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MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. VIII. No. 7.

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I. — Summary of the Month.

JULY 1928

The principal League events in July were the second Conference for the Abolition of Import and Export Prohibitions and Restrictions and the annual session of the Committee on Intellectual Cooperation. The third session of the Arbitration and Security Committee came to an end on July 4th.

The conference of the signatories of the Convention for the Abolition of Import and Export Prohibitions and Restrictions (Geneva, November 8th, 1927) met in Geneva from July 3rd to July 11th to examine the various reservations to the Convention and to make arrangements for putting it into force.

It drew up a supplementary agreement which was immediately signed by twenty-seven States. This conference was preceded by a special conference on hides and bones which succeeded in making definite arrangements for the removal of export prohibitions on these commodities.

The Committee on Intellectual Cooperation met on July 25th and was still in session at the end of the month. The plenary session was preceded by meetings of sub-committees on intellectual rights, arts and letters, university questions, science and bibliography.

Other meetings included those of a Committee of Health Experts on Infant Welfare and of experts studying the question of a League radio-telegraphic station.

The Permanent Court of International Justice continued in session.

The Saar Governing Commission sent in its report for the second quarter of 1928.

II. — The Permanent Court of International Justice ⁽¹⁾.

1. — THE GRECO-TURKISH CASE ⁽²⁾

The Governments directly interested in this question submitted to the Court for Advisory Opinion, on being notified of their right to appoint judges of their nationality to sit *ad hoc* under Article 71-§ 2 of the Rules, have informed the Registrar that they do not intend to avail themselves of this right.

The Turkish Government has appointed as Agent for this question Djemal Husni Bey, President of the Turkish delegation to the Mixed Commission for the exchange of populations; the Greek Agent is M. Démètre Drossos, director in the Greek Ministry for Foreign Affairs.

The written proceedings having been concluded on July 10th, the Court has decided to add the case to the list of the present session. The hearing to be held to enable the representatives of the interested Governments to present their views to the Court orally has been fixed for Monday, August 6th.

The Mixed Commission for the exchange of populations has informed the Registrar of the Court that it has appointed its President to represent it if necessary before the Court.

2. — THE FRANCO-BRAZILIAN AND FRANCO-SERBIAN CASES ⁽²⁾

The first phase of the written proceedings in these cases has been concluded by the filing of the cases of the various parties within the times laid down.

III. — Arbitration, Security and Reduction of Armaments.

THIRD SESSION OF THE ARBITRATION AND SECURITY COMMITTEE

The Arbitration and Security Committee held its third session at Geneva from June 27th to July 4th.

It proceeded to the second reading of three model general conventions for the peaceful settlement of international disputes, prepared at its preceding session, adding to these three model bilateral conventions on the same lines, namely :

1. A bilateral convention for the peaceful settlement of all international disputes (Convention A);
2. A bilateral convention for judicial settlement, arbitration and conciliation (Convention B);
3. A bilateral conciliation convention (Convention C).

The Committee also proceeded to the second reading of model treaties of non-aggression and mutual assistance prepared at its second session. The models thus adopted in second reading are virtually the same as those adopted in first reading, which were analysed in the Monthly Summary of April 15th.

Introductory notes which explain the structure of the various treaties mention, nevertheless, certain adjustments which were made in view of the results of the

(1) This article has been compiled on the basis of information furnished by the Registrar of the Court.

(2) See *Monthly Summary*, Vol. VIII, No. 6, p. 160.

discussion in second reading. The participation of States not Members of the League in treaties of non-aggression and mutual assistance has, in the opinion of the Committee, been rendered possible by reference to the provisions of Article 17 of the Covenant.

With regard to this point, the Turkish delegation, which took part for the first time in the work of the Committee, submitted certain suggestions, the examination of which was adjourned.

The question of financial assistance for States victims of aggression, which had been referred to a Joint Committee composed of the members of the Financial Committee and the Committee on Arbitration and Security, was reported on by the Chairman of the Joint Committee, M. Veverka. As the various Governments had not yet had an opportunity of taking cognisance of the Joint Committee's report, the Committee on Arbitration and Security was not able to enter into a thorough examination of the political aspects of the question. In these circumstances, it decided to transmit the report to Governments, so that they should be able to give the necessary instructions to their delegates to the Assembly, and recommended that the Assembly should give its opinion on the questions raised and instructions for the continuation of the work. The Committee emphasised the importance which it attached to financial assistance and the value of such a measure for security and disarmament.

The present position is as follows : The Financial Committee considers that financial assistance should be given not only in the case provided for in Article 16 of the Covenant, but also in the case of a threat of war if such action should be deemed wise and effectual to safeguard or re-establish peace. It should be brought into operation by a unanimous vote of the Council, minus the votes of the parties to the dispute. On this subject very varied opinions were expressed in the Joint Committee, in particular on the question of the guarantors of the loan granted in execution of the assistance scheme, as well as on the application of Article 4, paragraph 5 of the Covenant, which reads :

Any Member of the League not represented on the Council shall be invited to send a representative to sit as a member at any meeting of the Council during the consideration of matters specially affecting the interests of that Member of the League.

Observations were submitted on the character of the decisions the Council would be called upon to give.

* * *

The Arbitration and Security Committee also examined suggestions made by the German delegation at its preceding session with a view to strengthening the means of preventing war.

The Committee had instructed the Belgian delegate, M. Rolin-Jaequemyns, to prepare a memorandum with a view to the discussion of these suggestions at its third session. This memorandum analyses each of the suggestions, setting forth the arguments in favour of their adoption, together with the difficulties which would have to be solved in order to give them practical effect. The memorandum ends with a questionnaire summarising the general points raised by the German suggestions.

The question was first of all examined by the plenary Committee and then referred to a Drafting Committee, which drew up a model treaty designed to strengthen the means of preventing war.

By this treaty the High Contracting Parties undertake, in the event of a dispute arising between them and being brought before the Council, to apply the provisional recommendations of the latter relating to the settlement of the dispute and designed to prevent any measures being taken by the parties which might have a prejudicial effect on the execution of an arrangement proposed by the Council.

The High Contracting Parties further undertake to refrain from any measures which might aggravate or extend the dispute.

In the event of hostilities having broken out, the parties undertake to comply with the recommendations which the Council may make for the cessation of hostilities, prescribing in particular the withdrawal of forces having penetrated into the territory of another State or into a demilitarised zone.

The Arbitration and Security Committee, after adopting in first reading this model treaty, decided to submit it to Governments and to request them to give the necessary instructions to their delegates to the Assembly.

In an introductory note the Committee draws the attention of Governments and of the Assembly to certain points raised in the course of the discussion.

It observes, in the first place, that the purpose of the model treaty, as clearly shown by the debates, is to facilitate, by undertakings to be assured voluntarily in advance by the parties, the action taken by the Council under the Covenant. The German delegation's second suggestion, that States should undertake in advance to accept recommendations of the Council for the maintenance and re-establishment of the military *status quo* normally existing in time of peace, could not be embodied in the model treaty because it was impossible to reach agreement on this point. Certain delegations considered that a provision of this kind might usefully be included among measures for the prevention of war, while others contended that the difficulty of devising a rigid system for the definition of the military *status quo* normally existing in time of peace would be so great that the drawbacks of attempts to provide for such action by the Council would outweigh its advantages.

The German delegation thought that better results might be achieved when further progress had been made in the work connected with the limitation of armaments and proposed to revert to this suggestion in due course.

As regards the question of supervising the execution of the measures recommended by the Council, certain delegations expressed the view that supervision on lines to be settled in advance appeared to them difficult, if not impossible, to accept. Others expressed the opinion that, in return for the undertakings given, States should be assured that the Council would take prompt and efficient measures to satisfy itself as to the execution of the measures recommended.

The Polish delegation, which submitted a text to this effect agreed that its proposal should figure in the introductory note and that the model submitted to Governments should include a provision in virtue of which the parties would undertake to lend themselves to any action which might be decided upon by the Council with a view to ensuring the execution of measures recommended for the cessation of hostilities.

For such action of the Council, as well as for the cessation of hostilities, the recommendations would be made by unanimous vote, minus the votes of the parties engaged in hostilities. A number of delegations held that this provision should be extended to Article I of the model treaty concerning provisional recommendations of the Council in the event of a dispute between contracting parties.

The Committee did not feel that it could accept the idea of a general protocol open to the signature of all States, and merely prepared a model multilateral treaty, whilst recording its opinion that the practical value of such a treaty would be proportional to the number of contracting parties. This model might, it considered, also be used for bilateral treaties in cases in which this procedure might appear preferable.

The Committee did not wish to exclude the possibility, for States preferring to adopt this procedure, of supplementing treaties of mutual assistance on the lines of the treaty to strengthen the means of preventing war. Certain delegations expressed the opinion that the indispensable corollary of the undertakings given in this Treaty was a system mutual assistance against any State failing to keep its pledges.

In accordance with the resolution of the Council of June 4th, the reports of the Committee on Arbitration and Security have been placed on the supplementary agenda for the ninth Assembly.

* * *

The third session of the Committee was attended by delegations of all the countries represented at its second session (1) and by the Turkish delegation, presided over by Munir Bey.

IV. — Legal and Constitutional Questions.

INTERNATIONAL ENGAGEMENTS

Registration.

Among the treaties and international engagements registered in July figure :

A treaty of conciliation, judicial settlement and arbitration between Spain and Portugal (Lisbon, May 28th, 1928); a treaty of conciliation and arbitration between Germany and Italy (Rome, December 29th, 1926); a treaty of conciliation and arbitration between Poland and the Serb-Croat-Slovene Kingdom (Geneva, September 18th, 1926).

A treaty of friendship and cordial collaboration between Poland and the Serb-Croat-Slovene Kingdom (Geneva, September 18th, 1926); a treaty of friendship between Latvia and Afghanistan (Riga, February 16th, 1928).

Treaties of commerce between Estonia and Czechoslovakia and the Netherlands and Abyssinia.

Exchanges of notes between Finland and Belgium and Finland and Italy concerning the suppression of the passport visa between these countries.

A series of treaties between Germany, France and the Saar Governing Commission concerning Saar frontier questions.

International conventions concerning goods, passenger and luggage transport (Berne, October 23rd, 1924).

These conventions have been ratified by Austria, Belgium, Bulgaria, Czechoslovakia, Danzig, Denmark, Finland, France, Germany, Hungary, Italy, Latvia, Lithuania, Luxemburg, the Netherlands, Norway, Poland, Roumania, the Saar Governing Commission, Sweden and Switzerland.

A series of arrangements concerning telephone communications through various countries between Germany and Norway, Germany and Czechoslovakia, Sweden and Czechoslovakia, France and Sweden, Norway and Switzerland, Austria and Norway, Belgium and Norway, the Netherlands and Sweden, Norway and Czechoslovakia, Belgium and Sweden, Norway and the Netherlands.

The International Health Convention (Paris, June 21st, 1926).

Labour treaties between Belgium and France and Belgium and Luxemburg.

A convention concerning reciprocal protection of industrial property rights (Moscow, February 24th, 1928) between Norway and the Union of Socialist Soviet Republics.

V. — The Technical Organisation.

1. — THE HEALTH ORGANISATION

Infant Welfare.

The Committee of Experts on Infant Welfare met in London on July 3rd. The meeting was attended by Dame Janet Campbell (British), Chairman; Dr Clark

(1) See *Monthly Summary*, Vol. VIII, No. 3, p. 67.

(U. S. A.); Dr. Collett (Norwegian), Dr. Debré (French), Dr. Gorter (Netherlands), Dr. Pirquet (Austrian), Dr. Rott (German).

The Enquiry into infantile mortality, which has been conducted in twenty-nine districts of seven European countries during the past year, is now terminated. The experts discussed the results obtained and drew up a plan for the preparation of their final report.

They further contemplate the continuation of their enquiry into immunisation against measles, scarlet-fever and diphtheria and the preparation of a scheme for the study of rickets, which will be submitted to the Health Committee for approval,

2. THE ECONOMIC AND FINANCIAL ORGANISATION

a) Conference for the Abolition of Import and Export Prohibitions and Restrictions.

The second Conference for the Abolition of Import and Export Prohibitions and Restrictions was held in Geneva, from July 3rd to 11th under the presidency of M. Colijn, former Prime Minister of the Netherlands. Its object was to complete by a supplementary agreement the convention concluded on November 8th, 1927, by the first Conference. That convention provided that a conference of signatories should take place in June or July 1928, when a decision would be taken with regard to the reservations which the signatories were entitled to put forward before February 1st, 1928, for the maintenance of certain prohibitions, either temporarily (pending removal of the circumstances which had given rise to them), or without any indication as to their later removal (in the case of prohibitions which did not prejudicially affect the trade of other countries); the conference was further to examine the situation in the light of the number and geographical position of the countries acceding to the convention, and of their reservations, and to determine accordingly the conditions for its coming into force and the time limits for the deposit of ratifications.

*
* *

The second Conference included representatives of the twenty-nine States signatory to the convention, namely, Austria, Belgium, Bulgaria, Chile, Czechoslovakia, Denmark, Egypt, Estonia, Finland, France, Germany, Great Britain, Hungary, Italy, India, Japan, the Kingdom of the Serbs, Croats and Slovenes, Latvia, Luxemburg, the Netherlands, Norway, Poland, Portugal, Roumania, Siam, Sweden, Switzerland, Turkey, and the United States. The International Chamber of Commerce was represented in an advisory capacity.

Several States had made requests for exemption from the principle of the general abolition of prohibitions. A certain number of these requests were withdrawn spontaneously or after discussion; those maintained and authorised by the Conference are not very numerous.

Moreover, as the result of a special conference which held two consecutive sessions, seventeen States were able by special arrangement to renounce export prohibitions on hides and bones.

The Conference for the Abolition of Prohibitions noted that the general situation resulting from the accessions to the convention and the limited number of reservations was satisfactory. It decided that, to come into force the convention must be ratified or acceded to by at least eighteen States, and that the contracting parties might individually make the entry into force of the convention dependent upon the ratification or accession or one or more of the following States: Austria, Czechoslovakia, France, Germany, Great Britain, Hungary, Italy, Japan, the Kingdom of the Serbs, Croats and Slovenes, Poland, Roumania, Switzerland, Turkey, and the United States.

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OF THE

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August.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 July 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 313.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

The International Labour Office was informed, in the period 21 June to 20 July, of the registration of 8 new ratifications :

The registration of the ratification by *Cuba* of the Convention concerning the use of white lead in painting, the Convention concerning the minimum age for the admission of young persons to employment as trimmers or stokers, and the Convention concerning the compulsory medical examination of children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921); the Convention concerning seamen's articles of agreement, and the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

The registration of the ratification by *Estonia* of the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

The registration of the ratification by *Portugal* of the Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week, adopted by the International Labour Conference at its First Session (Washington, 1919), and the Convention concerning the application of the weekly rest in industrial undertakings, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

THE LEGAL STATUS OF REFUGEES

From 28 to June 1928, a Conference of Government representatives met in the International Labour Office to discuss chiefly the legal status of refugees.

This Conference had been convened by the High Commissioner for Refugees of the League of Nations, in accordance with a resolution of the Assembly of the League of Nations held in September last.

The officers of the Conference were : Mr. Delaquis (Switzerland), President, and Messrs. de Navailles (France) and Fotitch (Serb-Croat-Slovene Kingdom), Vice-Presidents. The following Governments were represented : Austria, Belgium, Bulgaria, Czechoslovakia, Egypt, Estonia, Finland, France, Germany, Greece, Latvia, Poland, Rumania, the Serb-Croat-Slovene Kingdom, and Switzerland.

The Conference decided to admit Russian and Armenian legal experts to take part in its deliberations in an advisory capacity. It also decided that the sittings at which the general discussions on the items on the agenda would take place should be public.

The Conference adopted an Arrangement relating to the legal status of Russian and Armenian refugees, in which it was recommended that the High Commissioner for Refugees should, through the appointment of representatives in as large a number of States as possible, assure the following services so far as they are not performed by the national authorities :

- (a) Certifying the identity and the status of the refugees;
- (b) Certifying as to the situation of the refugee's family and their civil status in so far as these result from events which occurred in the refugee's country of origin;
- (c) Attesting the regularity, legality, and conformity to the old law of the country of origin of the refugees of documents issued in such countries.
- (d) Certifying the signatures of refugees, the copies and translations of papers drafted in their language;
- (e) Attesting *vis-à-vis* the authorities of the country the respectability and the good conduct of the refugee, his previous service, his occupational qualifications, his university or academic qualifications;
- (f) Recommending the refugee to the competent authorities, in particular for questions of visa, *permis de séjour*, admission to schools, libraries, etc.

The representatives are to be appointed and to carry out their duties by agreement with the Governments concerned. In countries where such duties are already carried out by semi-official bodies, the High Commissioner may have recourse to these bodies.

Each Government will decide whether documents drawn up by these representatives shall be officially recognised. It is recommended, in any case, that Governments take account of such documents as far as possible.

It is understood that the activities of these representatives will not be of a political nature, and will not involve any interference in the functions of the authorities of the country of residence.

It is further recommended that in countries where the former Russian and Armenian law is no longer recognised, refugees should be governed by the law of their place of domicile or habitual residence, or, failing such, by the law of their place of residence.

It is recommended that the enjoyment of certain rights and benefits granted to foreigners by reciprocal agreements should not be withheld from refugees, that regulations relating to foreign labour should not be strictly applied to Russian and Armenian refugees in their country of residence, and that for purposes of taxation refugees should be subject to the same treatment as nationals of their country of residence.

It is further recommended that measures of expulsion or similar measures should be avoided or suspended, in regard to Russian and Armenian refugees, when

the refugee with regard to whom such a measure is proposed is unable to enter in a regular manner into a neighbouring country. This regulation does not cover the refugee who has penetrated a territory, intentionally infringing national provisions. On the other hand, it is recommended that in no case should the identity cards be withdrawn.

Finally, it is recommended that the identity certificates of refugees should be visaed and prolonged by the simplest possible procedure, and with a minimum of formalities, and that refugees should be subject to no special regulation as regards their movements within their country of residence.

The Conference recommended the adoption of these resolutions to the States represented at the Conference, to the Members of the League of Nations, and also to States that are not Members of the League of Nations. It expressed the desire that representatives of the Governments at the forthcoming session of the Assembly of the League of Nations should be in a position to give information with regard to the action to be taken in respect of the measures included in this Arrangement.

In addition to the question of the legal status of Russian and Armenian refugees which the Conference had been instructed to consider by the Assembly of the League of Nations, the Conference had brought to its attention, by a resolution of the Council of the League of Nations, the question of the extension to other categories of refugees of certain measures taken in favour of Russian and Armenian refugees. In this connection it adopted a second Arrangement containing the following resolutions :

(1) The measures taken in favour of Russian and Armenian refugees, provided for by the Arrangements of 5 July 1922, 31 May 1924, and 12 May 1926, shall be extended to Turkish, Assyrian and Assyrian-Chaldean refugees, and refugees assimilated thereto.

(2) With regard to the definition of "refugee", the Conference adopted the following definitions :

Assyrian, Assyrian-Chaldean, and Assimilated Refugees. — All persons of Assyrian or Assyrian-Chaldean origin, together with, by assimilation, all persons of Syrian or Kurdish origin who do not enjoy or no longer enjoy the protection of the State to which they belong and have not acquired or do not possess another nationality.

Turkish Refugees. — All persons of Turkish origin, formerly subjects of the Ottoman Empire, who, in virtue of the Protocol of Lausanne of 24 July 1923, do not enjoy or no longer enjoy the protection of the Turkish Republic and who have not acquired another nationality.

The Conference recommended the adoption of this Arrangement to the States represented at the Conference, to Members of the League of Nations, and to States not Members of the League of Nations.

SOME RECENT PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

In addition to its periodical publications, which include, among others, the *International Labour Review*, the *Industrial and Labour Information*, the *Official Bulletin*, the *Monthly Record of Migration*, and the *Industrial Safety Survey*, the International Labour Office has recently published a number of important Studies and Reports. Special mention may be made of the following :

SICKNESS INSURANCE AND PUBLIC HEALTH IN GERMANY

A study entitled "Benefits of the German Sickness Insurance System from the Point of View of Social Hygiene", prepared by two eminent specialists—Dr. Franz Goldmann (Research Member of the Principal Health Office of the Municipality of Berlin) and Dr. Alfred Grotjahn (Professor of Social Hygiene at the University of Berlin)—has just been published by the International Labour Office ⁽¹⁾.

The study describes the part played by sickness insurance benefits in the vast organisation of social health institutions in Germany. It gives an account of the benefits, estimates their value from the point of view of public health, and analyses the work done and results obtained by insurance in reducing the risks of infection, preventing disablement, and maintaining the health of the insured persons and their families, who together form half the total population of Germany. Finally, the authors draw the outlines of a national health programme for the State, and examine the relations which exist or ought to exist between insurance institutions and public health services.

It is hoped that this volume will prove a valuable contribution to the study of the problems of co-ordination and collaboration between public health authorities and social insurance institutions for the prevention of disease, which, in accordance with a decision of the Sixth Assembly of the League of Nations, has been undertaken conjointly by the Health Section of the League and the International Labour Office, with the help of an international committee of experts in social insurance and in public health.

FREEDOM OF ASSOCIATION

The second of the five volumes of the study on "Freedom of Association", which is being published by the International Labour Office, has just appeared ⁽²⁾. The present volume contains monographs on the history, legal status, and actual position of trade unions in Great Britain, the Irish Free State, France, Belgium, Luxembourg, the Netherlands, and Switzerland.

It will be remembered that the first volume, which appeared in December 1927, was devoted to a comparative international survey of trade union law.

In the various monographs, a uniform method has been followed so far as possible. The first part traces the history of the trade union movement and trade union law; the second part is devoted to the present legal status of associations; the third part deals with the possible forms of action by trade unions in the various departments of social and economic life, and the limits of such action. The conclusion deals with the position of trade unions in law and in fact. An effort has been made to study not only the national legislation relating to trade unions but also the relevant legal decisions and administrative practice and the actual position of trade unions.

(1) *Studies and Reports*, Series M (Social Insurance), No. 8. Price : 4s.; \$1.

(2) *Studies and Reports*, Series A (Industrial Relations), No. 29. Price : 5s.; \$1.25.

The supplementary agrément concluded by the Conference was signed on July 11th by Germany, Austria, Belgium, Great Britain, Italy, Denmark, Egypt, Estonia, Finland, France, Hungary, India, Italy, Japan, Latvia, Luxemburg, Norway, the Netherlands, Poland, Portugal, Roumania, the Serb, Croat, Slovene Kingdom, Siam, Sweden, Switzerland, Czechoslovakia, Turkey. For Bulgaria and the United States the time limit for signature was fixed at August 31st.

The ratifications must be deposited at the League Secretariat before September 30th, 1929, an exception being made for the United States for special reasons. If at that date the requisite conditions are fulfilled, the convention will enter into force on January 1st, 1930.

Should the convention actually come into force on that date, all the contracting parties must abolish, within six months at the latest all import and export prohibitions and restrictions, with the exception of those authorised by the convention.

These exceptions may be classified under two heads — those concerning prohibitions resulting from normal and non economic circumstances (national defence, moral grounds, public health etc.), or from exceptional circumstances (famines, disasters etc.) and those maintained with the assent of the other contracting parties,

The list of the latter is as follows :

A. Prohibitions authorised temporarily but which the States concerned undertake to remove as soon as possible :

Import and Export : Coal and derived products (Germany and Czechoslovakia); rice (Japan).

Import : Dye-stuffs (Great Britain and Japan); used machinery for industrial installations (Roumania).

Export : Scrap-iron (Germany, Austria, Belgium, Italy, France, Chile, Luxemburg, Roumania, Sweden and Czechoslovakia); fine wool (Portugal); cork in the raw state (Portugal); hop shoots (Czechoslovakia); rose trees and roots and shoots (Bulgaria); mares (Chile).

B. Prohibitions recognised as not affecting prejudicially the trade of other countries : Export of certain ores (Italy and Roumania); corn (Italy); crude oil (Roumania); helium gas (United States); live stock, eggs, and organic fertilisers (Egypt); platinum and precious stones (Finland); pine resin (Portugal); quartzite (Czechoslovakia).

In his closing speech the President stated that, compared with the enormous quantity of prohibitions which, if ratified, the convention would remove, the few exceptions which had been authorised were of but slight importance. Although hundreds of prohibitions were actually in force, the exemptions authorised only numbered eighteen, of which ten were of minor importance as regards world trade.

M. Colijn added that in his opinion the convention constituted the first important multi-lateral treaty directly affecting economic relations between peoples :

This result may be considered as constituting a substantial progress by anyone able to appreciate the barriers to international trade formed by prohibitions and restrictions, and also by anyone knowing the methods in use for the negotiation of commercial treaties.

We accordingly feel that we have made a great step in advance towards the freedom of trade recommended by the International Economic Conference of May 1927. This step has been made in one of those collective negotiations recommended by the Economic Conference of May 1927 as a useful substitute for bilateral negotiations. We have thus, I believe, succeeded in an experiment which may in future serve as an example for the solution of many other problems.

I am sure that a further application of the system of collective negotiations will be equally successful and will lead us little by little towards the ideal contemplated by the Conference of May 1927 towards the greatest possible freedom of trade.

b) *Second Conference on Hides and Bones.*

Agreements for the removal of export prohibitions and arrangements concerning export duty on hides and bones were concluded by nineteen countries at a second conference which was held from June 28th to 30th.

The meeting was presided over by M. Serruys, Chairman of the League Economic Committee, and the following States were represented : Austria, Belgium, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain, Hungary, Italy, Japan, Latvia, Luxemburg, Netherlands, Norway, Poland, Roumania, the Serb-Croat-Slovene Kingdom and Switzerland.

The Conference drew up two international arrangements supplementary to the Convention for the Abolition of Prohibitions. The principal clauses may be analysed as follows :

A. *As regards hides* : all the contracting parties undertake to suppress, by October 1st, 1929, at the latest, all export prohibitions. They also undertake not to impose export duty on those commodities, an exception being made for the Roumanian Government, which retains its liberty as regards these duties, but declares that it has no intention of establishing excessive duties.

B. *As regards bones* : the contracting parties will suppress export prohibitions, by October 1st, 1929, at the latest, an exception being made for the Italian Government, which is authorised to maintain its present system pending the conclusion of certain negotiations concerning export duty on bones. The possibility of imposing export duties is maintained within maximum limits which, for most of the contracting parties are Frs. 1.50 (gold) per hundred kilos. An exception is made for countries belonging to the two following groups : Austria, Hungary and Czechoslovakia, for whom the maximum rate of Frs. 3. — (gold) has been fixed, and Poland, Roumania, the Serb-Croate-Slovene Kingdom, Finland, Estonia and Latvia, who retain their liberty as regards export duties.

The latest date for the deposit of the instruments of ratifications of these two arrangements is July 1st, 1929. This will enable the States concerned to take cognisance of the situation with regard to the hides and bones trade before entering into a definite engagement as regards the convention for the general abolition of prohibitions. It was further understood that the ratifications of the convention might be declared null and void if the agreements had not been ratified by all contracting parties and that, in this case, each State would be at liberty to claim the maintenance of export prohibitions on hides and bones.

At the end of the Conference the arrangements were signed on behalf of all the States attending, with the exception of Japan and Latvia.

c) *Twenty-Fifth Session of the Economic Committee.*

The twenty-fifth session of the Economic Committee was held at Geneva, from June 25th to 28th, with M. Serruys in the chair.

The agenda included the following questions : commercial policy, a diplomatic conference on statistics, unification of customs nomenclature, veterinary convention, bills of exchange, an International Institute of Mines and new tasks devolving on the Economic Committee as a result of the recommendations of the Consultative Committee.

Commercial Policy: The report of the Committee to the Council contains a general statement of its conclusions on the subject of commercial policy. For the study of this problem the Committee has endeavoured to find a method capable of ensuring at one and the same time a detailed study of all the factors involved and their coordination in a coherent system.

This statement is in three parts, the first dealing with tariff systems and treaty-making methods, the second with most-favoured-nation treatment and the third with collective action with a view to tariff reduction.

* * *

In the first part, the Committee unanimously recognised that no new tariffs should be instituted or existing tariffs recast without taking account of the effect which the rates of these tariffs might have on international trade, and that the various States, however anxious they might be to adapt their tariffs in an autonomous fashion to their financial or economic requirements, could not establish them without taking account of the obstacles to trade in general to which they might give rise. But while some of its members considered that the procedure for this purpose should be that of negotiations resulting in an exchange of tariff guarantees, others maintained that tariff treaties were incompatible with the theory and practice of certain States which claimed the right to legislate as they wished in these matters, on condition that these laws should be applied without discrimination to the detriment of any country.

Those members of the Committee who expressed themselves in favour of systems which could alone make it possible for States to negotiate regarding the amount of customs tariffs proposed in addition that States adopting such systems should negotiate prior to putting such tariffs into force, and should undertake to revise their rates after negotiation so as to bring them into harmony with the reductions affected by agreement.

The Committee was, nevertheless, of the opinion that the system of intangible tariffs was not opposed to the resolutions of the Economic Conference so long as such tariffs were established with moderation, as was the case in certain countries. Incompatibility would only exist in cases where tariffs constituting an intolerable obstacle for foreign trade were established by States which refused to contemplate their reduction by negotiation or imposed repeated variations of duty upon the trade of other States.

Without pronouncing itself with regard to the principle of intangible tariffs, the Committee nevertheless considered that States applying this system should be ready to examine the claims of other States and that they should, as far as they found it possible, establish their tariffs for fairly long periods.

The Committee also dealt with the question of bargaining tariffs that is to say, autonomous tariffs reducible by agreement, or double-column tariffs, which do not exclude conventional adaptation.

In this respect it unanimously recommended the following measures: reduction of the margin of negotiation; negotiations prior to the application of tariffs; far-reaching consolidation of tariffs and the conclusion of long-term agreements; the avoidance of incessant changes in a contractual statute by the variation of the tariff on which it is founded.

In the second part of the report the Committee stated that different conceptions regarding tariffs and treaty-making methods appeared to be generally associated with different ideas regarding the most-favoured-nation treatment. While States which refuse to negotiate in tariff matters claim most-favoured-nation treatment as a preliminary condition of any treaty and as a right which is beyond discussion, other States which have established their tariffs with a view to negotiation and which attach more value to tariff agreements than to the legal guarantee constituted by

the most-favoured-nation clause, when not accompanied by tariff advantages, consider the grant of this clause as subordinate to agreement on tariffs.

The Committee considered that the Economic Conference of 1927 had not embraced the doctrine that equality treatment was a right which could not be questioned, but it recognised that the Conference had expressed itself clearly in favour of the reciprocal grant of most-favoured-nation treatment, of the widest possible extension of its scope and of extremely liberal practice in its application.

On this subject, as on that of tariff and contractual systems, the Committee inclined towards a compromise of fact rather than a choice between conflicting theories. It noted that it might be possible to reach unanimity on a doctrine declaring that most-favoured-nation treatment ought to be normal and that refusal of this guarantee or the establishment of a differential system ought only to occur when States refused to pursue an equitable tariff policy or resorted to discriminatory practices.

The Committee also dealt with the question of exceptions to the most-favoured-nation treatment, and the report sets forth its conclusions as regards customs unions, colonial and imperial preference, preferential regimes in the case of States with ethnographical, historical or geographical ties, and the special case of trade between frontier zones.

The report then describes the position as regards studies which are being pursued in connection with the drafting of the most-favoured-nation clause, penalties for derogations considered as illegal, certain special exceptions as regards the obligations resulting from the clause, the effect of the clause in bilateral treaties upon plurilateral treaties.

* * *

The third part of the report recalls that the Economic Conference laid stress upon the necessity of bringing about a reduction of tariffs, not only by means of bi-lateral agreements but also by collective action of States. Various systems were proposed, which would permit of a progressive reduction of all tariffs by a fixed percentage, but upon examination it appeared that the time was not yet ripe for their realisation. The Committee felt that it would be preferable first to study specific cases and to test the value of the methods and systems put forward.

Noting the results of the Conference on Hides and Bones, the Committee recognised that for the settlement of certain questions different methods had been selected and sometimes combined. It considered that, while the recommendation of the Economic Conference for concerted action of States with a view to a general and simultaneous reduction of customs tariffs should not be lost sight of, it was indispensable to proceed with prudence so as to secure by virtue of well conducted experiments the progressive adhesion of the nations to a general system of tariff reduction.

The Committee accordingly selected a number of basic industrial products, and also certain foodstuffs, in respect of which it will undertake, in collaboration with the Sub-Committee on Customs Nomenclature, preliminary enquiries and the study of a concerted reduction of tariffs. These enquiries will be carried out with the assistance of the Secretariat, and for each product will be conducted by a special rapporteur.

The products selected are aluminium, semi-manufactured iron products, cement, leather, log and sawn wood, cellulose and paper, fresh fruits and vegetables, rice.

Diplomatic Conference on Statistics: The Committee noted the draft Convention prepared by the Secretariat on the basis of the investigations and discussions of the Joint Committee set up by the League and the Hague Institute. It decided that this draft could be communicated to Governments in its present form.

The Committee recommended that the International Institute of Agriculture and the International Chamber of Commerce should be invited to take part in a consultative capacity in a conference to be convened towards the end of the year.

Unification of Customs Nomenclature : The Committee noted the findings of the Sub-Committee on the unification of customs nomenclature and requested the Council to communicate to Governments the draft framework prepared by the experts, indicating the principles to be observed and stating that the Sub-Committee would now embark on the second stage of its task, namely the preparation of a draft standard nomenclature.

Veterinary Questions : The Committee noted the report of the Sub-Committee of Veterinary Experts and asked the Council to authorise the Secretary-General to forward it to the States concerned. It considered that Governments should be asked to state their opinions in regard to the principles recommended by the experts concerning the organisation of sanitary services and the publication of bulletins.

Bills of Exchange : The Committee requested the Secretary-General to communicate to all Governments, Members or non-Members of the League, the report of the jurists on the possibility of harmonising the various laws of the Continental group on bills of exchange and cheques, at the same time asking them to formulate, before the end of the year, any observations and proposals they might desire to make and to state whether in their opinion the draft could be used as a basis of discussion for a conference.

International Institute of Mines : The Committee had been asked by the Committee on Intellectual Cooperation to deal with a proposal concerning the creation of an international institute of mines. Having obtained qualified opinions, the Committee came to the conclusion that, so far as the proposal affected problems of an economic nature, it was neither practical nor possible on international lines, but that its scientific aspects were of considerable importance, even from an economic point of view. The Economic Committee accordingly expressed the hope that the Committee on Intellectual Cooperation would remain in touch with it while it continued its study of the scientific aspects of the proposal.

New Tasks : At its June session, the Council, on the report of the Consultative Committee, assigned to the Economic Committee certain new duties, leaving it to that Committee to decide in what order it should proceed.

As regards coal, the Committee proposed to consider this question later in all its aspects; in the meantime it asked some of its members to obtain information on the subject and instructed the Secretariat and the International Labour Office to collect statistics.

With regard to the recommendation of the Consultative Committee, concerning sugar, the Economic Committee asked all its members to collect information and statistics and requested the Secretariat to obtain similar information concerning certain countries which had no nationals on the Economic Committee.

The Committee finally instructed certain of its members to prepare reports on the questions of dumping, administrative protectionism and tendencies in economic policy which might influence international peace.

This session was attended by :

M. D. Serruys (Chairman), Director of Commercial Agreements in the French Ministry of Commerce (French); Dr. E. Trendelenburg (Vice-Chairman), Secretary of State in the German Ministry of Economics (German); M. J. Brunet, Envoy Extraordinary and Plenipotentiary Minister (Belgian); M. J. A. Barboza Carneiro, Commercial Attaché, Brazilian Embassy, London (Brazilian); Sir Sydney Chapman,

Chief Economic Adviser to the British Government (British); M. A. di Nola, Director-General in the Italian Ministry of Commerce (Italian); M. F. Dolezal, Under-Secretary of State in the Polish Ministry for Commerce and Industry (Polish); M. Jan Dvoracek, former Minister of Commerce (Czechoslovakia); Mr. Eastman, Chairman of the Merchants' Association of New York; M. N. Ito, Councillor of Embassy, Assistant-Director of the Japanese League of Nations Office (Japanese); M. G. Jahn, General-Director of the Central Statistical Office of Norway (Norwegian); Professor E. Neculcea (Roumanian); Dr. Richard Schuller, Chief of Section in the Austrian Foreign Ministry (Austrian); M. W. Stucki, Director of the Trade Division of the Federal Economic, Department (Swiss).

3. — COMMUNICATIONS AND TRANSIT

Construction of a Radio-Telegraphic Station near the Seat of the League.

The Committee of Experts studying the question of the construction of a radio-telegraphic station near the seat of the League met at Geneva, from July 6th to 8th, to terminate the enquiry undertaken by the Committee on Communications and Transit and to prepare a report for the Assembly.

After considering the amount of traffic which such a station would probably have to handle, the Committee proposed two alternative solutions, i.e., the construction of an independent station for the exclusive use of the League, or the possibility of using a Swiss station which would be erected near Geneva and be handed over to the League in times of emergency.

The meeting was attended by :

M. O. Arendt, Director in the German Postal Ministry; M. P. L. Boulanger, Director of the Telegraphic Department in the French Postal, Telegraph and Telephone Ministry; M. P. Jäger, Adviser to the German Postal Ministry; Mr. F. W. Phillips, Assistant Secretary at the General Post Office, London, assisted by Mr. A. H. Read, Inspector of Wireless at the General Post Office; M. E. Stahlinger, Chief of the Wireless Department in the Polish Postal and Telephone Ministry.

There were also present :

M. Furrer, Director-General of the Swiss Postal and Telegraphic Services; M. Rothen, Director of the *Radio Suisse* Company.

4. — INTELLECTUAL COOPERATION

The Committee on Intellectual Cooperation met at Geneva on July 25th. The plenary session was preceded by meetings of sub-committees ⁽¹⁾ on intellectual rights, university relations, arts and letters, science and bibliography.

The Committee elected as Chairman Professor Gilbert Murray (British), to succeed the late Professor Lorentz; as Vice-Chairmen Madame Curie and M. Destrée.

An account of the proceedings will be published next month.

VI. — Political Questions.

POLISH-LITHUANIAN RELATIONS

The Secretary-General received from M. Voldemaras, Lithuanian Prime-Minister and Foreign Minister, the following letter dated July 23rd, 1928 :

⁽¹⁾ For the composition of the plenary Committee, as well as its sub-committees, see Vol. VIII, No. 1, p. 7 of the *Monthly Summary*.

Some time back a report appeared in the press concerning Polish military manœuvres to be held in August in the Vilna area near to the line of demarcation, as a reply to Lithuanian manœuvres recently concluded at Varena (Orany).

As regards the Lithuanian manœuvres, no such arrangements were made. It is true that the old Russian firing range is at Varena, and every summer the Lithuanian artillery goes there for its firing practice. The Lithuanian Government invariably notifies the Polish Government so as to avoid any possible misunderstandings. Similarly, the Polish artillery practices on the range between Svencionys and Pabrade near to the line of demarcation ("Alexeyevski-Poligon"). These practices have never led to any incidents on either side.

The question would assume a very different aspect in the case of military manœuvres near the line of demarcation. The Assembly of Polish troops in any large numbers would constitute such a possible danger to Lithuania that the Government would be compelled to take precautions and reinforce the Lithuanian army in order to protect exposed points. In these circumstances incidents might occur which would endanger peace.

In bringing the above to your notice, I would request you to be so good as to ascertain the facts and, if the report is true, to set in motion the machinery provided for by the Council resolution of December 10th, 1927, to avert the danger of frontier incidents.

The Polish delegate to the League of Nations, M. Sokal, to whom the letter was communicated for his observations, replied on July 27th as follows :

I have the honour to acknowledge receipt of your letter of July 26th, forwarding to me a copy of the Lithuanian Government's note dated the 23rd instant, with regard to press reports concerning military manœuvres to take place during August near to the Polish-Lithuanian frontier.

My Government instructs me to give you the following information.

Military exercises are held in Poland every year after the harvest, in different parts of the country. This year these exercises will take place in Little Poland, Volhynia, in the neighbourhood of Warsaw, etc. The annual exercises in the Voivodie of Vilna will be held, not in August, but in September, and they will take place in the neighbourhood of Oszmiana and Iwie, that is to say, at a far greater distance from the Lithuanian frontier than last year (Swieciany-Podbrodzie). These facts clearly prove that the insinuations of the Lithuanian Government are devoid of all foundation.

The Polish Government categorically rejects any protest from other countries against its right to organise military exercises within its territory.

My Government would point out that the constant endeavours of Lithuania to impute to Poland bellicose intentions, solely on the strength of unconfirmed press reports, constitutes a grave abuse which cannot be tolerated by the League of Nations. Such tactics are all the more to be condemned since Lithuania has recently rejected the Polish proposals to conclude a pact of non-aggression and, contrary to the Council resolution of December 10th, 1927, she has for more than six months been placing innumerable obstacles in the way of a successful issue to the Polish-Lithuanian negotiations, the purpose of which was to arrive at that "good understanding... upon which peace depends".

The Polish Government, having given the most solemn assurance of its desire to maintain peaceful relations with Lithuania and having shown every wish to reach an agreement in the course of direct negotiations, protests most strongly against the methods employed by the Lithuanian Government, which, on the eve of the League of Nations Assembly, is seeking to create an atmosphere of insecurity and to evade its responsibility to world opinion for the failure of the negotiations with Poland, which responsibility, however, the Lithuanian Government will be unable to refuse.

This correspondence has been circulated to members of the Council for their information.

VII. — Forthcoming Events.

- August 22nd : Committee on Smallpox and Vaccination, Geneva.
August 27th : Special Committee for the drafting of a Convention on the Private
Manufacture of and Publicity for the Manufacture of Arms,
Munitions and War Material, Geneva.
August 30th : Financial Committee, Geneva.
August 30th : Fifty-first session of the Council, Geneva.
September 3rd : Ninth Assembly of the League of Nations, Geneva.
September 20th : Special Committee for the Jurisdiction of the European Commis-
sion of the Danube, Geneva.
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