of the State should be handed over to the Bank of Estonia, and that the State note circulation should be transferred and amalgamated with the Bank. Moreover, the Financial Committee expressed the view that, before the situation could be considered normal, it would be necessary to relieve the Bank of the large quantity of frozen credits with which it was burdened, and it suggested that the Estonian Government might consider the question of founding a mortgage institute to take over all long-term operations hitherto effected by the Government.

Two years later, the Estonian Government, in order to carry out these recommendations, again approached the Financial Committee and requested its advice. M. Janssen, a member of the Committee, visited Estonia in November 1926, and submitted a report to the Committee, supplemented by verbal explanations. The Committee received, in addition, further explanations from M. Sepp, the Finance Minister of Estonia, and Mr. Williamson, Financial Adviser to the Estonian Government.

The Committee noted that the Estonian budget had been balanced since 1922, and that the economic condition of the country had materially improved during the past two years. The Central Bank, however, was burdened with a large amount of frozen credits. In order to carry out the monetary reform, and to render liquid the position of the Bank, it would be necessary for the Estonian Government to raise a foreign loan secured by specific revenues.

The Financial Committee agreed with the Estonian representatives upon a scheme which included a currency law and the reform of the statutes of the Bank of Issue. The Committee recommended that the currency system should be based on the gold exchange standard, that the Bank should have the sole right of issuing notes, that the long-term assets of the Bank should be transferred to a special mortgage institute under the direct control of the Government with a view to their gradual liquidation, and that the foreign loan should be an international loan yielding a net sum of £1,350,000. The Committee suggested that the loan should be secured by the excise duties on tobacco, beer, matches and other minor articles.

A Protocol regarding currency and banking reform in Estonia was drafted by the Committee. It contained provisions for the raising and employment of the proposed loan, the assignment of securities, the appointment of a Trustee to act on behalf of the League, the legislation required for the necessary financial reforms and the appointment of an Adviser to the Bank. The Protocol was signed on December 10th, 1926, by the Estonian Minister for Finance.

The Financial Committee at the same time appointed a Sub-Committee to approve on its behalf the draft laws which the Estonian Government undertook, under the Protocol, to submit to the Estonian Parliament. This Sub-Committee, in co-operation with experts of the Estonian Government, approved the texts of these laws, and submitted to the Financial Committee in March 1927 a report on the results of its work.

The Financial Committee thereupon authorised its Chairman to approve the conditions of the loan on its behalf in accordance with the provisions of paragraph 4 of Article 1 of the Protocol.

The Council of the League had in December 1926 approved the issue of the loan, subject to the fulfilment of the conditions recommended by the Financial Committee, and during its March session (1927) it further approved the arrangements made by the Financial Committee in regard to the issue of the loan and the banking and currency reforms.

VI. FINANCIAL SITUATION OF THE FREE CITY OF DANZIG.

The Financial Committee, during its session held in September 1926, examined the progress made in carrying out the suggestions which it had put forward in July with a view to securing the restoration of budgetary equilibrium in the finances of the Free City of Danzig ¹.

The Committee was unable at that time to make a definite recommendation for the issue of a loan on behalf of the Free City. It noted that the Danzig authorities, while they had adopted a supplementary budget for the current financial year with a view to reducing the estimated deficit, were taking measures which would have the effect of increasing taxation rather than reducing expenditure. The Committee felt, moreover, that, before it could recommend the issue of a loan, arrangements would have to be made for the settlement of certain outstanding questions. These included an elucidation of the position of Danzig regarding its liabilities under the Peace Treaty, a definite conclusion of the negotiations with Poland for the distribution of Customs duties, and arrangements for the organisation of the tobacco monopoly, on which a portion of the prospective revenue of Danzig would depend.

The Committee stated in September that, if the Free City were able by December to report definite arrangements on these points, it would be prepared, subject to the Treaty rights of the Polish Government and to the assignment of the necessary securities, to recommend a loan of approximately 30 million gulden, provided the Free City submitted a definite and satisfactory plan of further economies such as would secure budget equilibrium.

The Committee observed that the necessary reforms should include the following points :

- (a) A detailed scheme for securing budget equilibrium, fixing a maximum figure for budgetary expenditure in 1927 and 1928 ;
- (b) Reduction in the number of officials, amounting, together with any reduction found possible in the number of members of legislative bodies, to a total of not less than 400 in each of the next two financial years ;
- (c) The reduction in salaries, adopted for a period of four years only, should be made without a time-limit ;
- (d) A simplification of the budget and accounting system, and the periodical publication of returns of cash revenue and expenditure and of liabilities by the Free City and the Municipality of Danzig.

The Committee, in December 1926, noted that substantial progress had already been made.

(a) The negotiations with Poland regarding the allocation of Customs duties had led to the signing of an agreement in Geneva on September 20th. This agreement, which had already been put provisionally into force, though it still awaited ratification, gave a satisfactory basis for the balancing of the Danzig budget.

(b) The Senate had adopted an amended budget for the financial year 1926 and had limited the total net expenditure for 1927 and 1928 to specified sums, which the Committee regarded as satisfactory.

(c) The Senate had undertaken to reduce the number of officials by 400 in the budget for 1927 as compared with the budget for 1926, and 200 in the budget for 1928, whilst it thought a further reduction of 200 might be possible.

(d) The Senate had submitted to the Financial Committee certain suggestions as to the simplification of the budget and the accounting system which the Committee considered would be an improvement. An agreement had also been reached regarding the form in which the returns of cash revenue and expenditure and of liabilities would be periodically published in future.

(e) The Senate had obtained from nearly all the State and municipal officials a declaration that they abandoned voluntarily a part of their salaries (in certain cases up to 13 per cent). This arrangement was to be binding till the Senate declared that the exceptional financial difficulties had ceased to exist.

(f) The Senate had obtained from the Volkstag full powers to take the necessary measures for the introduction of a tobacco monopoly. The Senate had adopted a decree on this subject.

(g) The Senate had submitted to the Volkstag a Bill relating to unemployment relief, with a view to reducing the fiscal burden of the State.

Further, the Danzig Government was about to negotiate with the competent authorities for a settlement of the Peace Treaty liabilities, and had asked that the amount of the loan should be increased in order to meet payments under this head. The Committee said that it would agree to an appropriate increase of the loan.

¹ See Supplementary Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 44, page 315.

It further recommended that the securities to be assigned for the service of the loan should be the receipts of the tobacco monopoly, and, if necessary, the excise on spirits, it being understood that further revenues would be assigned if these should amount to less than 150 per cent of the sum required for the service of the loan.

Though the Committee was unable definitely to recommend the issue of a loan, it asked the Council to give the loan a conditional approval, to take effect as soon as the Committee was satisfied that the necessary measures had been taken. These included a final approval of the Customs Agreement of September 20th, 1926, by Poland and Danzig, the definite conclusion between Poland and Danzig of a satisfactory agreement for the introduction of the tobacco monopoly, an undertaking by the Senate that the number of officials would be reduced by a further 400 during the financial years 1927 and 1928, and the notification of an agreement between Danzig and the competent authorities as to the settlement of the obligations of the Free City under the Peace Treaties.

When the Financial Committee met in March 1927, two important conditions remained to be fulfilled. Difficulties had arisen between the Governments of Poland and Danzig in regard to the execution of the Customs Agreement of September 20th, 1926, and the two parties were still not agreed as to the means of forming an international consortium with a view to the introduction of a tobacco monopoly. The Financial Committee succeeded in framing recommendations in regard to these points to which the Polish and Danzig representatives were asked to accede. The Danzig Government accepted the recommendations and the Polish Government stated that it was prepared to communicate them to the Polish Customs authorities in order that the latter might give them sympathetic consideration.

The Danzig Senate submitted to the Committee during the March session a programme of expenditure of the proceeds of the loan. The Committee expressed the view that the proceeds should not exceed 40 million gulden, exclusive of incidental expenses. Of this sum, 14 million gulden are to be applied to the consolidation of the floating debt, 15 million to a settlement of the claims of the Conference of Ambassadors and the Reparations Commission, and 11 million gulden to the construction of houses.

It was understood that the loan contract would provide for a system of control designed to ensure that its proceeds were used in accordance with this programme, and that this control would be exercised by one or more trustees appointed by the League. The trustee or trustees would also control the securities assigned to the service of the loan.

The Committee authorised its Chairman to approve the loan contract on its behalf, and recommended that the President of the Council should be authorised by the Council to appoint the trustee or trustees on the proposal of the Chairman of the Financial Committee if it should be necessary to make the appointment in the interval between Council sessions.

The Council approved the recommendations of the Financial Committee during its session held in March 1927. At the same time, it noted a request submitted by the Senate of Danzig, in a letter dated March 4th, asking for authority to devote a sum of £16,000 from the loan for the enlarging of the Kaiserhafen municipal wharf. The Council decided to ask the Financial Committee for its advice on this question.

VII. DOUBLE TAXATION AND FISCAL EVASION.

The Committee of Experts on Double Taxation and Fiscal Evasion has held three sessions. The first two sessions took place at Geneva from May 17th, to May 22nd 1926, and from January 5th to January 12th, 1927. The third session was held in London from April 5th to April 12th, 1927.

The work done by the Committee during the first of these sessions was summarised in the Supplementary Report to the seventh ordinary session of the Assembly¹.

The work on double taxation and fiscal evasion may be divided into three phases :

1. A theoretical study of double taxation entrusted to four expert economists (report published in March 1923, document F.19).

2. An administrative and practical study of double taxation and fiscal evasion entrusted to high officials in the fiscal administrations of the various countries (resolutions and report presented to the Financial Committee in February 1925, document F.212).

3. The framing of draft conventions by an enlarged Committee (report and draft conventions, document C.216.M.85.1927.II).

The draft conventions are four in number :

- (a) Convention for the prevention of double taxation ;
- (b) Convention for the prevention of double taxation in regard to the special question of succession duties ;
- (c) Convention on administrative assistance in matters of taxation ;
- (d) Convention on Judicial assistance in the collection of taxes.

Further, in order to permit of a systematic and continuous international co-operation in this field, the Committee suggests the appointment, under the auspices of the League of

¹ See *Official Journal*, Special Supplement No. 44, page 316.

Nations, of a technical body whose principal task would be to hasten the solution of problems of double taxation and of administrative and judicial assistance. The report of the Committee contains a special chapter in which the duties of this body are indicated.

The Committee, after a thorough discussion, was obliged to recognise, in reference to the conventions which it framed, that, owing to the diversity at present existing between the legal and fiscal systems of the various countries, the time did not yet appear to be opportune for the conclusion of collective conventions between States. The Committee thought, however, that it was possible to prepare model bilateral conventions, and it considered that the generalised adoption of these conventions would in itself constitute an appreciable progress towards the unification and codification of the rules followed in the various countries.

One of the principal preoccupations of the Committee was to decrease as far as possible the barriers to the free development of international relations which at present resulted from numerous cases of double taxation and cases of fiscal evasion which are inseparable from excessive taxation.

The Committee was helped in its task by a delegation from the International Chamber of Commerce, which attended its meetings in an advisory capacity with the authority of the Council of the League. The Committee was also assisted by members of the Advisory and Technical Committee for Communications and Transit.

The Committee of Experts submitted a provisional report to the Financial Committee in March 1927. This report was embodied by the Financial Committee in its own report to the Council. The Council, during its session held in March 1927, adopted the report of the Financial Committee.

VIII. COUNTERFEITING CURRENCY.

The Financial Committee had decided last year to send a questionnaire to banks of issue in the various countries in order to obtain their opinion on a proposal submitted to the Council on June 10th, 1926, by the French Government for the preparation of a draft convention to deal with the crime of counterfeiting currency¹.

The Financial Committee, during its session held in December 1926, examined replies which had been received from twenty countries. It noted that nearly all the banks of issue which had replied were in favour of the conclusion of an international convention, and it took the view that such a convention should contain proposals both for legislative measures and for measures of co-operation between the judicial authorities and the police in the different countries.

The Committee did not think it necessary to insist upon the unification of the laws of the different countries, but that it would suffice if, under the convention, the various States accepted certain common principles, namely :

- (a) All practices of counterfeiting should be covered by the law.
- (b) All these practices should be prohibited and penalised without its being necessary to prove intent to defraud ; in the absence of intent to defraud, the penalty might be lighter.
- (c) All counterfeiting or uttering of counterfeit money should be regarded as an ordinary criminal offence for which the State would prosecute.
- (d) A State on whose territory the offence of counterfeiting or uttering the currency of another State was committed must punish this offence with the same severity as if the criminal acts had concerned its own currency. Such treatment should depend neither upon reciprocity nor adhesion to a convention.
- (e) A State whose nationals counterfeited or uttered foreign money outside the country must punish such nationals as if the crime had been committed in the country. An exception to this obligation would be made in the case of a State which undertook to extradite its own nationals who had committed the crime of counterfeiting abroad.
- (f) The principle of extradition for counterfeiting must be regulated on a uniform basis. The convention might — by distinguishing between the State on the territory of which the crime was committed, the State whose currency was counterfeited and the State to which the criminal belonged — fix the order in which States could demand extradition.

The Financial Committee recommended that a small mixed committee should be appointed, consisting of specialists in international criminal law, prosecution authorities, delegates of the banks of issue and one or two representatives of the Financial Committee, in order to study the question in detail and to elaborate a draft Convention.

The Council adopted this recommendation on December 9th, 1926.

¹ See Supplementary Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 44, page 316.

IX. FINANCIAL ASSISTANCE TO STATES VICTIMS OF AGGRESSION.

In connection with the work of the Preparatory Commission for the Disarmament Conference, the Council, on December 8th, 1926, requested the Secretary-General to ask the Financial Organisation of the League to consider proposals submitted by the Finnish delegation with a view to the establishment of a common scheme of financial assistance in support of a State which was the victim of aggression.

The Committee examined the Finnish memorandum during its session held in March 1927, and invited the representatives of Finland, M. Erich, M. Holsti, and M. Ryti, to explain the ideas underlying their proposals.

The Committee thought it desirable, in view of the great importance of the question and the technical character of the considerations involved, to devote further time to its study before expressing any opinion as to the financial scheme which would be best calculated to achieve the desired object. The Committee hoped that it would be in a position to submit a report on the subject in June 1927.

X. PUBLICATION OF MONETARY AND BANKING LAWS.

The Financial Committee, during its March session, considered a suggestion that a collection of the monetary and banking laws of the world should be made and published by the League of Nations.

It expressed the view that, in any case, these documents should be available in the Secretariat, and that the Secretariat should make a collection, in the original languages and so far as already available in French and English, of monetary laws, central bank laws, central bank statutes and conventions between the central banks and the Governments, in so far as these documents were published and in force.

It deferred its opinion whether the information collected should be translated and published until it might be in a better position to estimate the work and expense involved.

II. ORGANISATION FOR COMMUNICATIONS AND TRANSIT¹.

Since the seventh ordinary session of the Assembly, the Advisory and Technical Committee for Communications and Transit and the various bodies constituted by it have been particularly concerned with the preparations for the Third General Conference on Communications and Transit, which, in conformity with the decisions of the last session of the Assembly, has been summoned by the Council, and is to meet at Geneva on August 23rd, 1927. The Assembly, during its eighth session, will learn the results of this Conference and can then form an idea of the whole of the work done in this connection. It will be sufficient for the moment to mention the agenda of the Conference.

The Third General Conference on Communications and Transit is to undertake the revision of the Regulations for the Organisation of General Conferences, and those of the Committee for Communications and Transit, and also of the Rules of Procedure for General Conferences. These texts were adopted at the Barcelona Conference and since then have been very little altered. It appears advisable, and even necessary, to re-draft a large number of the provisions in the light of the experience acquired. Definite proposals have been drafted by the Legal Committee of the Transit Committee and by the Committee itself, and on these the discussions at the Conference will be based. The Conference will likewise have to renew the membership of the Advisory and Technical Committee.

The Advisory and Technical Committee also had to act on a suggestion made by the Assembly during its last ordinary session. On the proposal of the Rapporteur to the Assembly, the Colombian delegate, the Assembly asked the Advisory and Technical Committee to organise an exchange of information with distant countries, and expressed the hope that the Conference would give particular attention to the question of improving technical liaison between the work of the Organisation for Communications and Transit and non-European countries. The Committee for Communications and Transit adopted the following resolution in this connection :

“ The Advisory and Technical Committee for Communications and Transit ;

“ Taking note of the resolution adopted at the last Assembly of the League ;

“ Desirous of securing the closest possible liaison between the Committee and competent authorities and bodies in the different countries and of exchanging with such authorities and bodies the most practical and mutually beneficial services, while

¹ This chapter constitutes the report submitted by the Advisory and Technical Committee for Communications and Transit to the Council, to be forwarded to the Assembly, on the work of the Organisation for Communications and Transit between the seventh and eighth sessions of the Assembly.

providing for the receipt by the Secretariat of general information essential for the performance of the work entrusted to the Communications and Transit Organisation :

“ Considers it necessary to arrange accordingly for the regular collection and exchange of such general information on communications and transit as is likely to affect international co-operation.

“ It is, however, understood that no fresh work would thereby be requested of any Government and that duplication of the work of any existing organisation would be strictly avoided.

“ The Committee is of opinion that this work, which could not be performed without the co-operation of all the competent bodies and authorities in the various countries, would be greatly furthered by an examination of the problem by representatives of these countries at a General Conference on Communications and Transit.

“ And decides, for that purpose, that the question of the action to be taken on the present resolution should be placed on the agenda of the Third General Conference, on Communications and Transit.”

The work of the Conference with regard to this question has been prepared by the Committee and the various permanent specialised committees, which have drawn up a concrete programme of the information to be collected and exchanged with the various administrations concerned. The Third Conference will be asked to examine this programme and the methods of carrying it out.

Lastly, the Passport Conference held at Geneva in May 1926 adopted the following resolution :

“ The Conference considers it desirable that certain facilities for travelling should be granted to persons without nationality, and requests the League of Nations to prepare, with the assistance of experts of those States most immediately concerned, a draft arrangement based upon the principle of the introduction of an internationally recognised identity document.”

On the proposal of the Advisory Committee, this question was entered by the Council on the agenda of the Third General Conference.

The Conference will have at its disposal not only the texts prepared by the Committee of Experts but also a statement of views expressed at the discussions of the Committee for Communications and Transit when it examined the report of the Committee of Experts.

* * *

Apart from the preparatory work for the Third General Conference, the Advisory and Technical Committee and its various special Committees have carried on the enquiries in hand, which have already been reported to the Assembly, in the various spheres of communications.

1. TRANSPORT BY RAIL.

The Permanent Committee on Transport by Rail held a session in London on October 29th and 30th, 1926. It examined certain questions submitted by the Council regarding the application of Article 304 of the Treaty of Trianon. This article concerns the conditions of operation of the railway system of the former Austro-Hungarian Monarchy, which was divided among several States. The Committee assisted not only in examining the general questions regarding the exchange of information mentioned above but also in studying the problems of combined transport and of communications concerning the League of Nations in times of emergency. It settled the conditions under which the users of railways could co-operate with the work of the Committee.

The Committee is carrying on its work in liaison with the International Railway Union and with the International Chamber of Commerce.

2. PORTS AND MARITIME NAVIGATION.

The Committee for Ports and Maritime Navigation met in London from February 3rd to 5th, 1927. All its resolutions were confirmed later by the Advisory and Technical Committee itself. The following questions, in particular, were examined.

(a) *General Duties of the Committee.*

The Committee wished to clear up all misunderstanding about its duties with regard to the examination of technical questions. It considered that :

(1) In a general way, technical questions relating to instruments and means employed in transport services, such as the construction and equipment of ships and ports, should not, as such, be dealt with by the Committee ;

(2) That, nevertheless, difficulties of a technical character connected with such instruments and means of transport might have an embarrassing effect on international traffic and that, in such a case, they might be examined by the Committee and, if necessary, brought to the notice of the competent authorities or dealt with in another manner.

(b) *Buoyage and Lighting of Coasts.*

The Permanent Committee for Ports and Maritime Navigation, during its first session, considered that any progress made in drawing up a uniform system of regulations applicable to buoyage, the lighting of coasts and the setting-up of signals and tide staffs, etc., would assist maritime transport, and, in order to prepare the work of an ultimate international conference, it appointed specialists to examine these questions.

A Technical Committee was set up, and held several sessions in co-operation with the International Hydrographic Bureau at Monaco. The Permanent Committee for Ports and Maritime Navigation has taken note of its report, which contains a very thorough study of the question, and which is to be supplemented, with regard to enquiries into certain special aspects of the problem affecting countries situated on the Baltic Sea, at a meeting to be held at the end of June, in Sweden and Finland. The Committee for Ports and Maritime Navigation has asked the Transit Committee to forward the report to all the States concerned. The remarks of the technical services of these States are expected by the end of the year.

(c) *Maritime Tonnage Measurement.*

The Technical Committee which had previously been set up by the Committee for Ports and Maritime Navigation to deal with the unification of maritime tonnage measurement held its first session in the autumn of 1926, and was composed of experts from the various maritime countries concerned, including the Union of Socialist Soviet Republics. Its task was defined by the Committee for Ports and Maritime Navigation, which asked it :

(1) To ascertain the extent to which differences arise in the ascertainment of the tonnage assigned by the competent authorities of different nationalities to the same ship or to ships of substantially the same class or type under the existing systems.

(2) To suggest what steps can be taken to secure practical equality to ships under all flags under the existing systems. If the Committee considers that, in practice, the equal treatment of ships of all flags cannot be obtained by applying the methods and rules now in force, the Technical Committee will forward a reasoned report on the subject to the Permanent Committee for Ports and Maritime Navigation, in order that the situation thus brought about may be examined.

By thus defining the Technical Committee's duties, it was possible to clear up a certain amount of misunderstanding and to make this Committee more completely representative of all the interests involved. Since the meeting of the Committee for Ports and Maritime Navigation, a Sub-Committee appointed by the Tonnage Committee, comprising members of this Committee who had special practical experience of tonnage measurement, has met in London, under the Presidency of the chief of the competent department in Great Britain.

(d) *Treatment of Captains and Crews of Ships in Port.*

The Committee for Ports and Maritime Navigation considered various notifications regarding certain difficulties affecting the normal relations in ports between captains and crews and the shore. The following resolution on the subject was adopted :

“ The Permanent Committee for Ports and Maritime Navigation is of opinion that it would be desirable to draw the attention of the Governments to the necessity, in the interests of international commerce, of giving captains and crews of ships in ports all reasonable facilities for going ashore in the ports at which the ship touches, so long as the general legislation concerning police regulations, emigration, etc., is complied with. ”

3. WATER TRANSPORT.

(a) *Standardisation of Inland Navigation Statistics.*

At the instigation of the Permanent Committee for Inland Navigation, a special Committee has begun an enquiry into the question of the standardisation of inland navigation statistics which had previously been mentioned in the Assembly. Such standardisation, especially if co-ordinated with the similar work in progress with regard to transport by rail, or with any work that might be contemplated in connection with Customs nomenclature, would be of genuine importance to international trade.

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

As the Committee on Private Law in Inland Navigation met at the end of May 1927, the report of its meeting will be included in the Supplementary Report on the work of the Council, to be submitted to the Assembly.

(c) *Timber-floating on the Niemen.*

The Permanent Committee on Inland Navigation was to enquire, at its last session, into the regulations laid down by the Lithuanian Government for timber-floating on the Niemen. In the hope that a general improvement in the present state of affairs would result from negotiations between States, the Committee adjourned the examination of this question.

4. ROAD TRAFFIC.

The Permanent Committee on Road Traffic met at Vienna from April 25th to 28th, 1927. It dealt in particular with the question of standardising road regulations. The Conference on Road Traffic held in Paris in April 1926 drew up a Convention on the subject, which has so far been accepted by only a small number of States, and which contains only a few general principles. Extensive work in connection with the comparison of the different systems of regulation in force, especially in Europe, is necessary, and has been undertaken by the Committee, which adopted the following resolution :

“ The Committee,

“ Referring to its previous declarations as to the great importance for public safety of unifying the rules of the road ;

“ Whereas this unification is of special importance for the road systems which cross the numerous frontiers of the States of Continental Europe :

“ Urges once more that in these States the rules of the road regarding the side to which traffic is directed should be unified at the earliest possible date ;

“ Without considering the question whether keeping the traffic to the left or the right side of the road offers the greatest advantages, but taking into account solely existing facts,

“ It is of opinion that unification of the rules of the road regarding the side to which traffic is directed could be most expediently and easily effected in the States of Continental Europe by the adoption of the rule of keeping to the right, this rule being already in force in the great majority of these States. ”

The Committee likewise submitted various recommendations for the standardisation of signals on the road and in towns. It appeared to the Committee that the hoped-for progress towards the standardisation of regulations relating to road traffic was particularly desirable from the point of view of the safety of motor traffic.

5. COMBINED TRANSPORT.

The Assembly is aware of the circumstances in view of which the Advisory and Technical Committee for Communications and Transit considered that it was one of its special duties, as a co-ordinating organisation in respect of transport matters, to enquire into and promote every advance which would lead to the extension of combined transport between different methods of transport, by the institution of a single transport document covering the whole distance.

A Special Committee was set up, composed of experts on railway, inland water, motor, air and sea transport. The International Chamber of Commerce and the International Railway Union were also represented on the Committee, which held its first session on December 20th and 21st, 1926.

The Committee, after this first meeting, was of opinion that, although opinions might vary as to the best means of assuring co-operation between the various methods of transport, the principle of such co-operation and any attempts that might be made in the interest of shippers to promote it by establishing, whenever practicable, a single transport contract must meet with the Committee's approval.

It should, however, be clearly understood :

(a) That the fact that the League of Nations is dealing with this problem does not imply any preconceived idea as to the methods most suitable for bringing about the settlement of the problem, nor that the work undertaken should necessarily involve, in every case, the conclusion of agreements between Governments or even the making of recommendations for Government action. Conventional or legislative measures or free commercial agreements might be provided for, according to the circumstances of each case, and perhaps also according to the various means of transport concerned ;

(b) That the study of the problem as a whole should be continued, if necessary by stages, the various forms of combined transport being dealt with separately and in succession. In respect of the various means of transport, conditions may be very different, and the problems connected with some combinations may be more easily and more speedily solved than those connected with others ;

(c) That the possibility that in certain cases single transport contracts may be provided for in no way implies any necessity to change the extent and the nature of the responsibility of the carriers as at present laid down in respect of each means of transport ;

(d) That the solutions which may eventually be proposed should never, either directly or indirectly, encourage the establishment of transport monopolies or of discrimination as between flags or nationalities.

For the purposes of the studies to be undertaken, the special Committee has divided combined transport into five different categories : combined transport between railways and inland navigation ; combined transport between railways and maritime navigation ; combined transport between railways and motor vehicles ; combined transport between railways and air navigation ; combined transport between maritime navigation and inland or air navigation.

The special Committee noted that, in the case of certain traffic, some practical experience has already been acquired in respect of these categories of combined transport. Combined transport between railways and maritime navigation seems, however, to raise particular difficulties, except in the case of certain special and regular traffic and in that of shipping companies whose traffic may be regarded as a mere extension of transport by rail or which are in close administrative connection with the railway administrations.

The remarks made by the Committee for Ports and Maritime Navigation had confirmed the necessity of special precautions with regard to combined transport by railways and maritime navigation, but an enquiry can be undertaken immediately in regard to combined railway and inland navigation and combined railway and air or motor transport.

6. COMPETITION BETWEEN RAILWAYS AND WATERWAYS.

Acting on Mr. Hines' reports on the Rhine and Danube, the Advisory and Technical Committee considered the particular difficulties from which navigation is said to be suffering by reason of the competition between waterways and railways.

The special Committee appointed to examine all the details of these difficulties is composed, with a view to complete impartiality, of a navigation expert, a railway expert, and an expert on general economic questions who acts as chairman, none of the members being nationals of the countries concerned. It has already held two sessions and a preliminary statement of its work will be included in the Supplementary Report to the Assembly.

7. RESULTS OF THE PASSPORT CONFERENCE : TRANSIT CARDS FOR EMIGRANTS.

The International Conference on the Passport Regime asked the Committee for Communications and Transit to enquire into the question of granting to emigrants transit cards, to be issued by the shipping companies and requiring no visa. There is no need to emphasise the importance of this arrangement for emigrant traffic and for the conditions of life of the emigrants during their journey. A draft international agreement has been drawn up by experts and is at present being examined by the various Government departments concerned. The discussions of the Committee of Experts showed that a certain number of European countries would undoubtedly be ready to agree to this proposal. Bilateral agreements to this effect have already been concluded. If the replies from most European countries are favourable, the proposed agreement will be submitted for signature by the Governments without a special Conference being necessary, and the question will thus be settled.

8. COMMUNICATIONS OF IMPORTANCE TO THE LEAGUE OF NATIONS AT TIMES OF EMERGENCY.

At the Council's request, the Advisory and Technical Committee submitted to the Council at its December session 1926 a first general report on the steps which might be taken to facilitate communications of importance to the League of Nations at times of emergency.

The Council approved the proposals of the Advisory and Technical Committee, which are now being examined by the various Governments. A report on the improvement of telephonic communications in Europe is to be submitted to the Council later and will doubtless be ready for the September session, so that the Assembly may be acquainted with it.

At the request of the Council, the Advisory and Technical Committee also undertook an enquiry into the question of establishing a wireless station at the seat of the League of Nations.

It is likewise considering the facilities for aircraft to land at Geneva, and, in co-operation with the International Commission for Air Navigation, it is enquiring into the means for the identification of aircraft making journeys of importance to the League. More definite information regarding the state of these enquiries will be available next September.

III. HEALTH ORGANISATION.

The seventh ordinary session of the Assembly, in its resolution concerning the Health Organisation, noted with satisfaction the growth and increasing usefulness of its work with its tendency to universality. The Assembly further requested the Council to refer to the Health Committee for its consideration three proposals put forward by the delegations of Cuba, Czechoslovakia and Uruguay respectively. Further reference to these is made below.

1. THE HEALTH COMMITTEE.

The first permanent Health Committee of the League of Nations held its eighth and last session in October 1926. Its third year of office terminated on December 31st, 1926, and the Council, at its session of December last, requested the Secretary-General to forward to all members of the Committee an expression of its gratitude for the work done.

The new Committee was appointed in accordance with the provisions of the Constitution of the Health Organisation of the League. The President of the Permanent Committee of the Office international d'hygiène publique, the Advisory Committee of the Health Organisation, is *ex officio* a Vice-President of the Health Committee. Nine other members of the Health Committee are elected by the Permanent Committee of the Office international in such a manner that each State permanently represented on the Council of the League is also represented on the Health Committee. The members of the new Health Committee, thus elected, are as follow :

Sir George BUCHANAN, Dr. H. CARRIÈRE, Surgeon-General H. S. CUMMING,	Senior Medical Officer of the Ministry of Health, London ; Director of the Swiss Federal Health Service, Berne ; Chief of the United States Public Health Service, Washington ;
Dr. C. HAMEL, Dr. N. M. Josephus JITTA,	President of the Reichsgesundheitsamt, Berlin ; President of the Health Council of the Netherlands, the Hague ;
Professor Ricardo JORGE, Dr. A. LUTRARIO,	Director-General of Public Health, Lisbon ; Late Director-General of the Public Health Administration at the Ministry of the Interior, Rome ;
Dr. M. TSURUMI,	Representing the Sanitary Services of Japan, late Director of the Health Service of the South Manchurian Railway Company ;
Dr. L. RAYNAUD,	Inspector-General of the Health Services of Algeria, Algiers ;
M. O. VELGHE,	Secretary-General of the Ministry of the Interior and of Health, Brussels, Vice-President of the Health Committee by virtue of his position as President of the Committee of the Office international.

The Council of the League of Nations, after consultation with the Standing Health Committee, appointed in December 1926 the following six members :

Dr. Araoz ALFARO,	President of the National Health Department, Argentine, Buenos Aires ;
Professor Léon BERNARD,	Professor of Hygiene at the Faculty of Medicine of the University of Paris ;
Dr. Carlos CHAGAS,	Director of the Oswaldo Cruz Institute of Rio de Janeiro, Director-General of the Health Service of Brazil ;
Dr. Witold CHODZKO,	Late Minister of Health for Poland, Director of the School of Public Health, Warsaw ;
Lieut.-Colonel John Drum- mond GRAHAM,	Lieut.-Colonel of the Indian Medical Service, Public Health Commissioner with the Government of India ;
Dr. Th. MADSEN,	Director of the National Institute of Serotherapy of Copenhagen.

The sixteen members thus appointed met at Geneva in February 1927 and recommended to the Council the appointment of the following four assessors, who are fully effective members of the Committee :

Dr. Jean CANTACUZÈNE,	Professor of Bacteriology and Director of the Institute of Experimental Medicine at Bucharest (Roumania) ;
Dr. Bernhard NOCHT,	Rector and Professor of the University and Director of the Institute of Tropical Hygiene and Medicine at Hamburg (Germany) ;
Dr. Donato OTTOLENGHI,	Professor of Hygiene at the University of Bologna (Italy) ;
Dr. Gustavo PITTALUGA,	Professor of Parasitology at the University of Madrid (Spain).

The Council, at its March session, approved the above recommendations. It also accepted a recommendation made by the Health Committee that expert assessors should be invited to take part in the work of the Committee in an advisory capacity, and it approved the following nominations :

Dr. Alice HAMILTON,	Professor of Industrial Hygiene at Harvard University, Cambridge (United States of America) ;
Professor C. E. A. WINSLOW,	President of the American Association of Public Health and Professor of Biology and Bacteriology at Yale University, New Haven (United States of America) ;
Dr. J. H. L. CUMPSTON,	Director-General of the Commonwealth Department of Health, Melbourne (Australia) ;

and a Japanese assessor who has not yet been appointed.

The new Health Committee held its first session in February 1927 and a short extraordinary session in April 1927.

2. CO-OPERATION WITH THE OFFICE INTERNATIONAL D'HYGIÈNE PUBLIQUE IN RESPECT OF THE INTERNATIONAL SANITARY CONVENTION, 1926.

In the Supplementary Report to the seventh ordinary session of the Assembly, reference was made to the International Sanitary Convention of 1926, which was adopted by the International Sanitary Conference that met in Paris in May and June 1926, and more particularly to Article 7 of that Convention. This article empowered the Office international d'hygiène publique to negotiate an agreement with the Health Organisation of the League of Nations whereby the Epidemiological Intelligence Service of the League, including its Eastern Bureau at Singapore, might assist in carrying out the obligations imposed on the Office by the Convention. Negotiations between the Health Committee of the League of Nations and the Permanent Committee of the Office international d'hygiène publique have resulted in the adoption by both Committees of the following agreement :

“ In execution of Article 7 of the International Sanitary Convention of June 21st, 1926, which reads as follows :

“ ‘ In order to facilitate the accomplishment of the task entrusted to it by the present Convention, the Office international d'hygiène publique, because of the value of the information which is furnished by the Service of Epidemiological Intelligence of the League of Nations, including its Eastern Bureau of Singapore and other similar bureaux, as well as by the Pan-American Sanitary Bureau, is authorised to negotiate necessary arrangements with the Health Committee of the League of Nations as well as with the Pan-American Sanitary Bureau and other similar organisations ;’

“ The Permanent Committee of the Office and the Health Committee of the League of Nations have agreed on the following arrangements :

“ I. Governments may effect the notifications and communications provided for by the Convention and intended for the Office international d'hygiène publique by means of one of the regional bureaux of the Health Organisation of the League of Nations, subject to a special agreement being made between the Office international d'hygiène publique and the League of Nations for each particular bureau.

“ II. Governments which adopt the above procedure will be termed ‘ Governments associated with (*ressortissants*) the regional bureaux’. Regional bureaux will undertake the transmission of information addressed to them in conformity with rules which will be fixed in the particular agreement which relates to each bureau.

“ III. The Office international d'hygiène publique will determine the official communications, according to the requirements of the case, which should be sent to Governments signatory to the Convention. These communications will be published in the name of the Office on the first page of the *Weekly Record* and of the periodical bulletins of the Epidemiological Intelligence Service of the League of Nations.”

A second arrangement, concluded in accordance with Article 1 of the above agreement, contains a detailed description of the manner in which the Eastern Bureau of Singapore will discharge these international obligations on behalf of the Office international d'hygiène publique for the countries within its sphere of activity.

The two Committees likewise agreed on the following method of work :

“ I. All questions relating to the exercise of the duties entrusted to the Office international d'hygiène publique by Article 5 of its Statutes annexed to the Rome Arrangement of December 9th, 1907, as well as by the International Sanitary Convention of June 21st, 1926 (subject to any agreements which may be concluded in virtue of Article 7 of the said Convention), are within the sole competence of the Permanent Committee of the Office.

“ In particular, the Office will prepare such international agreements as relate to the subjects dealt with by the international sanitary conventions, and similarly it will suggest, under the terms of Article 5 of its Statutes, any modifications which should be made in these conventions.

“ II. The right of initiative for bringing up questions for insertion in the agenda of either Committee belongs in each case to every member of the Committee in question.

“ Any question raised in a Committee by one of its members shall be made the subject of a preliminary discussion in that Committee in order that it may be taken into consideration and the methods appropriate to dealing with it examined.

“ III. Subject to what has been said above, the agenda of the work of each session shall be settled by its President after consultation with the President of the other Committee.

“ IV. In accordance with arrangements previously concluded, the Committee of the Office international d'hygiène publique, acting as the Advisory Committee of the Health Organisation of the League of Nations, will continue, in that capacity, to receive information on the work of the Health Committee of the League of Nations.

“ The Committee of the Office international d'hygiène publique will regularly furnish the Health Committee of the League of Nations with information on its work.

“ The Medical Director of the League of Nations and the Director of the Office international will make arrangements in consultation regarding the inclusion in their respective publications of such information and documents as are likely to be of interest to the public health authorities.”

3. EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

Reports to previous Assemblies have described the scope, aims and objects of this branch of the League's health activities. Current reports are received regarding the appearance and progress of notifiable communicable diseases from all countries in the world where such information is available. This information is received either at the Head Office of the Epidemiological Intelligence Service at Geneva or at its Far Eastern Bureau at Singapore. Considerable progress has been made during the year under review both with regard to the completeness of information submitted by the various health administrations and the promptness of its submission.

Epidemiological intelligence received by the Health Section is published in the form of weekly, monthly and annual reports. The *Weekly Record* is a brief summary of up-to-date information regarding the prevalence of plague, cholera, yellow fever, typhus fever, smallpox and other serious epidemic diseases. Facts are given without any explanatory note. The object of this publication is to place in the hands of all health administrations information which may be of value to them in their daily work.

The first part of the *Weekly Record* contains information which has been cabled from the Singapore Bureau, consisting of summarised telegraphic information regarding the prevalence of the more important diseases in the ports of Asia, Australasia and the East Coast of Africa during the previous week ending Saturday at midnight. This information is also broadcasted each week from the Nauen Station, Germany, so that the message may be picked up by all Europe and North America.

The second part of the *Weekly Record* contains additional information received at Geneva since the previous issue.

During the early months of 1927, the *Weekly Record* was considerably enlarged by the inclusion of up-to-date information regarding the progress of the influenza epidemic then prevailing — for a time, indeed, it was issued twice a week. Short summaries of the information received regarding the progress of the influenza epidemic were likewise broadcasted by the Transoceanic Wireless Service from Nauen. All European health administrations furnished the Health Organisation with telegraphic summaries of the progress of the epidemic throughout its duration.

The *Monthly Epidemiological Report* continues to give a description of the march of epidemics throughout the world, together with a statement of the births, deaths, infant mortality rates and the chief causes of death in some 700 cities of the world.

The *Annual Epidemiological Report* for 1926 will be issued in September 1927.

4. THE EASTERN BUREAU OF EPIDEMIOLOGICAL INTELLIGENCE AT SINGAPORE.

During the seventh ordinary session of the Assembly considerable attention was given to the work of the Eastern Bureau of the Epidemiological Intelligence Service at Singapore, the first institution of the League of Nations in the Far East. The Assembly decided to make provision for the expenses of the Bureau in the budget for 1927, in view of its utility not only for Far Eastern countries but also for other States Members of the League.

Since the last Assembly the work of the Bureau has continued to develop and expand.

As already explained, it will be entrusted with certain of the duties of the Office international d'hygiène publique under the terms of the Sanitary Convention of 1926 in so far as countries in its sphere of activity are concerned. These duties comprise the reception, centralisation and dissemination of information. All countries participating in the work of the Bureau have been asked whether they are willing to transmit, by means of the Bureau, information demanded by the Convention.

The Health Committee approved suggestions of the Advisory Council of the Bureau with regard to broadcasting in clear each week a résumé of the Bureau's weekly bulletin concerning the prevalence of epidemic diseases. The offer of the Government of the Netherlands East Indies to broadcast these résumés from Bandoeng and that of the Government of British India to re-broadcast them from Bombay and Madras have been gratefully accepted. It is hoped that this information will be of considerable use to ships at sea.

Two expert Sub-Committees have been set up in connection with the work of the Singapore Bureau with the object of initiating and co-ordinating investigations into problems of great public-health importance to the countries concerned. The first of these Sub-Committees is concerned with the efficacy of vaccines given by mouth as a prophylactic against cholera and other intestinal diseases. The second Sub-Committee is concerned with certain epidemiological problems in connection with plague.

The Council of the League approved the suggestions of the Health Committee regarding the constitution of the Advisory Council of the Singapore Bureau. The Health Committee recommended that the opinion of interested administrations be obtained on a draft proposal that all autonomous public health administrations in the area of the Bureau's activity should be represented by one or more delegates at periodical conferences called to discuss the work of the Bureau, but that the Advisory Council of the Bureau should consist of representatives of the following countries: Australia, China, Dutch East Indies, French Indo-China, India, Japan, Siam, Straits Settlements (or some other British Colony). The expenses incurred by members attending the sessions of this Advisory Council should be a charge against the budget of the Bureau.

The *Weekly Fasciculus* published by the Bureau contains a large amount of useful information. Considerable progress has been made with the collection and dissemination of information regarding the movements of infected ships. A second edition of the special Telegraphic Code, issued for communications to and from the Bureau, has been prepared and published.

The administrations of the following countries have expressed their intention of contributing to the budget of the Bureau for 1927 and 1928: Ceylon, China, Federated Malay States, French Indo-China, Hong-Kong, Japan, Straits Settlements.

5. COMMISSION OF EXPERT STATISTICIANS TO CONSIDER THE REVISION OF THE INTERNATIONAL LIST OF CAUSES OF DEATH.

In accordance with a recommendation made by the Health Committee of the League at its session of October 1926, which was approved by the Council, a Commission of Expert Statisticians was formed to assist the Health Committee in work preparatory to the revision of the International List of Causes of Death. This Commission met at Geneva in March 1927.

The Commission established a provisional International List of Causes of Death, consisting of ninety rubrics, for the consideration of Governments and a second shorter list of twenty-seven rubrics which might be found useful for the purpose of provincial or other local classification. Recommendations were also made regarding the classification by causes of still-births. Consideration was also given to standard death certificates, to the classification of joint causes of death and to the tabulation of deaths by age and sex. The Commission directed the attention of the Health Committee to the importance of obtaining morbidity statistics and, in that connection, to the desirability of establishing a nomenclature of diseases suitable for international adoption. These important questions necessitate a large amount of preparatory study. A beginning has been made with the collection of information from the various health administrations and other organisations interested.

6. COMMISSION ON HEALTH INSURANCE.

In the report to the seventh ordinary session of the Assembly, reference was made to the steps then being taken to carry out the proposals which the Czechoslovak delegation presented to the Assembly during its sixth ordinary session. During its ninth session in February 1927, the Health Committee recommended the formation of a commission of experts to consider the most effective methods of collaboration between health insurance organisations and the public health services. An Expert Commission of twelve, half of the members of which were nominated by the Health Committee of the League and half by the Governing Body of the International Labour Office, met at Geneva on April 11th and 12th, 1927.

The Commission recommended that appropriate surveys of certain aspects of public health and social assurance from the point of view of preventive medicine be carried out in selected countries. These surveys, which have already begun, are being supervised by members of the Commission working in pairs, a representative of public health and a representative of social insurance. The enquiries in each case are being carried out by competent investigators. The special subjects being studied are: Education of insured persons in hygiene; the protection of maternity, infancy and the child of pre-school age; the prevention of tuberculosis; the prevention of venereal diseases; the protection of the child of school age.

7. CONFERENCE OF HEALTH EXPERTS ON INFANT WELFARE.

In last year's Report on the Work of the Council and of the Secretariat, information was given as to the steps then being taken to give effect to the resolution adopted by the Assembly at its sixth ordinary session on the proposals put forward by the Netherlands delegation with regard to infant welfare.

To assist it in this work, the Health Organisation enlisted the co-operation of experts from various countries, selected by reason of their special competence in this branch of public health work. These experts met in conference in October 1926 and again in January 1927.

As a result of these two conferences, investigations into the outstanding problems connected with infant mortality have been started and promise to give results of considerable importance.

The main purpose of the enquiries now being carried out is to secure exact information in regard to the causes of infant deaths. Certain urban and rural areas have been selected in Austria, England, France, Germany, Italy, the Netherlands and Norway. Some of these districts have high and others relatively low rates of infant mortality. The direction of the clinical aspects of the enquiry has in each case been entrusted to a specialist in children's diseases. Special attention is being paid to the influence of environmental factors on the incidence of infant mortality. Still-births are also being taken into account. The enquiries in these different areas are being carried out on exactly comparable lines and a uniform nomenclature of causes of death will be used.

The Health Committee also invited experts in Latin-American countries to participate in the studies proposed by the conference. Professor Araoz Alfaro and Dr. Velasco Blanco (Argentine), Professor Figueira (Brazil), Dr. Calvo Mackenna (Chile), Dr. Gubetich (Paraguay) and Professor Morquio (Uruguay) have been kept informed of the work being done in Europe and will hold a meeting in Montevideo in June which the President of the Health Committee and the Medical Director will attend.

8. MALARIA COMMISSION.

The Malaria Commission, to whose activities reference has been made in previous reports, undertook a tour of investigation and study in Sicily from September 28th to October 8th, 1926. Ten members of the Commission and associated experts participated in this tour. This study tour in Sicily is the last of the series of tours which the Malaria Commission has undertaken, during which nearly all the malaria-infected regions of Europe have been visited. The Commission has drawn up a report summarising the observations made during these tours and the conclusions that may be drawn therefrom. The report will be issued shortly.

Two members of the Commission are leaving Europe in June 1927 for the United States of America, where a comprehensive study will be made of anti-malaria measures in those states in which malaria is an important cause of morbidity.

The special courses in malaria organised by the Health Organisation of the League of Nations that were held for the first time last year in the Public Health Institute, Faculty of Medicine, Paris, at the London School of Hygiene and Tropical Medicine and at the Institute of Maritime and Tropical Medicine, Hamburg, are being repeated. In each case, the theoretical and laboratory courses will be followed by practical work in the field in some selected district of Southern Europe.

Last year, the number of medical officers attending these courses was as follows : Paris, 29 ; London, 7 ; Hamburg, 10.

The epidemiological investigations referred to in last year's report and the enquiry into the value of certain of the secondary alkaloids of cinchona in the treatment of malaria are being continued.

9. INTERNATIONAL SLEEPING-SICKNESS COMMISSION.

The origin of this Commission was described in reports made to the sixth and seventh ordinary sessions of the Assembly.

Provision was originally made for the Commission to work in Central and Eastern Africa for a period of one year. Thanks to generous contributions from the Governments of Great Britain, France, Belgium, Italy and Portugal, it has been possible to extend this period by six months, namely, to June 30th, 1927. A report has already been published which contains a large amount of interesting information. It is hoped to arrange a meeting of the members of the Commission in Europe in the early autumn, when an endeavour will be made to frame recommendations that will be of value to all administrations of countries in which sleeping-sickness is a serious menace to public health. These recommendations will be submitted, in the first instance, to the Governments represented at the first Conference on Sleeping-Sickness, in London, which put forward concrete proposals for the creation of the Commission and defined its programme of work. A second Conference will be convened if necessary.

10. PERMANENT STANDARDS COMMISSION.

The work of the Permanent Standards Commission includes :

- (1) The standardisation of sera and tuberculin ;
- (2) The biological standardisation of certain drugs ;
- (3) The standardisation of certain serological tests for syphilis.

The Commission, and its Sub-Committees concerned with the standardisation of anti-tetanus and anti-dysenteric sera, met at Geneva in October 1926. A new international unit for anti-tetanic serum was agreed upon.

The Commission decided to continue its experimental work on the question of anti-dysenteric serum ; it is probable that agreement will be reached regarding the adoption of an

international unit for this serum also. The Commission entrusted the study of the diagnosis and treatment of, and immunisation against, scarlet fever by new specific methods to the American, British and Polish institutes represented on the Commission. These institutes, in collaboration with the Copenhagen Institute, will submit a report at a subsequent session.

With regard to the biological standardisation of certain drugs, the insulin standard which has been agreed upon has been widely distributed to the competent authorities in different countries and a unit of insulin has now everywhere the same meaning. Similarly, the preparation of a standard digitalis has been completed and distributed.

11. INTERNATIONAL CONFERENCE ON RABIES.

In May 1927, the Health Organisation of the League convened an International Conference on Rabies at the Pasteur Institute, Paris. The directors of the principal anti-rabic institutes in the world were invited to attend and there were sixty-five officially designated delegates. A very comprehensive questionnaire had previously been addressed to all anti-rabic institutes and the detailed replies received thereto constitute a most valuable addition to rabies literature. At the Conference, the experiences of different countries with regard to anti-rabies vaccination and to the prevention of rabies among animals were compared and discussed. The technical conclusions of these discussions are of great value.

The Conference recommended that the Health Organisation of the League should act as a co-ordinating agent for researches to be carried out in the various anti-rabic institutes of the world regarding the relative efficiency of certain modifications of the original Pasteur method of treatment and other matters of practical and scientific importance. The Conference further asked the Health Organisation to publish statistics of the results of anti-rabic treatment in the different institutes of the world. To this end, every institute will be asked to send its statistics each year, tabulated according to a schedule to be drawn up by the Health Organisation. The opportunity which the Conference afforded directors of anti-rabic institutes in different parts of the world to meet and discuss matters of mutual interest was greatly appreciated. The Health Organisation of the League is greatly indebted to the Director of the Pasteur Institute, Paris, and the members of his staff for their co-operation, which did so much to ensure the success of the Conference.

12. INTERCHANGES OF PUBLIC HEALTH OFFICERS.

Interchange of Port Health Officers in the Baltic and North Sea.

The object of this interchange, which was held from September 12th to October 13th, 1926, was to enable port health officers to study the administrative organisation of the ports visited, their sanitary equipment, methods of deratisation and fumigation and other matters of importance to port health procedure. There were seventeen participants from countries most immediately interested, and visits were paid to the ports of Riga, Libau, Danzig, Stettin, Copenhagen, Hamburg, Bremen, Rotterdam, Amsterdam, Antwerp, Southampton, London and Liverpool. During the three-day Conference at Geneva, where the tour terminated, each participant submitted a report on one of the ports visited and a general discussion followed.

Interchange in Great Britain.

This interchange began in London on February 21st, 1927. After a week in London devoted to the study of the various activities of the British Ministry of Health, the twelve participants divided into groups of two. Each of these groups was given an opportunity of becoming acquainted with the daily work of a medical officer of health in urban and rural areas during a period of four weeks. During the sixth week of the study tour the whole group was re-formed in London, where health organisations and institutions of interest to all were studied. As usual, the final conference of the participants was held at Geneva.

Interchange in Germany.

An interchange is being organised to begin in Germany on September 19th. The programme of this study tour has been drawn up by the health administrations of the Reich and of the States of Prussia, Saxony, Bavaria and Hamburg; it will extend over a period of seven weeks. Visits will be paid to several large towns, a mining area, certain watering places and representative urban areas and small towns. In each of the places visited some special subject of public health interest and importance will be studied.

Interchange in British India.

A study tour for medical officers belonging to administrations in Asia and Australasia will take place in India. This will be the second interchange to be held in Asia, the first having taken place in Japan at the end of 1925. It is hoped that sixteen medical officers holding responsible posts in national health administrations will attend. Participants will meet in Delhi on January 2nd, 1928; thereafter visits will be paid to the Punjab, United Provinces,

Bihar, Bengal, Assam, Madras, Bombay and probably one Indian State. The medical and health organisation in India will be studied and special attention will be paid to the more common epidemic and communicable diseases of India, such as malaria, plague, cholera, smallpox, relapsing fever, kala-azar, etc.

13. INTERNATIONAL HEALTH COURSE.

The first international health course organised by the Health Organisation of the League of Nations was held at the Institute of Hygiene of the Faculty of Medicine, Paris, from January 17th to March 5th, 1927. It was attended by twenty-six medical officers of health departments of countries in Europe and Latin America. Lectures were given by experts of numerous countries on the main problems of public health and preventive medicine. These lectures were followed by discussions. One day each week was devoted to visits to public health institutes and organisations in and around Paris. This theoretical part of the course was followed by individual studies in two or three countries selected by the health administration of the official in question.

This course, the first of its kind, was so successful that a second course has been organised in London for November 1927. The lectures will be delivered in English and will deal with the application of the results of scientific research to public health administration. Visits to special organisations will illustrate the subject-matter of the lectures.

14. PROPOSALS OF DELEGATIONS TO THE SEVENTH ORDINARY SESSION OF THE ASSEMBLY.

Proposal of the Delegation of Cuba.

In conformity with a request made by the Council, the Health Committee has considered how it might enlarge its scheme of international enquiry on the subject of infant mortality and the protection of children to include other problems of eugenics. The Health Committee, while recognising the importance of the proposal, decided that the moment was not opportune to undertake a study of this nature.

Proposal of the Delegation of Czechoslovakia.

The Health Committee, during its session of October 1926, considered the inclusion in its programme of work of an international investigation of physical culture, including school hygiene, in conformity with the desires expressed by the Czechoslovak delegation. The Health Section has been entrusted with the task of preparing a technical report, after consultation with experts in physical culture, and this report will be made the basis for a detailed examination of the question at a subsequent session of the Health Committee.

Proposal of the Delegation of Uruguay.

The Health Committee, during its eighth session, held in October 1926, recorded its recognition of the extent and importance of an enquiry into the problem of nutrition from the standpoint of race improvement. It decided to study the subject in detail at one of its subsequent sessions.

15. INTERNATIONAL PACIFIC HEALTH CONFERENCE.

An International Pacific Health Conference was convened by the Government of the Commonwealth of Australia and held at Melbourne from December 15th to 22nd, 1926. A representative of the Health Organisation of the League of Nations attended, together with the medical representatives of the administrations of Australia and New Zealand and of the various island groups of the Pacific. In accordance with a resolution adopted at that Conference, the Health Organisation of the League has been invited to give all practical assistance to epidemiological and preventive work in the Austral-Pacific zone and, in particular, to consider the possibility of initiating or promoting schemes of co-ordinated research in that zone.

10.

HUMANITARIAN QUESTIONS.

I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

A. TRAFFIC IN WOMEN AND CHILDREN.

(a) REPORT OF THE SPECIAL BODY OF EXPERTS : ACTION BY THE COUNCIL.

The Special Body of Experts, which was created by the Council in 1923 in order to collect information concerning the conditions under which the traffic in women and children is carried on, adopted its report to the Council on February 18th, 1927. The report consists of two parts, of which the first is a concise account of the facts disclosed by the enquiry and a statement of the conclusions based upon them. The second part contains a more detailed statement of the evidence derived from various sources and arranged according to countries.

This report was considered by the Council during its meeting on March 9th, 1927. It was then decided that Part I of the report should be published immediately. With regard to Part II, the Council considered that it should first be sent confidentially to the Governments of the various countries with which it deals, so that they may have an opportunity to make such observations as they may wish.

The Council decided at the same time that both parts of the report should be referred to the Traffic in Women and Children Committee; Part I in order that it might consider what action it could recommend, and Part II for confidential information until such time as the Council had received the observations of the Governments to which it was being sent.

The Council expressed its thanks to the Chairman of the experts, Dr. William Snow, and to each of the experts, as well as to Mr. Bascom Johnson, the Director of Investigation, and his staff. The thanks of the Council were also conveyed to the American Bureau of Social Hygiene, which had contributed the money for the enquiry, and to the American Social Hygiene Association for the loan of the valuable services of members of its staff.

(b) WORK OF THE SIXTH SESSION OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

The sixth session of the Traffic in Women and Children Committee was held at Geneva from April 25th to 30th, 1927.

1. *Report of the Special Body of Experts.*

The greater part of the session was devoted to the consideration of the report of the Special Body of Experts appointed to enquire into the extent of the traffic in women and children. As regards Part 1 of this report, the Committee was of opinion that it furnished information of the greatest value, not only to the competent departments of the several Governments but also to the voluntary organisations. It expressed its sincere thanks to the Special Body of Experts.

The report contained various suggestions as to the measures which might be taken to improve the existing situation. These measures were discussed by the Traffic in Women and Children Committee, which passed several resolutions on the subject. In particular, the Committee considered the following points :

A. *International Conventions.*

The Committee felt it necessary again to draw the attention of the Council to the fact that there were still many Governments which were not parties to the international conventions and agreement on the traffic in women and children. It pointed out that, without fuller co-operation, the international machinery for the suppression of the traffic could only be partially effective.

B. *Central Authorities.*

• The Committee invited the Council to draw the attention of the Governments to the great value of direct administrative co-operation by means of regular communication between the central authorities of the different States on all matters connected with the traffic in women and children.

C. *Employment of Women abroad.*

The question of the employment of women in foreign countries was carefully considered by the Committee, which devoted particular attention to the question of contracts for artistes in music-halls and other similar establishments. It requested that an enquiry should be undertaken by the Secretariat, with the assistance of the International Labour Office, regarding the methods adopted in the different countries, in connection with the material and moral protection of artistes travelling abroad under contract of employment in music-halls and similar places of amusement. Another resolution was adopted, inviting the Governments to supervise the conditions under which girls under 18 years of age were allowed to go abroad with contracts of employment, and to insist, where necessary, on the strict enforcement of emigration laws and regulations in this matter.

D. *The Trafficker.*

One of the most serious questions discussed during the session concerned the methods of preventing the exploitation of women by traffickers and *souteneurs*. The experts stated that certain countries had not yet been able to take effective action against these persons and their infamous methods. The Committee recommended that Governments should take stern measures in regard to foreign procurers and *souteneurs*, who should be refused admission to the country, or, if found after entrance, should be deported, in addition to any punishment to which they may be liable.

Further, the Secretariat was requested to prepare a *résumé* of the laws of different countries in their possession dealing with the punishment of persons who live wholly or partly on the immoral earnings of women. When the Committee has received this summary, it will be in a position to study the question, and, if it thinks fit, to make further enquiries regarding the efficacy of the laws or the difficulties met with in their application.

E. *System of Licensed Houses.*

With regard to the system of licensed houses, the Committee took note of the experts' observations. In view of the fact that Part II of the report has not yet been published, and that certain members of the Committee require further documentation, it was decided to postpone the discussion until the next session.

F. *Question of the Extension of the Experts' Enquiry.*

A similar decision was taken regarding the question of extending the experts' investigations to countries which had not yet come within the scope of their enquiries. The Committee unanimously agreed that it could not express an opinion on this matter until it had thoroughly examined Part II of the report.

The Committee took note of the desire expressed by the voluntary organisations for an early publication of Part II of the experts' report.

G. *The Effects of Low Wages.*

The Committee recognised that the low wages paid to women in certain branches of employment was a factor which could not be disregarded in considering the problem of prostitution in its relation to the traffic. It considered that the work undertaken by the International Labour Office on the subject of minimum wages would throw light on the methods adopted by various Governments to secure the payment of an adequate wage in the lowest-paid employments. The Secretariat was asked to examine the matter with the International Labour Office and report to the Committee at its next session on the question whether any aspect of the question should be explored by the Committee.

H. *Age-limit as laid down by the Conventions.*

With regard to the limit of age laid down in the Conventions of 1910 and 1921, the experts emphasised the importance of this point, since it had been noted that a large number of minors were included among the victims of the traffic. The Committee decided to place on its agenda for the next session the question whether it was desirable to remove the age-limit from the Convention of 1910 as amended by the Convention of 1921.

2. *Education in Sex Matters.*

The experts had drawn attention in their report to the importance of education in sex matters from the point of view of morals and health. The Committee recognised the great importance of this question and recommended that the Secretariat should follow the progress made in this matter and should report thereon. The members of the Committee and the assessors were requested, for their part, to obtain all possible information on the subject. They recognised that an enlightened public opinion was one of the most powerful factors in the campaign against the traffic in women.

3. *Legal Age of Marriage and Age of Consent.*

The Advisory Commission for the Protection and Welfare of Children and Young People, consisting of the Traffic in Women and Children Committee and the Child Welfare Committee, met in order to consider the question of the legal age of marriage and consent. The Commission was of opinion that this question should continue to be examined jointly by the two Committees, since the problems which it involves were concerned both with the traffic in women and children and with child welfare. It was convinced that the fixing of too early an age as the age of consent was likely to encourage the traffic in women and children and to lead to the corruption of young persons, and it requested the Council to draw the attention of Governments to the imperative need of fixing the age of consent sufficiently high to ensure the effective protection of children and young people.

As regards the legal age of marriage, the Commission thought it important that the age of marriage should reach an adequate standard. It decided to postpone to its next session further consideration of this question and its possible relation to the age of consent.

4. *Examination of the Annual Reports from Governments.*

The Traffic in Women and Children Committee expressed its regret that certain countries had not submitted an annual report for the year 1925. It instructed the Secretariat to send reminders to all States Members of the League and Parties to the 1921 Convention at the beginning of each year, requesting them to send their reports in time for the Secretariat to draw up a *résumé* of them before the meeting of the Committee.

5. *Digest of Laws and Regulations.*

The Committee was informed that the digest of laws relating to the traffic in women and children which the American Social Hygiene Association had kindly undertaken to prepare would shortly be complete. It recommended that the digest should be sent by the Secretariat in proof form to the Governments in order that they might have an opportunity of reviewing and, if necessary, of completing the text.

The Committee noted with interest a draft law, prepared in France by an "Extra-Parliamentary Commission on Venereal Prophylaxis", which abolishes the regulation of prostitution, though it establishes preventive measures against any attempts to subvert public order and morals and offences against public health.

6. *Reports from Voluntary Organisations.*

The assessors representing voluntary organisations on the Committee submitted their annual reports on behalf of the organisations which they represent. The Committee expressed its due appreciation of the efforts made and the results obtained by these organisations, and noted with satisfaction the co-operation existing between the authorities and the private organisations.

7. *Licensed Houses.*

The Secretariat had prepared a systematic abstract of the reports from Governments with regard to licensed houses in conformity with the instructions given by the Committee last year. The Committee took note of this document and decided that it should be made public.

8. *Expulsion of Foreign Prostitutes.*

The Rapporteur for this question drew attention to the fact that some countries whose information would have been of special interest had not yet replied to the communication addressed to them on the subject of the policy followed with regard to the expulsion of foreign prostitutes. The Secretariat was instructed to continue to collect information on this subject and the discussion of the question was deferred to a future session.

9. *Employment of Women Police.*

The Committee was interested in the information already collected, and noted that women were employed in the police forces of an increasing number of countries. The Secretariat was requested to continue to collect information on this question.

10. *Obscene Publications.*

The Committee examined the document submitted by the Secretariat and noted the reference contained in the experts' report to the connection existing between the traffic in obscene publications and the traffic in women and children. The Committee wished to draw special attention to the facts ascertained by the experts regarding thinly veiled advertisements appearing in certain newspapers. It was decided to recommend to the Council that the Governments of those States which are not yet parties to the Convention for the Suppression of the Circulation of and Traffic in Obscene Publications should be invited to become so; and that the Governments which had not sent information on the matter should be invited to reply before the end of January 1928.

11. *Propaganda.*

The Committee noted that the propaganda resulting from the work of the Committee was one of the most helpful factors in furthering the work of voluntary organisations.

12. *Alcoholism.*

The Committee noted the remarks contained in the experts' report with regard to the connection existing between alcoholism and the traffic in women and children, and considered that it confirmed the need for the further study of the problem.

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The report of the Committee was placed on the agenda of the June session of the Council. The resolutions adopted by the Council as a result of the examination of this report will be summarised in the Supplementary Report to the Assembly.

B. CHILD WELFARE.

The Child Welfare Committee held its third session at Geneva from May 2nd to 6th, 1927.

1. *Creation of an Agenda Sub-Committee.*

In view of the opinions expressed in the Council and the Assembly with regard to the report on the work of the second session of the Child Welfare Committee, and in particular with regard to the manner in which its work was organised, the Committee decided to set up an Agenda Sub-Committee. This Committee will take up the work entrusted to the Liaison Sub-Committee¹ and effect more methodical classification of the questions to be studied. It will meet at the close of each session to prepare the work for the following session; it will also meet at the opening of each session, and if necessary, between the sessions.

2. *Consideration of the Report of the Liaison Sub-Committee.*

The Liaison Sub-Committee, which met last August, had proposed to place on the agenda of a future session of the Child Welfare Committee the following question: "Enquiry into the most adequate methods of treatment of the feeble-minded child". After discussion, the question was referred to the Agenda Sub-Committee for consideration. The Sub-Committee decided to place it on the agenda of the next session.

3. *Effects of the Cinematograph on the Mental and Moral Well-being of Children.*

In order to comply with the decision taken by the Assembly during its seventh ordinary session, the Committee decided to select for the question of the cinematograph a Rapporteur who, making use of the information collected, would submit a draft report in the course of the next session.

Moreover, it requested the Council to instruct the Secretary-General to communicate to all Governments a draft questionnaire for the purpose of obtaining information as to whether any arrangements could usefully be made for the exchange of information between different countries in regard to films which were good or bad for children and young people, and whether any facilities could be given for the better international circulation of films which were specially suitable for children and young people, either for instruction or amusement.

4. *Protection of Life and Health in Early Infancy.*

The Committee took note of a communication submitted by the Health Section and of documents explaining the activities of the Sub-Committee of Experts on Infant Welfare. After discussion, the Committee decided that it would rely on the Health Committee to study all the medical aspects of the matter and requested the Health Committee to forward to it the documents dealing with all social aspects of the question which interest the Child Welfare Committee.

5. *Mental and Physical Recreation of Children and Young Persons.*

Several members of the Committee having emphasised the importance of continuing the investigation of the question of the mental and physical recreation of children and young people, the Committee decided to retain on its programme this question, the importance of which it fully appreciated. It appointed three Rapporteurs to submit a joint report at the

¹ See Report to the Seventh Session of the Assembly on the Work of the Council, *Official Journal*, Special Supplement No. 44, page 261.

next session. It requested the International Labour Office to communicate to the Secretariat any information it might possess regarding the question of the utilisation of workers' spare time in its relation to child welfare.

6. *Alcoholism in relation to the Welfare of the Child.*

Having considered the resolution adopted by the Assembly during its seventh ordinary session, the Committee decided that it was not at present called upon to continue the investigation of the question. It requested M. Posner and Dr. Humbert to prepare a joint report, to be submitted to the Committee at its next session, which would summarise the information already collected.

7. *Family Allowances.*

After examining the report submitted by the International Labour Office on family allowances, the Committee considered that, while the evidence afforded by the report as to the effect of the family-allowance system on the well-being of children was not sufficient to justify definite conclusions, it was sufficiently favourable to justify the Committee in asking the International Labour Office to continue its investigations and furnish the Committee with a further report at its next session.

M. Serrarens, Secretary-General of the International Federation of Christian Trade Unions, who had been asked to take part in the discussion, explained the views of the Federation on the matter.

8. *Consideration of the Work of the Legal Sub-Committee.*

The Rapporteur informed the Committee of the progress made in the work of the Legal Sub-Committee. The Committee considered that it would be desirable to request the States represented on it, which had not yet replied to the questionnaire, to do so as soon as possible. It was held that the Secretariat should point out to the Governments concerned that the object of the second draft Convention was, in a general manner, to ensure by every practicable means the execution by parents of their maintenance obligations towards their children not living with them.

As soon as some more answers from Governments have been received, the Legal Sub-Committee will make a general and thorough study of these answers and report thereon to the Sub-Committee.

9. *Rules of Procedure.*

With one slight amendment, the Committee approved the changes in the Rules of Procedure submitted by the Legal Sub-Committee.

10. *Legal Age of Marriage and Age of Consent.*

This question was examined by the Commission for the Protection and Welfare of Children and Young People, the two Committees sitting as a plenary meeting.

The Commission was of opinion that the question should continue to be examined jointly by the two Committees. It requested the Council of the League of Nations to draw the attention of Governments to the imperative need of fixing the age of consent sufficiently late to ensure the effective protection of children and young people. It also held that it was important that the age of marriage should be adequately advanced. It decided, however, to postpone to its next session further consideration of this question and its possible relation to the age of consent.

11. *Juvenile Courts.*

On the invitation of the Chairman, the Secretary-General of the International Prison Commission, M. van der Aa, explained the present position and aims of the enquiry conducted by the Commission with regard to juvenile courts. The Prison Commission hopes this year to transmit the documentation it has collected to the League of Nations, and it will then rely on the Child Welfare Committee to continue the enquiry. The Committee, after hearing this statement, invited the Secretary-General to await the results of the enquiry now being conducted by the International Prison Commission on this question, and to submit a report at the next session.

12. *Blind Children.*

The Committee listened to a very detailed report read by M. Martin on this question. It decided that, for the time being, it would only collect information regarding completely blind children or children who could receive the instruction given to the blind, and that the question of children with weak sight should be held over until a later session. It decided to keep this question on its agenda.

It invited the members of the Committee to study the problem of blind children and to collect on this subject information with regard to the statistics and causes of infantile cecity, assistance to blind children, their education and the training of blind children for suitable occupations.

13. *The Illegitimate Child.*

The Committee examined a report submitted to it by the Amsterdam International Federation of Trade Unions regarding the rehabilitation of unmarried mothers and the protection of illegitimate children.

Recognising the gravity and extreme complexity of these problems, the Committee held that it would be useful to collect particulars of the special arrangements in force in different countries for the protection of illegitimate children. It asked the Council to instruct the Secretary-General to send out to all States the questionnaire it has prepared on this subject.

14. *Meeting of the Agenda Sub-Committee.*

The Sub-Committee decided to divide the questions on the agenda of the next session into two groups, the first group to consist of questions on the "Special Agenda", including those which will be discussed at the next session. The other questions are to be placed on the "General Agenda". They will not be discussed and there will merely be a report on the relevant information received.

15. *Employment of Grants.*

In 1924, a sum of \$1,500 was given for child welfare by the "Friends of the League of Nations in the United States of America" and the sum of \$5,000 by the American Social Hygiene Association. After careful discussion, it was decided that the sum of \$1,500 should be used to purchase books for the Child Welfare Section of the League Library. These books will be chosen by the Social Section in conjunction with the Librarian and the Library Committee. The use to be made of the \$5,000 will be considered at the next session of the Committee.

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The report of the Committee was placed on the agenda of the June session of the Council. The resolutions adopted by the Council as a result of its examination of this report will be summarised in the Supplementary Report to the Assembly.

II. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

1. REPRESENTATION OF ITALY ON THE ADVISORY COMMITTEE.

At its meeting held on December 7th, 1926, the Council considered a letter from the Italian Government requesting that an Italian member be appointed to the Advisory Committee on the Traffic in Opium and other Dangerous Drugs. On the motion of the Rapporteur, the Polish representative, the Council decided to invite the Italian Government to nominate a representative for this purpose, and the Italian representative on the Council stated that the Italian Government proposed to appoint M. Cavazzoni.

2. NINTH SESSION OF THE ADVISORY COMMITTEE.

The Advisory Committee on the Traffic in Opium and other Dangerous Drugs held its ninth session at Geneva from January 17th to February 3rd, 1927.

Ratification of the Geneva Convention of 1925 and the Hague Convention of 1912.

The Committee passed a resolution calling the special attention of the Council to the long delay in bringing the Geneva Convention of February 1925 into force. The Committee noted that, notwithstanding the resolutions adopted by the Council and the Assembly in the years 1925 and 1926, the number of ratifications deposited up to the date of the close of the session was very small. The Committee in particular reminded the Council that, under Article 36 of the Convention, the latter would not, in existing circumstances, come into operation until at least seven of the States represented on the Council, of which two must be States having permanent seats, had ratified it, and that up to February 3rd, 1927, only one permanent Member and one non-permanent Member had done so.

The Committee further reminded the Council that the Turkish Government had not yet replied to the letter sent by the Secretary-General on the instructions of the Council on October 20th, 1926, with regard to that Government's ratification of the Hague Convention, and requested the Secretary-General, in the event of the position remaining unchanged, to call the Council's attention to this fact at its March session.

Annual Reports from Governments.

The examination of the annual reports from Governments revealed the continued existence of clandestine traffic on an enormous scale. The Committee adopted a number of resolutions on the subject, the first of which calls the attention of the Council to the difficulty of forming

an opinion upon the exact circumstances of the traffic in Central and South America owing to the incomplete information at the Committee's disposal regarding these countries. The Committee accordingly requested the Council to invite the Secretary-General to approach the Governments of the Central and South American countries in order to obtain :

- (1) Regular annual reports to be despatched on October 1st of each year, and to be based on the model form now generally adopted ;
- (2) Copies of the laws and regulations in force concerning the traffic in narcotics ;
- (3) Information with regard to the administrative arrangements for enforcing the laws and regulations in vigour and, in particular, information as to the acceptance and application of the import and export certificate system ;
- (4) Information as to whether these Governments intend to ratify, or adhere to, the Geneva Convention of February 19th, 1925 ;
- (5) Information as to the illicit traffic in narcotics in their respective countries ;
- (6) In cases where the Hague Convention of 1912 has not yet been ratified and enforced, information as to when such ratification and enforcement may be expected.

In a second resolution, the Committee requested the Council to invite the Secretary-General to approach the various Governments which forwarded reports, with the object of explaining to them that the annual reports should give statistics of actual imports and exports and not of the quantities which might have been authorised for import or for export, in order to facilitate comparisons between the imports and exports of one country with the exports or imports of the corresponding country. The Committee added a recommendation that, in cases where an exporting country authorised an export of narcotics to another country which had not accepted or applied the import and export certificate system, the exporting country should in all cases inform the country of destination of the fact that such an export authorisation had been given.

In a third resolution, the Committee noted that certain Governments which did not send regular reports apparently omitted to do so because the narcotic question appeared to them to be of little or no domestic importance in their territories. The Committee pointed out that a country in which drug addiction was not prevalent and in which there was little or no traffic in narcotics might still, on account of its geographical position or for other reasons, be of importance from the point of view of control over the international narcotic traffic. The Committee accordingly requested the Council to invite the Secretary-General to communicate with certain Governments with the object of obtaining regular annual reports from them.

The Committee adopted a fourth resolution regarding the date upon which Governments should be requested to forward their annual reports to the Secretariat.

Illicit Traffic.

The Committee considered a statement giving, in tabular form, information as to the illicit traffic, with special reference to seizures. A rough summary of the first six pages of that document indicates that the transactions recorded only in that very small portion of the return include consignments of raw opium amounting to more than 65 tons, of over 3,520 ounces (100 kilogrammes) of heroin, 10,195 ounces (290 kilogrammes) of morphine, 625 ounces (18 kilogrammes) of cocaine. Figures on a similar scale are quoted in other parts of the same document. The Committee observed that these are striking and alarming facts which show the appalling extent and the very wide ramifications of the illicit traffic. They are the more striking, and possibly the more alarming, when it is recalled that fifty-four nations — and among them are included all the manufacturing and distributing countries — are parties to the 1912 Hague Convention, which includes an obligation, accepted by all signatories, to enact pharmacy laws or regulations to limit exclusively to medical and legitimate purposes the manufacture, sale and use of morphine, cocaine and their respective salts. The Committee points out that neither itself nor the League is in a position to grapple with this colossal problem except to the extent to which they are aided in that task by individual Governments. It again urges, as the most valuable single step which can at present be taken, the immediate ratification and the rigid enforcement by all nations of the 1925 Convention.

Proposal by the British Representative.

The Committee adopted a resolution submitted by the British representative, relative to the difficulty of discovering the sources from which traffickers obtained supplies and the necessity of obtaining this information if the traffic were to be suppressed. It accordingly proposed that a systematic and searching enquiry should be undertaken without delay by the Governments of all countries which manufactured drugs or imported them on a considerable scale, with a view to discovering from whom and by what methods traffickers procured their supplies.

It recommended, in addition to any methods of investigation which the Governments might think desirable, a thorough examination of the books, registers of purchases and sales of drugs and other records of manufacturers or importers of the drugs and of all persons dealing

in drugs on a considerable scale so as to track down the drugs to the point at which they reach the illicit traffickers. It further recommended that all such manufacturers, importers and dealers should be required to furnish full particulars in regard to any transactions which were not clearly proved to be destined for medical and scientific purposes.

The Committee also recommended that any manufacturer, importer or dealer found to be knowingly supplying the drugs for other than medical or scientific purposes should, in addition to any penalty to which he might be liable under the laws in force, be prohibited from manufacturing, importing or dealing in any of the drugs in question for the future, and urged that the greatest care should be taken to ensure that licences should only be issued by the Government authorities to persons who could fully establish the *bona-fide* character of their business.

Proposal by the Italian Representative.

The Committee discussed a proposal by the Italian representative, to the effect that the Council should summon an extraordinary session of the Committee to study : (1) measures for the limitation and rationing of drug manufactures ; and (2) the question of smuggling, its causes and measures for suppression.

With regard to the first point, the Committee felt that it would not be advisable to reopen a discussion on the subject of rationing, which had been fully considered and discarded, through failure to secure unanimity, by the Geneva Conference of 1924-25 and, indeed, by the Committee itself. It appeared to the Committee most improbable that, in these circumstances, any substantial measure of agreement could be obtained, and a large majority of the members expressed the view that the reopening of the question would almost certainly prejudice the early ratification of the 1925 Convention, the immediate enforcement of which they regarded as essential for the exercise of adequate control. In the course of the discussion, however, it became clear that a majority of the members were either in favour of or would not oppose the calling of an extraordinary session to discuss the question of the illicit traffic generally, provided that the discussion at such a meeting were limited to measures which fell within the scope of the Hague Convention or of the Geneva Convention of 1925. The Committee left this matter to the appreciation of the Council.

Exports to China by Post.

The Committee passed a resolution recommending the Council to call the attention of all European Governments, and of any other Governments which might appear likely to be interested, to the fact that enormous quantities of dangerous drugs were being exported to China by post.

Free Ports and Free Zones.

The Committee passed a resolution urging the necessity for adequate control of the opium and drug traffic in free ports and free zones. It requested the Council to invite the Secretary-General to approach the Governments of countries where free ports and free zones existed, with a view to obtaining complete lists of such ports and zones and statements as to whether the national legislation regarding opium and narcotic drugs was applied in those territories. Governments not applying their national drug regulations should be asked to furnish precise information upon the system of control applied in such areas and to forward copies of the relevant regulations.

Transit Trade through Estonia and Lithuania.

The Committee considered the question of the transit trade in drugs through Estonia and Lithuania and passed a resolution requesting the Council to invite those Governments to furnish as detailed information as possible with regard to their laws and regulations relating to the import, export and transit of narcotic drugs, and also to supply copies of any laws and regulations in force governing the internal trade in opium and drugs.

The Committee noted that the Lithuanian Government had already accepted the import and export certificate system and stated that it would be of great assistance if that Government would state whether the system was being effectively applied.

3. ACTION BY THE COUNCIL.

The report of the Advisory Committee was examined by the Council at its meeting on March 11th, 1927. On the motion of the Rapporteur, the Polish representative, the Council took note of the report and resolutions and instructed the Secretary-General to take the necessary action to give effect to them.

Ratification of the Geneva Convention of 1925.

In his report, the Polish representative reminded the Council of the recommendation which it had made in September 1926 with regard to the ratification of the 1925 Convention,

and pointed out that, of the permanent Members of the Council, only one, Great Britain, had ratified, while of the non-permanent Members, Salvador had ratified and Roumania had adhered *ad referendum*. He accordingly suggested that the representatives of those Governments which were Members of the Council but which had not yet ratified the Convention should do their utmost to secure ratification by their respective countries as soon as possible. He also proposed that the Secretary-General should be instructed to draw the attention of those Members of the League which had not ratified or adhered to the Convention to the desirability of so doing.

The representative of Poland added that the Convention had just been ratified by the Polish Parliament and that the instruments of ratification would reach the Secretariat shortly.

The representative of France said that both French Chambers had voted the Bill for approving the Convention and that the French Government would therefore very shortly be in a position to deposit the instruments of ratification with the Secretariat.

The representative of Czechoslovakia said that the Opium Convention was about to be ratified by Czechoslovakia and that the instruments of ratification would very shortly be deposited with the Secretariat.

The representative of the Netherlands informed the Council that both Chambers of the States-General had approved the 1925 Convention and that the instrument of ratification would be deposited with the Secretariat as soon as the necessary amendments had been made in internal legislation in order to make it possible to apply the Convention.

The Council took note of the foregoing declaration.

Ratification of the Hague Convention of 1912.

On the proposal of the Rapporteur, who stated that no reply had been received from the Government of Turkey to the letter addressed to it on October 20th, 1926, by the Secretary-General, the Council decided that it was desirable to bring the matter once more to the attention of that Government.

Proposal by the Italian Representative.

With regard to the proposal of the Italian representative that an extraordinary session of the Advisory Committee should be called at a later date to discuss the question of the illicit traffic, the Rapporteur pointed out that, although the resolution in which this proposal was embodied had not been accepted by the Committee, the discussion that had centred round it showed that the Committee was unanimous as to the goal to be reached, the only difference between the members being a divergence of opinion regarding the manner of reaching it. While most of the members of the Advisory Committee were not opposed to the calling of an extraordinary session, provided the agenda of such a session did not extend beyond the scope of the existing Conventions, the Rapporteur pointed out that no definite recommendation on the matter had been made to the Council. Accordingly, on the motion of the Rapporteur, the Council, being of opinion that an extraordinary session might well be desirable, instructed the Secretary-General to communicate this opinion to the Chairman of the Committee and to empower him, in the name of the Council, to call such a session at a date not later than immediately after the next Assembly, should the circumstances warrant such action.

The Italian representative explained that, as a country with a large transit traffic, Italy was particularly exposed to the danger of smuggling and that, consequently, she had to exercise a very severe and costly control. It was to meet this situation that the Italian proposal had been made for an extraordinary session of the Advisory Committee. He added that, at the same time, the Italian Government attached the greatest importance to the recommendations made with regard to the ratification of the Geneva Convention.

The Netherlands representative hoped that it would be clearly understood that the agenda of the extraordinary session, if called, would not extend beyond the scope of existing Conventions, an explicit reservation to this effect having been made in the Advisory Committee's report.

Appointment of Assessors on the Advisory Committee.

At its meeting on March 9th, 1927, the Council re-appointed M. Henri BRENIER and Colonel Arthur WOODS assessors on the Advisory Committee, and appointed Mr. L. A. LYALL assessor for conditions in the Far East.

4. COMMISSION OF ENQUIRY INTO THE PRODUCTION OF OPIUM IN PERSIA.

At its meeting on March 11th, 1927, the Council examined the report by the Commission of Enquiry into Production of Opium in Persia and the observations of the Persian Government on that report.

It was stated by the Persian representatives that the Persian Government desired to co-operate, as far as was economically possible, in the world effort for narcotic control and was even willing to take an advanced position in this respect. The programme to be submitted to the Mejliss provided for the acceptance of the recommendations of the Commission, with the reservation that, after the plan had been in effect for three years, the position would be

reconsidered, taking into account the welfare of the cultivator, the budget, the trade balance and the economic situation of the country and the action taken by other producing and manufacturing countries to curtail production and manufacture.

The Government also proposed to recommend the exemption from land taxes of land diverted from opium production, preference in loans to cultivators who reduced the area allotted to the production of opium, and changes in existing taxes which would expedite a decrease in the cultivation of and commerce in opium. Another important feature of the Government programme was the acceptance of the import certificate system under the same conditions as provided for curtailment of production on the area under cultivation.

The Council, after hearing statements by the Persian representatives with regard to their Government's policy in the matter of the restriction of poppy cultivation, decided on the proposal of the Rapporteur to place the question of the curtailment of opium production in Persia upon the agenda of the eighth ordinary session of the Assembly, and to reserve the comments of the members of the Council upon the report and observations until that date. It further decided to distribute these documents to the States Members of the League, to the parties to the Opium Conventions and to the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

11.

INTERNATIONAL RELIEF UNION.

On September 16th, 1926, the Council adopted a report by the Italian representative on the replies sent by thirty Governments to the circular letter of January 23rd, 1926, asking for their views on the draft statutes of the International Relief Union. The Council noted that the great majority of the Governments were in favour of the establishment of the Union and were ready to accept as a whole the statutes proposed by the Preparatory Committee. In view of this fact, it decided in principle to convene a Conference to meet in 1927, and at the same time instructed the Preparatory Committee to examine any further replies and to submit concrete proposals regarding the convening of the Conference, its date and its programme.

In accordance with the decision of the Council, the Committee of Experts met on November 3rd and 4th, 1926. It noted that the majority of the replies received from Governments in 1926 contained no reservations and no suggestions for amendments, except on matters of detail which did not in any way concern the fundamental points of the scheme or of the system devised for the co-operation of the Red Cross with the Governments and considered it desirable to submit to the Conference the scheme as drafted. It made, however, certain amendments in the draft statutes based on the opinions expressed by the Governments, and forwarded these, with its observations, to the Council.

The draft statutes consist of an introductory explanation in ninety-nine paragraphs, followed by the statutes themselves, which consist of seven parts comprising thirty-seven articles.

On December 10th, 1926, the Council adopted a report by the Italian representative approving the report of the Preparatory Committee and fixing July 4th, 1927, as the date for the meeting at Geneva of the Conference for the formation of the Union.

In addition to the Members of the League, the following States were invited to take part in the Conference: Afghanistan, Ecuador, Egypt, Hedjaz, Iceland, Liechtenstein, Mexico, Monaco, San Marino, Sudan, Turkey, Union of Socialist Soviet Republics and the United States of America.

The International Red Cross Committee and the League of Red Cross Societies have been asked to send delegates to attend in an advisory capacity.

12.

INTELLECTUAL CO-OPERATION.

On September 24th, 1926, the Assembly adopted resolutions approving the Intellectual Co-operation Organisation as constituted in the form of its International Committee and Sub-Committees, its National Committees and the International Institute. It noted with satisfaction that the Institute was so conducted as to ensure equality of treatment between all nations, and it drew the attention of the Members of the Assembly to the grants made to the International Institute by Poland and Czechoslovakia in addition to the subsidy granted by France.

The Assembly also laid particular stress on the importance of the following plans :

1. The convening of a Congress of Popular Art.
2. The creation of an International Museums Office.
3. The union of libraries of all countries in order to facilitate research by the public.
4. The co-ordination by means of international co-operation of the analytical bibliographies of the various sciences.

The Assembly also urged Governments to consider the report of the Sub-Committee of Experts on the Instruction of Children and Youth in the Aims and Objects of the League, and to take any measures necessary to give effect to its recommendations.

The Assembly also invited the competent institutions to examine the possibility of establishing scholarships for university students to enable them to visit Geneva before and during the annual sessions of the Assembly.

Since the adoption of these resolutions, neither the Committee on Intellectual Co-operation nor its Sub-Committees have met. They are to meet in July and an account of their proceedings will be included in the Supplementary Report on the Work of the Council.

The following action has, however, been taken in pursuance of the Assembly's resolutions of 1926 :

1. MEETING OF REPRESENTATIVES OF CHALCOGRAPHIC INSTITUTES.

A Committee of representatives of official chalcographic institutes met at Geneva on October 11th and 12th, 1926, under the Chairmanship of M. Henri Focillon.

The Committee drew up resolutions for submission to the Committee on Intellectual Co-operation and the competent authorities in the countries concerned, with the object of providing for the exchange of proofs between chalcographic institutes. Such exchanges would have the effect of constituting collections describing the international history of the art of engraving and would facilitate the sale by one institute of proofs produced by another.

The Committee also noted an agreement regarding the exchange of casts concluded in 1885. It considered that the agreement between chalcographic institutes might serve as a model for an agreement between cast workshops, amending and supplementing the Agreement of 1885.

The Committee also decided that chalcographic exhibitions should be held in Paris, Rome and Madrid. These exhibitions took place during the months of May and June.

2. ESTABLISHMENT OF AN INTERNATIONAL OFFICE OF MUSEUMS.

A Committee of representatives of museums met at Geneva, under the Chairmanship of M. Jules Destrée, on January 14th, 1927, and drew up proposals for the organisation and programme of the International Museums Office now established in connection with the International Institute of Intellectual Co-operation, as part of its activities.

The Committee took note of the work of the Committee of representatives of chalcographic institutes, and proceeded to an exchange of views regarding the questions to be studied by the International Museums Office. These consist mainly in the compilation of catalogues of various kinds. The Committee instructed the Museums Office to study the possibility of compiling museum catalogues on the lines of guides, summary catalogues and scientific catalogues, and to discover whether it would be possible for catalogues of public sales of works of art to be compiled in a way which would increase their value from the point of view of the history of art.

The Committee also recommended the establishment of a catalogue of dismembered works of art and the publication of certain museographical data on arts and archæology.

The work of the Office should also be concerned with the exchange between museums of information and documents, with the deposit of works of art and with mutual assistance between museums.

The Committee also discussed the question of summoning a meeting of experts regarding the development of the educational rôle of museums. It hoped that an American expert would be able to attend such a meeting.

3. MEETING OF OTHER EXPERT COMMITTEES.

The following Committees of Experts have met and drawn up reports which will be submitted to the Committee on Intellectual Co-operation at its July session. An account of their activities will therefore appear in the Supplementary Report :

- Committee of Experts for the Co-ordination of Bibliography in Economic Sciences (second session) ;
- Committee of Experts on the Bibliography of Græco-Roman Antiquity ;
- Meeting of Experts on International Year- and Hand-books ;
- Meeting of Experts on the Bibliography of Biological Sciences ;
- Meeting of Experts for the Co-ordination of Libraries ;
- Meeting of the International Students' Organisations (second session) ;
- Meeting of Experts to study Questions concerning the Translation of Scientific and Literary Works.

All these meetings, with the exception of the last, were prepared and convened by the International Institute of Intellectual Co-operation and took place in Paris.

4. SPECIAL COMMITTEE OF THE SUB-COMMITTEE OF EXPERTS ON THE INSTRUCTION OF CHILDREN AND YOUNG PEOPLE IN THE EXISTENCE AND AIMS OF THE LEAGUE OF NATIONS.

The Committee met in Paris from March 23rd to 25th, 1927, and drafted the final text of its recommendations regarding the instruction of youth in the aims of the League, an account of which is contained in document A. 26 (1). 1926. This draft text will be presented for approval to the Sub-Committee at its next meeting in July. It also considered the action taken by Governments on the Assembly resolution submitting these recommendations to States Members of the League of Nations. Replies have been received from the following countries regarding these recommendations : Argentine, Belgium, Cuba, Estonia, Greece, Liberia, Lithuania, New Zealand, Roumania, Salvador, the Kingdom of the Serbs, Croats and Slovenes, and Venezuela. An examination of these replies shows that considerable interest in this question has been aroused.

In Belgium, for instance, the curricula for secondary schools and training colleges have been revised and instruction concerning the League and its activities included in the programme.

In Estonia, special chapters on the League of Nations have been included in the class-books on history and civics used in primary and secondary schools, and a book for university students and schoolmasters will shortly be published by the Estonian League of Nations Association, with the assistance of the Government. Special continuation schools only admit pupils who have completed the six-years course in a primary school, which means that every pupil already possesses a knowledge of the League. This knowledge will be increased by the teaching given in the special schools. The Ministry of Education is also prepared to organise a national competition for secondary-school children on subjects connected with the League, and the University of Tartu has given a series of important lectures on the organisation and work of the League.

In Greece, teachers of history in schools have been urged by a ministerial circular to give special lectures on the constitution, working and aims of the League.

In Lithuania, a pamphlet is being prepared on the League for use in all primary schools. Headmasters and teachers have been urged to refer in their history lessons to the work of the League, and university professors have been asked to give lectures on the League.

In Roumania, general instruction is given in all schools regarding the aims of the League. Competitions on questions concerning the League of Nations have been instituted at Bucharest among the pupils in the higher classes of secondary education.

In New Zealand the Education Department supports the recommendations of the Sub-Committee, and articles on the League have been inserted in the *School Journal*, issued to all children attending the primary State Schools, and in the *Monthly Education Gazette*.

In addition, the Governments of the Union of South Africa, Albania, Argentine, Czechoslovakia, Estonia, Guatemala, Hungary, Italy, Liberia, New Zealand, Nicaragua, Salvador and Venezuela have replied regarding the resolution concerning the provision of travelling scholarships to enable students to visit Geneva before and during the annual session of the Assembly.

5. APPOINTMENT OF A NEW MEMBER OF THE COMMITTEE ON INTELLECTUAL CO-OPERATION.

On December 7th, 1926, the Council of the League appointed M. Aikitu Tanakadaté, Professor Emeritus in Physics at the Imperial University of Tokyo, Member of the Imperial Academy of Japan, Member of the House of Peers, to be a member of the Committee on Intellectual Co-operation.

13.

INTERNATIONAL BUREAUX.

(ARTICLE 24 OF THE COVENANT.)

I. CO-OPERATION WITH INTERNATIONAL BUREAUX.

Co-operation with the international bureaux placed under the authority of the League of Nations has been continued.

1. INTERNATIONAL HYDROGRAPHIC BUREAU.

Co-operation between the Bureau and the Secretariat of the League of Nations has been substantially extended during the last year. The Bureau continues to send to the Secretariat reports and circular letters addressed to its members. The Secretariat, for its part, regularly audits the Bureau's accounts. In co-operation with the Committee for Ports and Maritime Navigation, the Hydrographic Bureau has set on foot an enquiry regarding buoyage and lighting of coasts. A report was submitted on this subject, indicating the lines which a future discussion might follow, with a view to the conclusion of an international agreement.

The second Conference of the International Hydrographic Bureau was held at Monaco, from October 26th to November 10th, 1926. Twenty-two States members of the Bureau were represented. On the death of Admiral Parry, Admiral A. P. NIBLACK, United States of America, was elected President of the Directing Committee of the Bureau.

2. CENTRAL INTERNATIONAL OFFICE FOR THE CONTROL OF LIQUOR TRAFFIC IN AFRICA.

This Bureau sends regularly to the Secretariat all communications regarding the import of liquor into Africa and into the mandated territories. It also furnishes the Permanent Mandates Commission by request with certain yearly statistics.

3. INTERNATIONAL COMMITTEE FOR AIR NAVIGATION.

The International Committee for Air Navigation has kept in close touch with the different departments of the Secretariat. The Committee has held two meetings during the past year.

4. INTERNATIONAL COMMITTEE OF CONGRESSES FOR PUBLIC RELIEF.

The Congress proposed for 1926 has not yet been held owing to various circumstances.

II. PUBLICATIONS RELATING TO INTERNATIONAL ORGANISATIONS.

The publication of the *Quarterly Bulletin of Information on the Work of International Organisations* has been continued. Number 18 of this *Bulletin*, published in January 1927, contains a list of eighty-three conferences and international congresses organised by the different associations. As in the previous year, the number of international associations which have made use of this *Bulletin* has increased.

A new English edition of the *Index of International Organisations* was published at the beginning of this year.

14.

CONFERENCE OF PRESS EXPERTS.

During the period which has elapsed since the last ordinary session of the Assembly, the resolution adopted in 1925 at the sixth session has been finally carried into effect. This resolution read as follows :

“ The Assembly,

“ Considering that the Press constitutes the most effective means of guiding public opinion towards that moral disarmament which is a concomitant condition of material disarmament :

“ Invites the Council to consider the desirability of convening a committee of experts representing the Press of the different continents with a view to determining methods of contributing towards the organisation of peace, especially :

“ (a) By ensuring the more rapid and less costly transmission of Press news with a view to reducing risks of international misunderstanding ;

“ (b) And by discussing all technical problems the settlement of which would be conducive to the tranquillisation of public opinion. ”

The Secretary-General began by carrying out, during the course of the year, the consultation which he had been instructed to undertake by the Council and which led, in August 1926, to the meeting of the Preparatory Committee of Press Agencies¹.

Two further preparatory meetings have taken place. One was held at Geneva and attended by the directors of the Press bureaux of seventeen European countries. At that meeting a questionnaire was prepared with the object of obtaining information on the state, in various countries, of certain technical questions of interest to the Press (telegraph and telephone rates, state of communications, etc.) The replies to this questionnaire constitute the most complete collection of information in existence on these questions.

The other meeting took place in January 1927. With the aid of a committee composed of members of the International Association of Journalists accredited to the League of Nations, the Secretary-General collected information regarding the facilities for work which journalists living abroad or making frequent journeys desire to obtain.

The general consultation, therefore, which, in the view of the Council, was to make it possible to fix the agenda and prepare the work of the Committee of Press Experts contemplated in the resolution of the Assembly of 1925, may be considered as completed.

The Council adopted this view and, at its session of March, decided to convene at Geneva, for August 24th, 1927, a Conference of Press Experts. The Council decided the composition of the Conference and appointed Lord BURNHAM as Chairman. The agenda of the Conference has been drawn up by the Secretary-General on the basis of the preparatory work.

¹ See Supplementary Report to the Seventh Ordinary Session of the Assembly, *Official Journal*, Special Supplement No. 44. Page 343.

15.

PRESENT SITUATION WITH REGARD TO INTERNATIONAL ENGAGEMENTS REGISTERED BY THE SECRETARIAT OF THE LEAGUE OF NATIONS.

REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL ENGAGEMENTS.

(ARTICLE 18 OF THE COVENANT.)

As in previous years, the registration of treaties by the Secretariat has been carried out according to the method laid down by the Council's memorandum of May 19th, 1920. Between May 19th, 1920, and May 19th, 1927, 1,471 treaties and international engagements have been submitted for registration.

During the period between May 19th, 1926, and May 19th, 1927, 304 treaties have been submitted for registration by Members of the League or communicated by other States. The number of treaties registered has thus remained substantially at the same level as in the preceding year.

The treaties registered have, as usual, been of various kinds, as may be seen by consulting the following list, which gives a general picture of the character of the agreements registered during the period in question.

ARBITRATION AND CONCILIATION CONVENTIONS, TREATIES OF GUARANTEE AND PACIFIC SETTLEMENT, ETC.

Registration Nos.

1171. Poland and Czechoslovakia.
1192. Finland and Sweden.
1206. United States of America and Portugal.
1209. Poland and Switzerland.
1224. Norway and Switzerland.
1235. Denmark and Sweden.
1240. Austria and Czechoslovakia.
1242. Denmark and Finland.
1292. Germany, Belgium, France, Great Britain and Italy.
1293. Germany and Belgium.
1294. Germany and France.
1295. Germany and Poland.
1296. Germany and Czechoslovakia.
1297. France and Poland.
1298. France and Czechoslovakia.

Registration Nos.

1306. Roumania and Switzerland.
1336. United States of America and Liberia.
1364. Lithuania and Sweden.
1374. France and Roumania.
1403. Spain and Switzerland.
1411. Poland and Roumania.
1417. Norway and Sweden.
1418. Denmark and Norway.
1420. Finland and Norway.
1432. Great Britain and Denmark.
1433. Great Britain and Iceland.
1434. Austria and Sweden.
1437. Denmark and Poland.
1444. Germany and Denmark.
1466. Poland and Sweden.
1471. Austria and Poland.

CONVENTIONS RESPECTING THE REGULATION OF LIQUOR TRAFFIC.

Registration Nos.

1447. United States of America and Cuba.
1451. United States of America and France.

Registration Nos.

3b. United States of America and Spain.

AGREEMENTS CONCERNING COMMERCE AND NAVIGATION.

Registration Nos.

1176. United Kingdom and Siam.
1185. Poland and Kingdom of the Serbs, Croats and Slovenes.
1189. Poland and Turkey.
1195. Estonia and Switzerland.
1215. France and Norway.
1219. Denmark and Iceland, Finland, Norway and Sweden.
1221. United States of America and Roumania.
1225. Germany and Sweden.
1244. Germany and Lithuania.

Registration Nos.

1246. Germany and Guatemala.
1256. Germany and Italy.
1263. Germany and Spain.
1264. Germany and Spain.
1265. Germany and Turkey.
1266. Germany and Portugal.
1267. Germany and Denmark.
1269. Germany and Austria.
1277. Austria and Portugal.
1290. Economic Union of Belgium and Luxemburg and Latvia.
1291. France and Sweden.

AGREEMENTS CONCERNING COMMERCE AND NAVIGATION *(continued)*.

Registration Nos.

- 1301. Austria and China.
- 1302. United States of America and Latvia.
- 1320. Austria and Hungary.
- 1330. Finland and Norway.
- 1331. Finland and Greece.
- 1332. Germany and Finland.
- 1333. Denmark and Turkey.
- 1334. Bulgaria and Czechoslovakia.
- 1335. United States of America and Czechoslovakia.
- 1337. Poland and Czechoslovakia.
- 1346. Union of Socialist Soviet Republics and Sweden.
- 1349. United Kingdom and Kingdom of the Serbs, Croats and Slovenes.
- 1353. United Kingdom and Italy.
- 1359. Germany and Denmark.
- 1361. Germany and the Netherlands.
- 1367. Poland and Czechoslovakia.
- 1372. Economic Union of Belgium and Luxemburg and Czechoslovakia.
- 1377. Japan and Czechoslovakia.

Registration Nos.

- 1378. Switzerland and Czechoslovakia.
- 1383. Finland and Japan.
- 1384. Finland and Turkey.
- 1385. Germany and Latvia.
- 1388. Great Britain and Estonia.
- 1389. Spain and Norway.
- 1391. Germany and Switzerland.
- 1399. Italy and Poland.
- 1400. Austria and Poland.
- 1406. Spain and Hungary.
- 1407. Italy and Latvia.
- 1408. Bulgaria and Poland.
- 1419. Spain and Czechoslovakia.
- 1425. United Kingdom and Greece.
- 1439. Denmark and Turkey.
- 1440. Greece and the Netherlands.
- 1441. Egypt and Greece.
- 1452. Estonia and France.
- 1453. Estonia and Hungary.
- 1463. Germany and France.
- 1464. Denmark and Greece.

CONSULAR CONVENTIONS AND CONVENTIONS RESPECTING CONDITIONS OF RESIDENCE.

Registration Nos.

- 1183. Poland and Union of Socialist Soviet Republics.
- 1190. Poland and Turkey.
- 1236. Germany and Estonia.

Registration Nos.

- 1258. Germany and Union of Socialist Soviet Republics.
- 1281. Bulgaria and Turkey.
- 1421. United States of America and Cuba.

AGREEMENTS CONCERNING CUSTOMS AND CUSTOMS FORMALITIES.

Registration Nos.

- 1174. Iraq and Syria and Lebanon.
- 1181. United Kingdom and Czechoslovakia.
- 1237. Germany and Denmark.
- 1252. Germany and Norway.
- 1255. Germany and Austria.
- 1262. Germany and the Netherlands.

Registration Nos.

- 1282. United States of America and Dominican Republic.
- 1300. United States of America and Lithuania.
- 1362. Germany and the Netherlands.
- 1394. Austria and the Netherlands.
- 1448. United States of America and Cuba.
- 1470. Estonia and Latvia.

PRIVATE LAW.

Registration Nos.

- 1170. Poland and Czechoslovakia.
- 1173. United Kingdom and Czechoslovakia.
- 1184. Germany and Poland.
- 1228. Germany, Hungary, Italy, Luxemburg, the Netherlands, Portugal, Roumania, Sweden and Switzerland.
- 1229. Germany, Hungary, Italy, Luxemburg, the Netherlands, Portugal, Roumania, Sweden and Switzerland.
- 1230. Germany, Belgium, Spain, Hungary, Italy, Luxemburg, the Netherlands, Portugal, Roumania, Sweden and Switzerland.
- 1231. Germany, Belgium, Denmark, Spain, France, Hungary, Italy, Luxemburg, Norway, the Netherlands, Portugal, Roumania, Sweden and Switzerland.

Registration Nos.

- 1232. Germany, Italy, the Netherlands, Portugal, Roumania and Sweden.
- 1233. Germany, Hungary, Italy, the Netherlands, Portugal and Roumania.
- 1259. Germany and Union of Socialist Soviet Republics.
- 1270. Germany and France.
- 1272. Roumania and Czechoslovakia.
- 1314. Italy and Czechoslovakia.
- 1315. Italy and Czechoslovakia.
- 1328. Latvia and Sweden.
- 1355. Estonia and Sweden.
- 1382. Finland and Latvia.
- 1392. France and Switzerland.
- 1393. France, Great Britain, Italy and Roumania.
- 1413. Bulgaria and Czechoslovakia.

ECONOMIC AND FINANCIAL TREATIES.

Registration Nos.	Registration Nos.
1198. Austria and Czechoslovakia.	1278. Italy and Poland.
1199. Austria and Czechoslovakia.	1318. Germany and Conference of Ambassadors.
1201. Germany and Poland.	1329. Great Britain and Latvia.
1210. United Kingdom and Greece.	1368. United States of America and Poland.
1243. Germany and Lithuania.	1387. Germany and Japan.
1247. Germany and Haiti.	1429. United Kingdom and Portugal.
1251. Germany and Mexico.	1455. United States of America and Estonia.
1276. Hungary and Italy.	

• AGREEMENTS REGARDING DELIMITATION OF FRONTIERS AND FRONTIER TRAFFIC.

Registration Nos.	Registration Nos.
1172. Poland and Czechoslovakia.	1356. Hungary and Czechoslovakia.
1250. Germany and Poland.	1423. Great Britain and Nejd.
1283. Latvia and Union of Socialist Soviet Republics.	1430. Austria and Hungary.
1287. United Kingdom and Belgium.	1431. Austria and Hungary.
1327. Latvia and Lithuania.	1443. Estonia and Latvia.
	1461. Germany and Belgium.

TAXATION.

Registration Nos.	Registration Nos.
1213. United Kingdom and Portugal.	1261. Germany and Italy.
1214. United Kingdom and the Netherlands.	

TONNAGE MEASUREMENT.

Registration Nos.	Registration Nos.
1316. Denmark and Portugal.	1428. United Kingdom and Greece.
1317. Denmark and Japan.	1456. Estonia and Union of Socialist Soviet Republics.
1352. United Kingdom and Estonia.	1469. United States of America and Estonia
1401. Belgium and Estonia.	

LEGAL AND EXTRADITION CONVENTIONS.

Registration Nos.	Registration Nos.
1182. Germany and Poland.	1325. Norway and the Netherlands.
1196. United States of America and Venezuela.	1326. Austria and Poland.
1200. United States of America and Czechoslovakia.	1376. Belgium and Denmark.
1205. Great Britain and Estonia.	1397. United Kingdom and Czechoslovakia.
1226. United States of America and Lithuania.	1412. Bulgaria and Czechoslovakia.
1260. Germany and Switzerland.	1415. Denmark and the Netherlands.
1271. Germany and France.	1442. Belgium and Luxemburg.
1273. Roumania and Czechoslovakia.	1446. United States of America and Cuba.
1275. Germany and Estonia.	1450. United Kingdom and Lithuania.
1313. Italy and Czechoslovakia.	1465. Latvia and Czechoslovakia.
	2 b. United States of America and Mexico

AGREEMENTS REGARDING MANDATES.

Registration Nos.	Registration Nos.
1309. United States of America and United Kingdom.	1311. United States of America and United Kingdom.
1310. United States of America and United Kingdom.	

AIR NAVIGATION.

Registration Nos.	Registration Nos.
1253. Germany and Austria.	1305. The Netherlands and Sweden.
1279. Poland and Sweden.	1371. The Netherlands and Poland.
1299. The Netherlands and Switzerland.	

CONVENTION CONCERNING FISHERIES.

Registration No.
1286. Estonia and Latvia.

POLITICAL AGREEMENTS, TREATIES OF PEACE AND FRIENDSHIP, SOVEREIGNTY,
ALLIANCE, ETC.

Registration Nos.

- 1188. Poland and Turkey.
- 1197. United States of America and Estonia.
- 1211. United Kingdom and Italy.
- 1254. Germany and United States of America.
- 1268. Germany and Union of Socialist Soviet Republics.
- 1280. Bulgaria and Turkey.
- 1284. France and Turkey.
- 1285. France and Turkey.
- 1288. Roumania and Czechoslovakia.
- 1289. Roumania and Kingdom of the Serbs, Croats and Slovenes.
- 1303. Spain and Siam.
- 1304. Portugal and Siam.
- 1322. Norway and Turkey.
- 1323. Netherlands and Siam.
- 1347. Great Britain and Muscat.
- 1369. United States of America and Hungary.

Registration Nos.

- 1373. France and Roumania.
- 1386. Siam and Sweden.
- 1390. Latvia and Turkey.
- 1395. Chile and Turkey.
- 1398. Finland and Turkey.
- 1402. Albania and Italy.
- 1404. Norway and Siam.
- 1410. Lithuania and Union of Socialist Soviet Republics.
- 1436. Italy and Siam.
- 1449. Switzerland and Turkey.
- 1460. Germany and Afghanistan.
- 1462. Germany and Belgium, Great Britain, France (Inter-allied Rhineland High Commission).
- 1468. Economic Union of Belgium and Luxemburg and Siam.

POSTAL, TELEPHONIC AND TELEGRAPHIC COMMUNICATIONS.

Registration Nos.

- 1177. United Kingdom and Japan.
- 1178. Great Britain and Northern Ireland and Italy.
- 1179. Great Britain and Northern Ireland and Hungary.
- 1180. Siam and Straits Settlements.
- 1202. United States of America and the Netherlands.
- 1203. Belgium and the Netherlands.
- 1204. Belgium and the Netherlands.
- 1212. Great Britain and the Netherlands.
- 1218. Poland and Socialist Federal Soviet Republics of Russia and Socialist Soviet Republics of Ukraine and of White Russia.
- 1220. Estonia and Finland.
- 1227. Canada and Norway.
- 1234. Germany and the Netherlands.
- 1238. Germany and Norway.
- 1307. Hungary and Italy.
- 1308. Hungary and Italy.
- 1338. Canada and Irish Free State.

Registration Nos.

- 1339. United States of America and Irish Free State.
- 1340. Canada and Irish Free State.
- 1341. Germany and Irish Free State.
- 1342. Irish Free State and New Zealand.
- 1343. Union of South Africa and Irish Free State.
- 1344. India and Irish Free State.
- 1345. United States of America and Irish Free State.
- 1365. Union of South Africa, Albania, Germany, Angola, Argentine Republic, etc.
- 1409. Germany and Commonwealth of Australia.
- 1416. Union of South Africa and Norway.
- 1422. Great Britain and Northern Ireland and Estonia.
- 1424. Great Britain and the Netherlands.
- 1426. Germany, Great Britain and the Netherlands.
- 1427. Great Britain and Northern Ireland and Spain.

AGREEMENTS REGARDING SOCIAL QUESTIONS.

Registration Nos.

- 1217. Estonia and Finland.
- 1248. Germany and Czechoslovakia.
- 1249. Germany and Czechoslovakia.
- 1312. France and Governing Commission of the Saar Territory.
- 1396. Denmark and Norway.

Registration Nos.

- 1405. Spain and Italy.
- 1438. Italy and Czechoslovakia.
- 1445. Great Britain and Northern Ireland and Denmark.
- 1458. Finland and Sweden.
- 1459. Germany and Austria.

AGREEMENTS CONCLUDED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS.

Registration Nos.

- 1239. British Empire with India, China, France, etc.
Agreement concerning the Suppression of the Manufacture of and Internal Trade in and Use of Prepared Opium, adopted by the First Opium Conference of the League of Nations, signed at Geneva, February 11th, 1925.
- 1241. South Africa, Albania, Australia, Belgium, etc. :
Protocol of an Amendment to Article 4 of the Covenant, signed at Geneva, October 5th, 1921.

Registration Nos.

- 1375. Bulgaria :
• Protocol concerning the Settlement of Refugees in Bulgaria, signed at Geneva, September 8th, 1926.
- 1379. Germany, Belgium, Brazil, etc. :
Convention and Statute on the International Regime of Maritime Ports and Protocol of Signature, Geneva, December 9th, 1923.
- 1380. Austria, Belgium, the British Empire with New Zealand, etc. :
Convention relative to the Transmission in Transit of Electric Power, with Protocol of Signature, Geneva, December 9th, 1923.
- 1414. Albania, Germany, Austria, Belgium, etc. :
Slavery Convention, signed at Geneva, September 25th, 1926.
- 1467. Estonia :
Protocol regarding Currency and Banking Reform in Estonia, signed at Geneva, December 10th, 1926.

19. QUESTIONS RELATING TO THE APPLICATION OF THE TREATY OF VERSAILLES.

Registration Nos.

- 1381. Germany, Belgium, British Empire, France, Italy and Japan.

SANITARY CONVENTIONS.

Registration Nos.

- 1186. Poland and Socialist Federal Soviet Republic of Russia and Socialist Soviet Republics of Ukraine and of White Russia.
- 1187. Poland and Kingdom of the Serbs, Croats and Slovenes.
- 1208. Bulgaria and Czechoslovakia.
- 1216. Poland and Czechoslovakia.
- 1223. Roumania and Czechoslovakia.
- 1321. Austria and Hungary.
- 1348. India and French Indo-China.
- 1351. United Kingdom and the Netherlands.
- 1360. Argentine Republic, Belgium, Brazil, Bulgaria, Denmark, etc.
- 1370. Poland and Czechoslovakia.

TRANSIT CONVENTIONS.

Registration Nos.

- 1191. Germany and Poland.
- 1207. Poland and Czechoslovakia.
- 1222. Italy and Latvia.
- 1354. Great Britain and Italy.

Registration Nos.

- 1435. Hungary and Roumania.
- 1437. Denmark and Poland.
- 1454. Estonia and Lithuania.

WATERWAYS AND INLAND NAVIGATION.

Registration Nos.

- 1193. Finland and Norway.
- 1194. Finland and Norway.

Registration Nos.

- 1366. Germany, Belgium, Great Britain, France, etc.

GENERAL RELATIONS.

Registration Nos.

- 1175. Great Britain and Siam.
- 1257. Germany and Union of Socialist Soviet Republics.
- 1324. Great Britain and France (for the Territories of Palestine on the one part and for Syria and the Great Lebanon of the other part).

INTELLECTUAL RELATIONS.

Registration Nos.

- 1274. Belgium and Poland.
- 1357. Denmark and Czechoslovakia.

Registration Nos.

- 1358. Austria and Denmark.

MISCELLANEOUS.

Registration Nos.

- 1245. Germany and Poland.
- 1319. Germany and Saar Territory Governing Commission.

Registration Nos.

- 1350. France and India.
- 1363. Germany and Denmark.
- 1457. Argentine Republic and France.

The following table gives the number of treaties registered by the Secretariat at the request of the various States during the period from May 19th, 1926, to May 19th, 1927 :

Albania	1	Argentina	1
Germany	30	Estonia	1
Argentine Republic	1	Latvia	12
Australia	1	Liberia	1
Austria	4	Lithuania	6
Belgium	5	Norway	16
British Empire	36	Netherlands	18
Bulgaria	4	Poland	31
Chile	1	Portugal	1
China	4	Roumania	8
Conference of Ambassadors	1	President of the Saar Territory Governing Commission	2
Cuba	4	Kingdom of the Serbs, Croats and Slovenes	1
Denmark	22	Siam	4
Dominican Republic	1	Sweden	11
Estonia	19	Switzerland	8
Finland	7	Czechoslovakia	22
France	7	Venezuela	1
Greece	2	International engagements registered in consequence of their deposit with the Secretariat of the League	14
Hungary	9		
Irish Free State	8		
Italy	18		

Fifteen Treaties were communicated by the United States of America in accordance with the arrangement described on page 125 of the Report to the Assembly for 1926.

The Secretariat has, in addition, registered a number of accessions to and ratifications, denunciations, etc., of conventions previously registered at the request of Members of the League.

It has also registered additional information relating to general conventions which it had already published.

The above-mentioned international engagements have appeared, or will appear, in the *Treaty Series* in the original languages, accompanied by translations in French and in English.

In the present year, the Secretariat has prepared the first *General Index of Treaties* for the first 1,000 treaties registered. The *Index* comprises tables arranged chronologically, in alphabetical order and according to subject-matter, giving details of the character of each treaty, the contracting parties and the position with regard to each registered international engagement.

Up to now, fifty-five volumes of about 450 pages each, containing more than 1,300 treaties, have been published by the Secretariat. Others will shortly appear.