

THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

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Vol. VIII. No. 11.

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REVIEW OF THE YEAR

(OCTOBER 1927-1928)

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# MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. VIII. No. 11.

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## I. — The League of Nations from Year to Year <sup>(1)</sup>.

(October 1927-October 1928.)

### GENERAL FEATURES

The intensification of international cooperation and its extension into new and still wider fields, rather than any striking single event such as the Economic Conference of May, 1927, — was the distinguishing feature of the League's work in the interval between the eighth and ninth sessions of the Assembly.

A glance at the report of the Council to the Assembly, or merely at the agenda of the quarterly Council sessions suffices to show that there are but few aspects of international life or inter-state co-operation that the League does not touch in one way or another; and that there are hardly any States, Members or non-Members, that do not in certain respects collaborate with the League.

(1) The annual pamphlet "The League of Nations from Year to Year (October 1927-October 1928)", of which this article is a Summary, will be published in December.

There can be no better example of the extension of the League's role and the diversity of its duties than the ninth session of the Assembly, which was held in September, 1928, at Geneva. Fifty nations — the largest number hitherto represented — sent delegates. Six were represented by Prime Ministers, seventeen by Foreign Ministers; and this circumstance made it possible for certain States to hold preliminary conversations at Geneva on such questions as the final settlement of reparations and the evacuation of the Rhine provinces. The general debate on the work of the past year included discussion of such vital questions as the organisation of peace by arbitration, security and reduction of armaments, the Briand-Kellogg Pact, the proposed Anglo-French Naval Agreement, Franco-German relations, minorities, international law and the procedure of the Permanent Court of International Justice, and international economic relations.

In his closing speech the President of the Assembly, M. Zahle, referred to the debate in the following terms :

You all followed with interested attention, as I myself did, the general discussion with which we opened our proceedings; you heard speeches from this platform on various problems which in the past nobody would have dared to raise, which only became the subject of international negotiations at times of crisis and anxiety, but which to-day are constantly and vigilantly watched over by the League.

The more important phases of the League's work may be classified under the following broad headings : Relations between the League and certain of its Members; the work of the Technical Organisations, in particular the Economic and Financial Organisation; the work of the Arbitration and Security Committee; the development of international law, principally due to the practice of the Permanent Court of International Justice; the efforts of the Council to settle certain disputes.

### *The League and the States.*

#### Composition of the Council.

In 1916, as a result of differences concerning the reorganisation of the Council, Spain and Brazil gave notice of withdrawal from the League. In March, 1928, the Council issued a warm invitation to both States to reconsider the matter before their withdrawal became finally effective. Spain accepted the invitation " unconditionally and without reservation". Brazil expressed her profound regret that present circumstances did not allow her to collaborate with the League " as a Member thereof", but stated that, if in future she found it possible to return, she would " only have ground for rejoicing both at the honour of being once more a member and at the facts in consequence of which her return to that great institution would have been made possible ".

On the same occasion, the Council invited Costa Rica, who on January 1st, 1927, had ceased to be a Member of the League, to renew her cooperation. Before taking a decision, the Costa Rican Government asked the League to define "the scope given to the Monroe Doctrine when it was included in Article 21 of the Covenant". The Council did so on September 1st, and a few days later Costa Rica replied that it would submit the invitation to its constitutional Congress with the request to vote the necessary funds.

Of non-members, the United States of America, Turkey, and the Union of Socialist Soviet Republics have all taken part in some of the technical work and even in certain aspects of the political work of the League (Preparatory Commission for the Disarmament Conference, Arbitration and Security Committee).

The mandates of three non-permanent Members of the Council, China, Colombia and the Netherlands having expired, the Assembly elected in their place Spain, Persia and Venezuela.

On the request of the German, English and French Governments, supported by its bureau, the Assembly had previously decided that the temporary provisions of 1926 should exceptionally remain in force in 1928, thus authorising a State Member to make a request for re-eligibility immediately after election to the Council. The Swedish and Norwegian delegations voted against this proposal for reasons of principle.

The proposal being adopted, Spain submitted immediately after election a preliminary request for re-eligibility which secured more than two-thirds of the total votes cast. Spain, accordingly, was authorised to stand for election in 1931, at the end of her present term of office. A request for re-eligibility presented by China, whose mandate had expired, secured 27 votes less than two-thirds of the total cast.

#### *Work of the Technical Organisations.*

*Action on the recommendations of the Economic Conference.* — During the past year, the most important results of a concrete and practical kind were obtained in the technical field, above all in economics and finance. The influence of the Economic Conference of May, 1927, made itself felt in two ways. In the first place, the upward tendency of customs tariffs was brought to a standstill; in the second, a considerable number of commercial treaties led to a reduction of duties not only in the contracting states, but also in others, owing to the operation of the most-favoured-nation clause.

In addition to indirect action through States, the Conference had a direct and decisive influence on the work of the League, which was called upon to realise its aspirations and to give practical effect to the new economic charter evolved.

The results obtained by the Economic and Financial Organisation, reconstituted and enlarged by the adjunction of a newly created body, the Economic Consultative Committee, were both numerous and important.

One of the most recent achievements of this organisation was the successful conclusion of an international convention for the abolition of import and export prohibitions and restrictions. For this purpose an international conference was convened, which was attended by representatives of nearly all European States and of the United States, Egypt and Turkey. The convention was the first multilateral agreement regulating economic relations between states. It was completed by agreements on hides and bones — thus for the first time dealing by international agreement with the rate of duty applicable to a specific product.

With these agreements the Convention for the Abolition of Import and Export Prohibitions and Restrictions constitutes the first step towards the execution of the recommendations of the Economic Conference on freedom of trade, and it is worthy of note that this step was possible in rather less than a year after the Conference.

On other points of the programme, the Economic Committee made arrangements for preliminary work. As regards treaty-making methods and the most-favoured-nation clause, it endeavoured to compose a body of doctrine which might later serve as a guide for Governments when negotiating commercial treaties. Further, without losing sight of its ultimate goal — the general and simultaneous reduction of all customs barriers — the Committee instituted an enquiry into the possibility of a concerted reduction of tariffs for certain substances, such as basic industrial products and foodstuffs.

Measures of veterinary control were studied by a Committee of Specialists with a view to international action reconciling the necessities of exporting countries with those of states desiring to protect themselves against animal and plant diseases.

Another committee studied the question of the unification of customs nomenclature, failing which the equitable application of customs duties and, indeed, real freedom of trade, must remain a dead letter.

Other Committees terminated a draft international convention on the treatment of foreign nationals and enterprises and prepared drafts aiming at the assimilation

of laws on bills of exchange and cheques. Preparations were made for an international conference on the unification of economic statistics.

Such was, in brief outline, the work of the Economic Committee and its experts. The Consultative Economic Committee, which succeeded the Economic Conference and was modelled on the same lines as regards balance of industrial, commercial, agricultural, financial, workers and consumers' interests, held its first session in the summer of 1928. It approved the work of the Economic Committee and emphasised, as did also the Assembly in September, those points of the programme of the Conference which seemed ripe for action or offered a prospect of practical results in trade, industry or agriculture. Two important problems, coal and sugar, were added to the programme.

The work of the Financial Committee on national reconstruction projects and refugee and other loans showed normal progress. With the preparation and launching of the scheme for the financial restoration of Bulgaria, the loans issued under the auspices of the Committee now total nearly half a billion dollars. Another scheme, prepared at the request of Portugal, was not put into operation because that Government objected to the measures of control proposed.

In Greece the schemes drawn up last year developed as contemplated. The Greek currency has been stable since May 14th, 1928, and the new bank of issue has begun operations.

In Estonia the currency has been stabilised since January, 1928, and in Danzig the scheme prepared by the Financial Committee developed satisfactorily.

At each of its sessions the Financial Committee reviewed the progress made in the settlement of Greek and Bulgarian refugees. Despite adverse conditions, such as the recent earthquake, this work, the importance of which was emphasised by the Assembly, has been successfully pursued, not only from a humanitarian but also from a political point of view.

In Bulgaria, 90% of the refugees will shortly be provided with land. In Greece, where the work of agricultural settlement may be regarded as virtually terminated, a second loan will soon be issued to enable the Refugee Settlement Commission to carry on its urban settlement work.

The Transit Organisation put the finishing touches to a scheme for the unification of road signals, pursued its examination of the rules of the road and instituted an enquiry into two problems of interest to motorists — the system for the taxation of foreign tourists' vehicles and customs formalities for commercial motor traffic. It drew up a draft convention on certain aspects of river law and studied another on methods of certifying the nationality of vessels used in inland navigation. A special committee studied economic methods of co-operation between air traffic undertakings in the various countries. Definite recommendations on combined rail and air transport were submitted to Governments by the authorities concerned.

The Transit Organisation further prepared a model transit card for emigrants and continued its study of League communications in times of emergency. The Council having referred to it certain resolutions of the Press Experts' Conference of 1927, the Organisation drew up a programme of action and, as a first step, succeeded in bringing about the establishment of a through wire between Geneva and London, especially intended for press reports for overseas countries.

The Health Organisation developed and perfected its system of epidemiological intelligence. The Singapore Bureau extended its sphere of action to include regular telegraphic communication with one hundred and forty ports and thirty-five health administrations, which announce the arrival of infected ships. Interchanges of medical officers promoted relations between the health services of the various countries, one of them being devoted to rural hygiene. Both these departments, interchanges and epidemiological intelligence, receive subsidies from the Rockefeller Foundation.

Several committees of the Health Organisation made considerable progress. On the basis of experiments and enquiries conducted since 1924, the Malaria Com-

mission recommended principles and methods which embody the opinion of the world's leading malariologists as to the most efficacious and economic system of combating malaria in Europe. Thanks to the investigations of the Smallpox and Vaccination Commission, health services are now informed of the opinion of well-known specialists regarding post-vaccinal encephalitis. The Permanent Standards Commission reached an agreement for the standardisation of a number of sera and for the establishment of a method of testing certain biological products. A Committee of health statisticians drew up an international list of causes of death and collected material for a list of causes of disease. The Cancer Commission studied the problems of occupational cancer and the radio-therapy of uterine cancer. The Sleeping Sickness Commission worked out a system of administrative measures for submission to the Second International Conference on this subject.

Other features of the League's health work are the establishment of a definite plan for practical co-operation with several Latin-American countries and the technical assistance given on various occasions to the health services of Greece and Bulgaria.

The Organisation on Intellectual Cooperation brought its principal efforts to bear on the development of inter-university relations and the co-ordination of the work of National University Offices, international student's associations, institutes of international political study; intellectual rights (scientific property, on the subject of which a preliminary draft convention was addressed to Governments; moral rights of authors); the co-ordination of intellectual statistics; the promotion of literary and artistic relations by the organisation of chalcographical exhibitions, the conclusion of an agreement between cast workshops and an investigation of the educational role of museums; the co-ordination of libraries by means of national offices in the various countries and an international office under the direction of the Paris Institute on Intellectual Cooperation; the preservation of printed and written matter; and the instruction of young people in the existence and aims of the League.

The International Institute of Private Law, founded and subsidised by the Italian Government, was opened on May 30th; in August the Council gave its official approval to the Statutes of the International Educational Cinematographic Institute, also founded by the Italian Government,

#### ARBITRATION, SECURITY, REDUCTION OF ARMAMENTS

Another important feature of the past year's work was the exploration of the guarantees afforded by arbitration and security as a background for an international convention on the reduction and limitation of armaments. In this connection the work of the Arbitration and Security Committee — in which the Turkish and Soviet delegates co-operated — was one of the most considerable efforts yet made for the organisation of peace.

The Committee laid emphasis on the fact that the Covenant created a measure of security which must be appreciated at its full value, and that, under its terms, the Members of the League were equipped with such extensive powers that their common will for peace would be effectively exercised within its framework, all the more effectively because it did not provide a rigid code of procedure.

After explaining the undeniable guarantees for security contained in the Covenant, whose articles in the majority of cases might be applied in such a way as to prevent war, the Committee, nevertheless, suggested that for States which did not regard these guarantees as sufficient, the Committee suggested that further protection might be provided by signing arbitration and conciliation conventions; by recognising the compulsory jurisdiction of the Court; or by concluding collective or bilateral treaties of security modelled on those of Locarno, as well as a model treaty for strengthening the means of preventing war.

The extremely elastic system proposed by the Committee enables States to

make their choice of a method and to adapt their obligations to their requirements or preferences. It is worthy of note that the procedure laid down in the arbitration conventions would operate in such a way that no obstruction by the parties could prevent it from taking its course. Moreover, although States remain free to sign, or not to sign, these agreements, the Committee, to promote the increased use of pacific procedure and the conclusion of a larger number of collective bilateral treaties and conventions, organised a procedure by which the Council would "if requested to do so by one of the parties — after it has examined the political situation and taken account of the general interests of peace — be prepared to place at the disposal of the States concerned its good offices which, being voluntarily accepted by them, would be calculated to bring the negotiations to a happy issue".

Other work bearing on security — such as the scheme for financial assistance for States victims of aggression and the improvement of League communications in emergency — also made substantial progress. These schemes were removed from the theoretical plane by the 1928 Assembly which, with certain modifications, recommended them to all Governments. Whatever their ultimate fate, these agreements have given a fresh stimulus to the Assembly's desire to proceed as rapidly as possible with its disarmament work.

The Preparatory Commission for the Disarmament Conference held two sessions, but did not succeed in finishing its work. It was convened for the second reading of the draft convention drawn up last year, but abandoned this programme owing to differences of opinion between the Governments concerned. The German representative proposed to leave to the Disarmament Conference the settlement of those predominantly political questions which, at that time impeded any initial step towards the realisation of the disarmament idea, and asked that the Commission should fix for the Conference a date as early as possible after the ninth session of the Assembly.

The Commission, however, did not feel able to agree to this proposal. It also rejected, almost unanimously, a draft convention for the immediate, complete and general disarmament of all land and sea forces submitted by the U. S. S. R. delegation, which took part for the first time in its work.

This was the position when the Assembly met, and one of the principal subjects of discussion was the reduction of armaments, several delegates emphasising its numerous difficulties and urging that such differences of opinion as still existed should be removed before convening the Commission or the Conference. The German representative again proposed that the Assembly leave it to the Disarmament Conference to settle the questions in abeyance and invite the Council to fix the date of this Conference for 1929. Nevertheless, to enable the Assembly to take a unanimous vote, and to demonstrate the desire of his delegation to co-operate loyally in the work, the German representative withdrew his proposal and refrained from voting, as did also the Hungarian representative.

During the discussion it had been possible to reconcile the different points of view to a considerable extent. This was due in a large measure to the work of the Arbitration and Security Committee, which enabled the Assembly unanimously to declare that the existing conditions of security would allow of the immediate conclusion of a first Disarmament Convention, and that Governments which considered their security not sufficiently assured were now in possession of further means for strengthening it.

The Assembly further noted that the general political situation was continually improving, and that the difficulties which had hitherto impeded the work of the Preparatory Commission were beginning to diminish. It urged the necessity of taking the first step towards the reduction and limitation of armaments with as little delay as possible; noted with satisfaction the efforts of certain Governments to prepare the ground for future work; expressed the hope that Governments among which differences of opinion still subsisted as to armaments limitation would seek agreement without delay; and proposed that the President of the Commission keep

in contact with Governments in order to be apprised of the progress of negotiations and to be able to convene the Commission at the end of 1928 or, in any case, at the beginning of 1929.

Some progress was also made as regards the supervision of the private manufacture of arms and the publicity of arms manufacture, when the members of the Special Commission agreed to the extension to State manufacture of a certain system of publicity.

Here also may be mentioned the Szent Gotthard machine-gun incident, submitted to the Council by Roumania, Yugo-Slavia, and Czechoslovakia, under the articles of the Treaty of Trianon concerning Hungarian disarmament and the regulations issued by the Council for the exercise of the right of investigation as provided by the military clauses of the peace treaties.

This incident concerned the discovery in Hungarian territory of five truck-loads of war material which had travelled from Italy through Austria under a false declaration. The Council, without bringing into play the investigation procedure, referred the matter to a Committee, assisted by experts, two of whom proceeded to the spot. In the light of their report, the Council expressed its regret "that the Hungarian Government had considered the Szent Gotthard incident exclusively from the standpoint of railway and customs regulations, without having thought it necessary to concern itself with the question of the final destination of the material, although its presence under a false declaration on Hungarian territory acquired special importance from the fact that in regard to the trade in arms Hungary was under obligations arising from the Treaty of Trianon".

The Council also regretted that it had been impossible to determine the final destination of the material and expressed its conviction that the discussions had sufficiently emphasised the gravity of the incident and the importance which it attached to such incidents not recurring. It recalled in this connection that any one of its Members had the right to request an extraordinary meeting of the Council and that the latter had authority to order immediate investigation in virtue of the rules in force. For the establishment of mutual confidence between States it emphasised the importance of early ratification of the convention on the supervision of the arms trade.

The Hungarian Government had proceeded to the sale by auction of the material confiscated, as authorised by the international railway regulations, after this question had been placed on the Council's agenda. The Council, therefore, to dispel any doubt as to the attitude which Governments should observe when an affair was pending before it, established the following measures to preserve the *status quo*. In similar cases and also in cases where differences are placed on the agenda of the Council in accordance with Article 11, paragraph 2, or other articles of the Covenant such as articles 13 and 15 (measures for giving effect to arbitral awards, disputes likely to lead to rupture), the Secretary-General will communicate immediately with the parties concerned. He will draw their attention to the fact that the Council considers that, when a question has been submitted for examination, it is extremely desirable that the Governments concerned should take whatever steps may appear to them necessary or useful to prevent anything occurring in their respective territories which might prejudice the examination or settlement of the question by the Council.

THE PERMANENT COURT OF INTERNATIONAL JUSTICE.  
INTERNATIONAL LAW.

In the field of international law, special mention must be made of the work of the Court and the rapid extension of its jurisdiction. The number of cases submitted made it necessary for the Court to hold an extraordinary session shortly following its ordinary session, with the result that it was almost constantly in

session. It gave three advisory opinions and four judgments in cases of varying importance, all concerning conflicts between States.

The so-called Optional Clause for the compulsory jurisdiction of the Court was accepted by two more States, Spain and Hungary, the latter subject to ratification. This clause is now in force for sixteen States. Thirteen others have signed, but have not yet ratified it. The Court's jurisdiction was further extended by numerous conventions and treaties concluded during the year.

The interest taken by all League Members in the Court's development, the desire to extend its jurisdiction whenever possible and to perfect its procedure, gave rise to several important resolutions in September. In the first place, with a view to removing obstacles which may prevent States from acceding to the compulsory jurisdiction of the Court, the Assembly drew the attention of Governments to the possibility of reservations limiting their commitments. It further invited the Council to secure from States information as to the questions of international law, the elucidation of which would facilitate their accession to the Clause.

The second question raised was whether the Council or the Assembly could not seek the advisory opinion of the Court by a simple majority vote. The advisory opinion is a new departure in international law. Since the creation of the Court the Council has made a wide use of the possibility offered by the Covenant of seeking its advice on any point of law that may arise, for instance, during the examination of a political question. The opinion of the Court has often facilitated the Council's task and contributed to settlement. Hitherto this reference had almost always been made by unanimous decision of the Council and, in various quarters, it had been queried whether this decision could not be taken by a simple majority. The Swiss delegation to the ninth Assembly suggested that the Council might seek the opinion of the Court on this subject, but this proposal met with various objections. The Swiss delegation then submitted another proposal, which met with unanimous agreement, according to which the Council was invited to study the question as soon as circumstances permitted.

In the third place, the Assembly drew the Council's attention to the advisability of examining the Statute of the Permanent Court, with a view to the introduction of such amendments as might be judged desirable, in the light of the experience gained during the past seven years.

The Assembly and Council, voting simultaneously, elected as judge Mr. Charles Evans Hughes, former Secretary of State and Justice of the Supreme Court of the United States, to replace Mr. John Bassett Moore, who had resigned in order to devote himself to the publication of an important work on international law.

The work on the codification of international law included the arrangements for the first codification conference, which will meet at The Hague in 1929 or 1930.

The Committee of Experts for the Progressive Codification of International Law, after consulting Governments and qualified institutes, selected two fresh questions as sufficiently ripe for international regulation, namely, the legal position and functions of consuls and the competence of the Courts in regard to foreign states. These questions will be submitted to a later conference. In this connection, the Assembly gave a fresh impetus to the work it had initiated in 1924. It confirmed its decision to make no change in the method adopted in that year, recognising, however, that there would be advantages in indicating the full extent of the subjects to be covered without prejudging the order to be followed. It accordingly asked the Council to have a systematic survey established by a committee of three jurists.

The Assembly emphasised the great immediate practical value of assembling the various international conventions in the form of a code, according to a methodical classification. It asked the Council to submit to the above-mentioned committee of three the question of publishing these conventions as an accompaniment to the Treaty Series.

The total number of treaties registered by the League since 1920 is approaching

2,000, more than three hundred having been deposited during the past year. This number includes twenty-four treaties on arbitration and conciliation, fifty-nine treaties of commerce and navigation, and twenty economic treaties.

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Of the questions dealt with by the Council in 1927-1928 two may be mentioned as being of particular importance and illustrative of the methods of the Council.

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A feature common to both questions was the reference to the Council by one of the parties concerned in virtue of Article II, paragraph 2 of the Covenant, according to which it is "the friendly right of each Member of the League to bring to the attention of the Assembly or the Council any circumstances whatever affecting international relations which threaten to disturb international peace or the good understanding between nations upon which peace depends".

Under Article II, the decision of the Council must be unanimous and include the votes of the parties to the dispute—that is to say, the proposals of the Council must be agreed to by the parties and no solution can be imposed on either party against its will. This circumstance was the determining factor in the procedure followed by the Council, which included public statements by the parties; examination of the question by a rapporteur, in consultation with the other members of the Council including the parties; an attempt to reconcile and adapt the standpoints of the parties in order to establish the basis or the principles of an agreement that would be unanimously accepted; finally, the ground cleared, recommendations for direct negotiations between the parties.

The Council was untiring in its application of this method to both cases. From December, 1927, to September, 1928, no fewer than three attempts were made to settle the Hungarian optants question. The Hungarian Government having rejected the report which the Council had adopted in September as a basis for negotiations between the parties, the Council, while confirming the value of its previous recommendations, proposed in March another solution, namely the addition of two judges to the Hungarian and Roumanian Arbitral Tribunal. This solution was rejected by the Roumanian Government, and the Council then urged the parties to bring the dispute to a close by reciprocal concessions, while repeating its opinion that it ought to be settled upon the basis of the solutions previously recommended.

session. It gave three advisory opinions and four judgments in cases of varying importance, all concerning conflicts between States.

The so-called Optional Clause for the compulsory jurisdiction of the Court was accepted by two more States, Spain and Hungary, the latter subject to ratification. This clause is now in force for sixteen States. Thirteen others have signed, but have not yet ratified it. The Court's jurisdiction was further extended by numerous conventions and treaties concluded during the year.

The interest taken by all League Members in the Court's development, the desire to extend its jurisdiction whenever possible and to perfect its procedure, gave rise to several important resolutions in September. In the first place, with a view to removing obstacles which may prevent States from acceding to the compulsory jurisdiction of the Court, the Assembly drew the attention of Governments to the possibility of reservations limiting their commitments. It further invited the Council to secure from States information as to the questions of international law, the elucidation of which would facilitate their accession to the Clause.

The second question raised was whether the Council or the Assembly could not seek the advisory opinion of the Court by a simple majority vote. The advisory opinion is a new departure in international law. Since the creation of the Court the Council has made a wide use of the possibility offered by the Covenant of seeking its advice on any point of law that may arise, for instance, during the examination of a political question. The opinion of the Court has often facilitated the Council's task and contributed to settlement. Hitherto this reference had almost always been made by unanimous decision of the Council and, in various quarters, it had been queried whether this decision could not be taken by a simple majority. The Swiss delegation to the ninth Assembly suggested that the Council might seek the opinion of the Court on this subject, but this proposal met with various objections. The Swiss delegation then submitted another proposal, which met with unanimous agreement, according to which the Council was invited to study the question as soon as circumstances permitted.

In the third place, the Assembly drew the Council's attention to the advisability of examining the Statute of the Permanent Court, with a view to the introduction of such amendments as might be judged desirable, in the light of the experience gained during the past seven years.

The Assembly and Council, voting simultaneously, elected as judge Mr. Charles Evans Hughes, former Secretary of State and Justice of the Supreme Court of the United States, to replace Mr. John Bassett Moore, who had resigned in order to devote himself to the publication of an important work on international law.

The work on the codification of international law included the arrangements for the first codification conference, which will meet at The Hague in 1929 or 1930.

The Committee of Experts for the Progressive Codification of International Law, after consulting Governments and qualified institutes, selected two fresh questions as sufficiently ripe for international regulation, namely, the legal position and functions of consuls and the competence of the Courts in regard to foreign states. These questions will be submitted to a later conference. In this connection, the Assembly gave a fresh impetus to the work it had initiated in 1924. It confirmed its decision to make no change in the method adopted in that year, recognising, however, that there would be advantages in indicating the full extent of the subjects to be covered without prejudging the order to be followed. It accordingly asked the Council to have a systematic survey established by a committee of three jurists.

The Assembly emphasised the great immediate practical value of assembling the various international conventions in the form of a code, according to a methodical classification. It asked the Council to submit to the above-mentioned committee of three the question of publishing these conventions as an accompaniment to the Treaty Series.

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During the interval between the June and September sessions of the Council, the parties exchanged notes which, in the Council's opinion, showed some possibility of reaching a friendly settlement and an agreement on preliminary conditions for the opening of negotiations. In these circumstances, the Council recommended that the two Governments, while reserving their points of view in regard to the principles involved and the legal situation, should take steps to enable their plenipotentiaries to meet as soon as possible.

The Polish-Lithuanian affair came before the Council in the following way : On October 15th, 1927, the Lithuanian Government complained of measures applied by the Polish Government to schools in the Vilna and Kovno districts, stating further that it had "acquired the certainty that the Polish Government was putting into operation a far-reaching scheme directed against the very existence of an independent Lithuania".

From the formal statements of the Polish and Lithuanian representatives to the Council, it appeared that the Polish Government fully recognised and respected the political independence and territorial integrity of the Lithuanian Republic and that the Lithuanian Government did not consider itself in a state of war with Poland. The Council therefore recommended the two Governments to enter into direct negotiations as soon as possible in order to establish such relations between them as would ensure the good understanding "upon which peace depends". It placed at their disposal the good offices of the League and its technical organisations, should such assistance be desired. It laid down a procedure for enquiry and the settlement of frontier incidents. In the final paragraph of the resolution the Council declared that it in no way affected questions on which the two Governments had differences of opinion.

This resolution was voted in December, 1927. The direct negotiations began in March, 1928, and, when the Council met in June, had made no appreciable progress. The Council then decided to include in the agenda of its following session not only an examination of the progress of negotiations, but the whole question of the Polish-Lithuanian relations. In September the Council noted that, although agreement had not been reached, the negotiations had nevertheless cleared the ground for further progress. It accordingly encouraged the parties to continue, and proposed, failing appreciable progress, to make a very careful enquiry into difficulties which, in consequence of the dispute, might injure the rights of third parties. These the Council, as guardian of the general interest, was bound to defend. In order to dispel any misunderstanding, the Council gave definite explanations in regard to the final paragraph of its resolution of December, 1927.

The third problem referred to the Council under Article 11 concerned a request of the Albanian Government to examine the question of Albanian property and the situation of the Albanian minority in Greece. The second part of the question was not dealt with by the Council for reasons which will be given later.

As regards the first point, the Council, after hearing the representatives of the parties, decided that direct negotiations conducted in a spirit of conciliation would seem to constitute the most suitable means of reaching a solution.

Various communications from the Persian, Japanese and British Governments were sent through the Secretary-General, in accordance with practice or on formal request, to all States Members of the League.

#### MINORITIES

Minority questions were considered at all sessions of the Council and also by a Committee of Three which examined all petitions recognised receivable. These petitions mainly concerned educational matters in Upper Silesia, which were submitted to the Council by the *Deutscher Volksbund* of Polish Upper Silesia.

The most important petition dealt with the admission of children to the primary and minority schools of Polish Upper Silesia. The German Government

submitted to the Permanent Court the legal points involved and, in the light of the interpretation given, the Council laid down the principles which should in future govern language declarations made with a view to the establishment of new minority schools or the admission of children to existing ones.

A complaint of the Lithuanian Government regarding the treatment of persons of Lithuanian race or language in the Vilna district was dealt with according to the minority procedure. On the advice of a Committee of Three, the Council confined itself to noting the observations made by the Polish Government.

Two general minority questions were considered. The first concerned the receivability of petitions in regard to which the Council sought and noted the opinion of jurists. The second was raised in connection with a request of the Albanian Government under Article II of the Covenant that the Council should consider the situation of the Albanian minority in Greece. A report prepared by a Committee argued that the request was not receivable for the following reason. "One of the main objects of the system of protection of minorities would be frustrated and an important purpose of the minorities treaties themselves would be defeated if the Council consented to accept as normal an appeal based on Article II in lieu of the minority procedure". The German representative nevertheless observed that in grave cases Article II might be applied to minority questions.

The question of minorities was raised at the Assembly during the general discussion of the Council's report, the Netherlands delegate suggesting that a Permanent Minorities Commission might be formed, a proposal which gave rise to a discussion in which various arguments, both for and against, were put forward. The question was not referred to a committee and no resolution was adopted.

#### MANDATES

The Permanent Mandates Commission examined the annual reports of the Mandatory Powers on the administration of territories entrusted to their charge. On various points, such as legislation, labour, health and education, the Mandatories were asked to furnish additional information in future reports.

The report of the Royal Commission on the 1926 disturbances in Western Samoa was most carefully examined, petitions on the same subject being studied in the presence of the New Zealand High Commissioner in London and a former Administrator of the territory. The Commission finally expressed the opinion that none of the charges made against the administration were justified and that no petitions contained any evidence of a policy or action contrary to the mandate. It noted with satisfaction the assurance of the Mandatory that adequate arrangements had been made for the maintenance of law and order in the island.

Several matters dealt with by the Commission were also raised before the Council. As regards Transjordan, for instance, the Commission had asked the Council to consider whether its formal assent was necessary before the Agreement of February, 1928, between the United Kingdom and Transjordan — recognising the independence of the Transjordan Government — could be put into force. The British representative having stated that his Government considered itself responsible to the Council for the application of the Mandate, the Council voiced its conviction that, in these circumstances, the Agreement was in conformity with the Mandate.

Again, as regards Syria, the Commission, while considering that the country should be gradually prepared for self-government, had recommended that the Mandatory should meanwhile preserve all the authority necessary to guide and control its development and meet its responsibilities to the League. The French representative on the Council concurred in this view,

The Commission had drawn the attention of the Council to certain questions concerning the application in mandated territories of the principle of the economic equality of States Members of the League. The Council instructed the Commission to study the whole question of the treatment of nationals of mandated territories

in countries Members of the League and of produce and wares from these territories. Similarly, it asked the Mandatory Powers for information as to postal rates and their practice in regard to purchases of material and supplies for mandated territories. The Council also asked the Mandatories for information as to the parts of the territories under their mandate to which the Saint Germain Convention on the liquor traffic had been applied.

#### THE SAAR AND DANZIG

The only question dealt with by the Council concerning the Saar Territory was that of the appointment of the Governing Commission. The Council appointed M. Ehrnroth (Finnish) to succeed the retiring member, M. Lambert (Belgian).

The principal events, in the territory during the year were the conclusion of the Franco-German Agreement on Trade between the Saar and Germany, the difficulties, in marketing Sarr coal owing to the European coal crisis, and the measures taken by the Commission to deal with the position.

No questions concerning Danzig trad to be settled by the Council. Those pending were dealt with by direct agreement between the parties, as recommended by the Council, or referred to the Permanent Court for an opinion, which was accepted by the parties.

Count Manfredi Gravina was appointed to succeed Dr. von Hamel as High Commissioner, in June, 1929.

#### SOCIAL AND HUMANITARIAN QUESTIONS

The most important event in this domain was the coming into force of the Geneva Opium Convention of February 19th, 1925. This enabled the Council to make arrangements for the appointment of the Permanent Central Board created by the Convention to follow international traffic in the substances covered by the Convention.

At the same time, the Advisory Committee on Traffic in Opium pursued its enquiry into means of combating the illicit traffic. Evidence that the clandestine trade is still considerable, despite progress in applying the League's recommendations, is afforded by reports of large contraband seizures.

The principal features of the Committee's work were an appeal to Governments for the more stringent enforcement of its recommendations and for further information enabling the Committee to discover more accurately the source and channels of the illicit traffic; a suggestion for the state control or ownership of drug factories; the establishment of uniform methods of administrative control; a recommendation that, as regards manufacture, import and export, benzoyl-morphine should be liable to the same control as morphine.

The Assembly recommended in september that delegates should urge their Governments to take the necessary measures to give effect to these recommendations. It further recommended, on the proposal of the British Government, that a Commission should study the control of opium smoking in the Far East.

#### TRAFFIC IN WOMEN AND CHILDREN

In connection with the traffic in women and children, the Council authorised the publication of the second part of the Report of the Special Body of Experts, which contains information on the traffic in twenty-eight European and American countries. The Committee on Traffic in Women studied the material and moral protection of music-hall and similar artists touring abroad. It asked Governments which still maintained the system of licensed houses to examine the question of abolishing them as soon as possible. The Assembly drew the attention of Governments to the importance of the employment of women police in the prevention of the traffic.

The Child Welfare Committee concentrated its efforts on the problem of the effect of the cinematograph on children and young people, and drew up draft conventions on the repatriation and relief of minors. It decided to institute in seven European countries and in the United States a preliminary enquiry on the problem of children exposed to moral and social dangers.

Substantial progress was made in relief work for refugees. The settlement work was pursued, more particularly as regards Armenians in Syria. A Government conference decided to recommend the more general application of the rules established in regard to passports and to draw up regulations for the unification of the legal status of refugees. Relief measures for Russian and Armenian refugees were, by special decision of the Council, extended to other categories (Assyrians, Assyro-Chaldeans and Turks). It was recognised that this work, carried out during several years by the High Commissioner for Refugees and the International Labour Office, could not provide a complete solution of the refugee problem. In September, 1928, the Assembly expressed the opinion that such a solution could only be obtained by the return of the refugees to their countries of origin or their assimilation by the countries at present giving them shelter. The Assembly accordingly invited Governments to provide refugees with all possible facilities for acquiring the nationality of the countries in which they are at present residing. Recognising, nevertheless, that in present circumstances international action would still be necessary for some time to come, it invited to set up an advisory commission to assist the High Commissioner, and urged Governments to facilitate the evacuation of refugees from Constantinople and to apply the decisions taken in regard to passports and the legal status of refugees.

The Assembly further decided that the work of establishing Armenian refugees in the Republic of Erivan should be carried on by High Commission under the auspices of the League. Several Governments have expressed their willingness to contribute to this work and a group of Armenians in Europe have presented £100,000 sterling to Dr. Nansen for this purpose.

The Assembly decided to include certain aspects of the question of alcoholism in the League's programme of study.

#### BUDGET, STAFF AND BUILDINGS

The League budget for 1929 was fixed by the Assembly at 27,028,280 Swiss Francs for all League organisations, (Assembly, Council, Conferences, Secretariat, International Labour Organisation and Permanent Court of International Justice). The increase of 1,795,463 Swiss Francs is due to the new duties entrusted to the Economic, Financial and Transit Organisations, the preparation of the Conference for the Codification of International Law and the appointment of the Permanent Central Opium Board.

This led to an important general discussion concerning the budget itself, the Secretariat staff, methods of recruitment and the general spirit of the Secretariat. The Assembly took this occasion to confirm the principles contained in the report submitted to the Council by Lord Balfour in May, 1920, by which the Secretary-General is instructed to secure the men and women best qualified to fulfil the duties assigned to them, while taking account of the necessity of selecting officials of various nationalities. The members of the Secretariat, once appointed, are no longer considered as being in their country's service, but become for the time being officials of the League and the League only. Their duties are not national but international.

The question of the site for the new League buildings (the Assembly Hall, the Secretariat, and the Library) was finally settled by the Assembly. The lake-front

site having been found too small to meet the situation created by the Rockefeller Library gift, an arrangement was concluded with the Swiss authorities by which the original site was exchanged for a larger one in the Ariana park.

## II. — Summary of the Month.

NOVEMBER 1928.

In november the most important League event in the economic field was the Diplomatic Conference which met in Geneva on November 26th for the purpose of adopting a Convention on the scope of economic statistics and methods of compiling industrial and commercial statistics. This Conference, which was attended by delegates from some forty-one States, was still in session at the end of November.

In the course of its enquiry into communications by land, water and air, the League Transit Organisation has turned its attention to the requirements of international motor transport. Its Road Traffic Committee, which is composed of representatives of government transport offices and of international associations interested in the subject, met in Paris during the month, studying the international regulation of commercial motor transport and the taxation of foreign tourists' cars.

Substantial progress was made by the League Health Organisation in its research work on sleeping sickness in Central Africa. The Second International Conference on Sleeping Sickness met in Paris from November 5th to 7th, examined the report of the International Commission which had been working for eighteen months in the infested area, and proposed a series of preventive and curative measures.

An extraordinary session of the Permanent Court of International Justice opened on November 14th to consider a case relating to Serbian loans issued in France. A Body of Arbitrators appointed by the Council to settle a dispute between the Sopron-Kőszeg Railway Company and the Austrian and Hungarian Governments began its proceedings on November 5th.

The General Act and Conventions prepared by the ninth Assembly for the pacific settlement of international disputes were forwarded by the Secretary-General to all Governments.

The Saar Governing Commission sent in its thirty-fifth report on the situation in the territory.

## III. — Arbitration, Security and Reduction of Armaments.

### COMMUNICATION TO GOVERNMENTS OF THE TEXTS APPROVED BY THE ASSEMBLY

The Secretary-General has communicated to Governments the texts prepared by the Assembly on arbitration and security, which include the General Act for the Pacific Settlement of International Disputes, three bi-lateral conventions for conciliation, arbitration and judicial settlement, three draft treaties of mutual assistance and non-aggression and a mutual treaty for strengthening means of preventing war.

The General Act is preceded by a new Introductory Note drafted by the Secretariat according to the instructions of the Council. As it stands, the General Act is a document which can be converted into a convention as soon as it is accepted, in its entirety or in part, by two States. It will remain open indefinitely for the accession of all other States Members or non-Members of the League.

It is assumed that Governments will first secure the preliminary approval

necessary under their respective national constitutions and that in this way the accessions will become valid. The Secretary-General has expressed his readiness, if desired, to assist Governments in carrying out the formalities attending the deposit of the instruments of accession to the General Act.

These documents are accompanied by the texts of the resolutions adopted by the Assembly concerning the good offices of the Council. States Members are informed that the Council, if so requested by one of the parties, is prepared after examining the political situation and the general interests of the peace, to lend its good offices for the conclusion of treaties of the above mentioned character.

*(Bibliographical Note. — Pacific Settlement of International Disputes, Non-Aggression and Mutual Assistance. Geneva, 1928. 46 pages. Document No. C. 536. N. 163. 1928. IX.)*

#### IV. — Legal and Constitutional Questions.

##### INTERNATIONAL ENGAGEMENTS

##### REGISTRATION OF TREATIES

Among the international engagements registered in November figure :

An exchange of notes between Finland and the U. S. S. R. (Helsingfors, September 24th, 1928) appointing frontier commissioners on the Karelian Isthmus, presented by Finland.

An exchange of notes between Finland and Lithuania constituting a provisional regulation of the commercial relations between the two countries (Kaunas, October 6th, 1928), presented by Finland;

A Treaty of Commerce and Navigation (Angora, August 26th, 1927) between Turkey and the Economic Union of Belgium and Luxemburg, presented by Belgium;

A Commercial Convention (Ottawa, March 15th, 1928), between Canada and Czechoslovakia, presented by Canada;

A Convention concerning the extraction of hydraulic power on the international section of the Douro (Lisbon, August 22nd, 1927) between Spain and Portugal, presented by Portugal.

#### V. — The Technical Organisations

##### 1. — THE HEALTH ORGANISATION

##### a) *Thirteenth Session of the Health Committee.*

The Health Committee held its thirteenth session at Geneva from October 25th to 31st, when it reviewed the work of the Health Organisation since its last session and laid down the general lines of its work for 1929. Dr. Chodzko (Polish) and Professor Ricardo Jorge (Portuguese) were elected Vice-Chairman for 1929.

*Assembly Resolutions and Decisions of the Council.* — The Committee learned with satisfaction that its work had received the general approbation of the ninth Assembly and that its budget had been passed without discussion.

It examined the request of the Council for its opinion and report on a scheme suggested by the Assembly for collecting "full statistical information regarding alcoholism considered as a consequence of the abuse of alcohol, giving prominence,

*inter alia*, according to the data available, to the deleterious effects, of the bad quality of the alcohols consumed... It is understood that this resolution does not refer to wine, beer or cider ”.

After careful consideration the Committee came to the conclusion that to amass statistical data would add nothing appreciable to existing knowledge on the evil effects resulting from the abuse of alcohol and that there was already considerable scientific and medical knowledge and literature on the deleterious effects of methyl-alcohol and alcoholic liquors of bad quality. Therefore submitting a report to the alcohol and alcoholic liquors of bad quality. Therefore before submitting a report to the Council on a plan of study the Committee decided to request further information from the health administrations of the countries which had brought this matter before the Assembly, namely, Finland, Poland and Sweden, as to the special lines of enquiry, best adapted to supply the information needed.

*Epidemiological Intelligence.* — The Committee noted that the publication of the Weekly Record or Bulletin of epidemiological intelligence, had been advanced by a day owing to special arrangements made with the *Office International d'Hygiène publique*, the Sanitary Maritime and Quarantine Board of Egypt and the Singapore Bureau of the League Epidemiological Intelligence Service.

Telegraphic information, sent direct to Geneva and received *via* Singapore, is increasing every month.

During the epidemic of dengue in Greece special information was circulated by telegram to the Health Services of the Mediterranean area and other countries directly interested.

The work of the Singapore Bureau of the Epidemiological Intelligence Service is developing steadily, as regards the regularity, promptitude and quantity of the information supplied, the form and swiftness of its distribution and the success of its reception by wireless, the functions of the Advisory Council of the Bureau and the investigations and research work carried out under the Advisory Council's auspices.

*System of Liaison with Public Health Administrations.* — The programme of interchanges or study tours for public health officials was approved for 1929 and includes interchanges on rural hygiene, the study of sanitary engineering, certain aspects of housing, industrial hygiene and milk supply.

The great value to public health administrations of general and specialised interchanges and of individual missions was fully recognised, and suggestions were made as to how their utility might be increased. Every endeavour is made to curtail the duration of these interchanges without detriment to their utility, health administrations having found it difficult to spare the services of participants for a prolonged study tour. The hope was expressed that careful thought and consideration would be given by health administrations in the selection of the medical officers taking part in these study tours. The system of interchanges or study tours, since its inauguration five or six years ago, has exhibited a tendency to evolve into study tours on special subjects, an evolution which has its advantages, though those of the original general interchange were fully recognised. The recent introduction of the use of films illustrating phases of public health work in the countries visited was approved; the extended use of the cinema film will make it possible to reduce the amount of travelling in the countries visited.

*Enquiry into Infant Mortality.* — Satisfaction was expressed at the progress made in the enquiry on infantile mortality. At the meeting of experts on infant welfare held in London last July, the preliminary results of the enquiries carried out in the seven European countries, in each case for a full period of twelve months, were considered. A report is now being prepared in each of these countries, drawn up in the form suggested at the meeting and approved by the Health Committee. A general report on the enquiry as a whole will be submitted to the Health Committee

on the basis of these national reports, as well as proposals for further investigations, the need for which has been demonstrated by the enquiries already carried out. The parallel enquiry conducted in Argentine, Brazil, Chili and Uruguay promises to give results of very considerable interest and will probably be terminated towards the middle of 1929, when it is hoped arrange a second conference for the experts responsible for these investigations and eventually to extend the enquiry to other South American countries.

*Vaccination Against Tuberculosis by Means B. C. G.* — The conclusions of the Conference on anti-tuberculosis vaccination with regard to the prophylactic value and innocuity of the B. C. G. were not discussed by the Health Committee. The discussion was confined to the proposals made for future study, and the recommendations made by the Conference in this connection were adopted. The Health Section will have the task of collecting and collating the results of the work to be undertaken by certain institutes entrusted with the enquiries with a view to preparing a second Conference.

*Report of the Malaria Commission.* — The Health Committee approved of the Malaria Commission's report on its Conference in Geneva last June <sup>(1)</sup>, in which certain principles were laid down combating malaria and a programme of studies was recommended as being particularly suitable for international study with the cooperation of the Health Organisation. These studies concerned housing in relation to malaria, the mosquito in malaria transmission and prevention and the use of quinine and other cinchona alkaloids as well as drugs other than quinine. The Committee requested its President and Bureau, in consultation with the Chairman of the Malaria Commission, to select the subjects for international research to be undertaken out of those recommended.

*Report of the Cancer Commission.* — The Cancer Commission reported to the Health Committee on the steps that had been taken to investigate the methods and efficacy of the radiological treatment of cancer. For this investigation cancer of the cervix of the uterus has been chosen as it is for this form of cancer that radiotherapy has become of most urgent practical importance. As a first step, an exhaustive enquiry is being carried out as to the results of radiological treatment of this form of cancer in three large institutes, namely, the *Fondation Curie* in Paris, the *Universitäts-Frauenklinik* of Munich and the *Radiumhemmet* of Stockholm. The report will be ready early in 1929. Another enquiry will be carried out by the Italian members into the relationship between cancer and constitution. Finally, an enquiry into occupational cancer is being undertaken in conjunction with the International Labour Office in order to elucidate certain points by a comparison of experience in several countries.

*Application of the Geneva Opium Convention.* — The Committee informed the Council, in conformity with Article 10 of the Geneva Convention of 1925, that dilaudide, as well as benzoyl-morphine and the morphine esters generally, should be brought within the scope of the Convention, as being habit-forming narcotics. The procedure for advising the Council under this article of the Convention will be expedited by authorising the Opium Sub-Committee of the Health Committee after obtaining from the President of the Permanent Committee of the *Office International d'Hygiène publique* the opinion of that body, to examine directly questions submitted to it on the basis of Article 10 of the Convention and to take any necessary decisions after approval by the President of the Health Committee.

With regard to the application of Article 8 of the Geneva Convention of 1925, which deals with preparations containing narcotics which for well defined reasons should not fall under the convention, the Committee adopted a report of the Opium

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(1) See *Monthly Summary*, Vol. VIII, No. 6, p. 168.

Sub-Committee, recommending the acceptance of certain preparations contained in the lists submitted by the different governments for this purpose.

*Dengue.* — In connection with the recent epidemic of dengue in Greece the Committee received the report of an investigator sent to Greece in response to an invitation of the Greek Government. The report included a description of the epidemiology of the disease as manifested in the recent outbreak and described the enquiries made and the measures taken by the Greek Public Health Service. Information regarding the epidemiology of dengue in the Mediterranean Basin was also laid before the Committee.

The Committee further considered a letter from the Greek Under-Secretary of State for Health expressing thanks for the assistance received and requesting further collaboration in connection with the development of the Greek Health Service. The Committee decided to accede to this request subject to the approval of the Council.

*Smallpox and Vaccination Commission.* — The report and recommendations of this Commission were approved by the Health Committee. The report deals with post-vaccinal encephalitis and the preparation and preservation of vaccinal lymph.

The occurrence of cases of post-vaccinal encephalitis is so rare that the Commission considers, and its view was endorsed by the Health Committee, that "they afford no reason to contemplate any restriction of the use of vaccination which remains the most powerful weapon against smallpox."

The occurrence of this complication did not appear to depend upon the use of any particular method of vaccination or any particular vaccine. The Commission drew attention to the advantages of primary vaccination during early infancy rather than at later ages of childhood, and recommended that careful enquiries should be carried out in other countries where primary vaccination at school age is habitually practised, to ascertain whether there are or have been cases of post-vaccinal encephalitis.

The Commission submitted a number of observations on the preparation of smallpox vaccine and the technique of vaccination.

*Leprosy.* — The Committee noted that since its twelfth session the Leprosy Commission had held a meeting in Paris in May, 1928, when the general lines of the enquiry were decided upon. The Chairman of the Commission (Professor Chagas) promised to draw up a detailed programme for the consideration of the Health Committee. Since his return to Brazil, a National Research Centre has been formed, under the direction of M. Guinle, who is contributing \$10,000 yearly for investigations into this disease. The Committee has promised to send a European expert to undertake research into the more important problems of leprosy. Steps have already been taken to obtain the services of an eminent expert to undertake this work.

The services of Dr. Etienne Burnet, of the Pasteur Institute, have been secured as technical secretary to the Leprosy Commission of the Health Organisation, and it is hoped that he will visit in the near future several countries in Latin America whose collaboration in carrying out the enquiries is indispensable.

*Syphilis. — The Copenhagen Conference.* — The report of the Laboratory Conference on the Serodiagnosis of Syphilis, held at Copenhagen in May and June was presented by the President and adopted. The purpose of the Conference was to compare the Bordet-Wassermann reaction with the various flocculation tests. The special value of the Conference lies in the fact that the authors were able to compare with the same specimens of blood sera and spinal fluids the results of their own methods with those of others. Forty participants from seventeen countries attended and more than 1,000 samples were examined. It was stated that

the flocculation tests have considerably improved since the last Conference in 1923, and that the best of them may now be regarded as equal in value to the rest of the Bordet-Wassermann tests. It was recommended that at least two different serodiagnostic methods should be used and that the execution should be placed in the hands of specially trained serologists only.

*Meeting of Experts at Geneva.* — The President submitted a report on the meeting of experts on syphilis and cognate subjects held at Geneva last October. The Committee approved the proposals as regards a retrospective enquiry into the methods of treatment of syphilis employed in several clinics of different countries and into the results obtained. Advantage will be taken of Dr. Etienne Burnet's presence in Latin America to study the possibilities of extending to those countries this enquiry and that into the serodiagnosis of syphilis.

*International List of Causes of Death.* — The Committee authorised its President to nominate four members to a Mixed Commission for the revision of the Nomenclature of causes of death, which is to be composed of four members nominated by the Health Committee, four by the International Institute of Statistics, the President and the Secretary-General of the Institute and the President and Medical Director of the Health Committee.

*Education in Hygiene and Preventive Medicine.* — The Committee instructed its Commission on Education in Hygiene and Preventive Medicine to formulate the fundamental principles of instruction for health officers and auxiliary health personnel and of a general programme of work for schools of hygiene, based on the large amount of documentation now in possession of the Commission.

*Cooperation with Latin America.* — Satisfaction was expressed at the cooperation already existing or about to be established between the Health Organisation and Latin American health services as regards the enquiries into infant mortality, leprosy and syphilis, the interest shown by the Uruguayan Government in the study of the relations between public health services and health insurance institutions, with a view to the preparation of a draft law revising the health legislation in force in Uruguay, and the prospect of adopting the system of interchanges and individual missions so as to make it of more permanent advantage to the health administrations of Latin American countries.

*Letter from the Australian Prime Minister.* — The Health Committee noted with pleasure a letter from the Australian Prime Minister dated last October describing the action taken on the resolutions adopted by the Pacific Health Conference in Melbourne in December, 1926. On the basis of the general agreement thus reached, the Australian Government has established an Epidemiological Intelligence Service for the Austral-Pacific Regional Zone. The Health Committee welcomed the proofs given by the governments in that zone of their desire to collaborate with the Health Organisation.

*Nutrition.* — On the initiative of Professor Léon Bernard (French) the Committee put the question of nutrition on the agenda of the next session.

*(Bibliographical Note.* — Report to the Council on the work of the Thirteenth Session of the Health Committee Geneva, 1928, 45 pages. Document C. 555. M. 175. 1928. III.)

#### b) *Second Conference on Sleeping Sickness.*

On the invitation of the French Government, the Second Conference on Sleeping Sickness convoked by the Council was held in Paris from November 5th to 7th. It was attended by the six States with colonies or dependencies in the region affected by the disease, Belgium, Great Britain, France, Italy, Portugal, Spain.

The mandate of the Second Conference was to examine the final report of the International Sleeping Sickness Commission appointed by the Council to carry out the recommendations of the First Conference, which was held in London in May, 1925. This Commission conducted its investigations in Uganda and the regions round Lake Victoria from January, 1926, to July, 1927.

The Conference noted the report and drew up a programme of further research and administrative measures. It recommended that a study of the various problems involved should be made by national laboratories in countries infested by the tse-tse fly. In view of the economic and public health importance of animal trypanosomiasis in Africa, it recommended that close and continuous contact should be established between medical and veterinary research and that, at a future conference, human and animal trypanosomiasis should be considered as a whole.

As regards the international coordination of measures for the control of sleeping sickness in African dependencies, the Conference reaffirmed the recommendations of the London Conference.

To control the movements of natives, it proposed the following measures :

- (a) A census of the native population, to be carried out by the administrative authorities.
- (b) The issue to natives of identity papers (medical passports).
- (c) The delimitation of areas in regard to which entry and departure would be subject to medical authorisation.
- (d) Close cooperation between medical and administrative authorities and, in special cases, the conferring of police powers on medical officers.
- (e) The establishment of observation posts for medical examination and control of natives.

To render the control and treatment of natives as complete as possible, the Conference considered that administrations should dispose of adequate medical personnel and powers to enforce medical examination and treatment and, if necessary, to withdraw the medical authorisation of travel.

The Conference proposed that clearings should be made and effectively maintained at watering places, around villages, and fords; and that, in cases of emergency, seriously infected zones should be evacuated and the population established in a more favourable situation in the vicinity.

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The Conference considered a draft international agreement submitted by the Belgian delegation with a view to combating the disease. While recognising the value of this agreement, it considered that, in view of varying local conditions, it would be difficult at the present moment to bring about a general agreement between the States concerned. It recorded its preference for the conclusion of bilateral agreements for the establishment of as efficacious a control as possible of sleeping sickness at frontiers.

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The Conference considered that the League Health Organisation could usefully cooperate in the fight against sleeping sickness and might coordinate the investigations of the various laboratories. It might collect and analyse the facts obtainable on the incidence of human trypanosomiasis, its importance in relation to other causes of disease and the results of medical and administrative measures taken to combat the disease in Africa.

The Conference suggested that the Health Organisation should recommend the convocation of a third conference at some future date.

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The following delegations attended the Conference :

*Belgian delegation.*

- M. Halewyck de Heusch, Director General, Ministry for the Colonies.  
Dr. E. van Campenhout, Inspector General, Director of the Health Service, Ministry for the Colonies.  
Dr. Rhodian, Professor at the School of Tropical Medicine, Brussels.

*British delegation.*

- The Right Hon. W. Ormsby-Gore, M. P., Parliamentary Under-Secretary of State for the Colonies.  
Sir George S. Buchanan, C. B., M. D., Senior Medical Officer, Ministry of Health.  
Dr. Andrew Balfour, C. B., C. M. G., M. D., D. Sc., F. R. C. P., D. P. H., Director of the London School of Hygiene and Tropical Medicine.  
Dr. Arthur Bagshawe, C. M. G., M. B., Director of the Bureau of Hygiene and Tropical Medicine.  
Dr. H. Lyndhurst Duke, O. B. E., M. D., D. Sc., Deputy, Director of Laboratory Services, Uganda Protectorate, Director of the Human Trypanosomiasis Research Institute at Entebbe, and Chairman of the recent International Sleeping Sickness Commission of the League of Nations.  
Mr. C. J. Jeffries, O. B. E., Colonial Office.  
Dr. H. H. Scott, M. D., F. R. C. P., F. R. S. E., D. P. H., Medical Secretary, Colonial Research Committee.  
Dr. W. Horner Andrews, D. Sc., M. R. C. V. S., Director of the Veterinary Laboratory, Ministry of Agriculture and Fisheries.

*French delegation.*

- Dr. Cognacq, Head of the Delegation.  
Professor Mesnil, Pasteur Institute.  
Dr. Boye, Inspector-General, Health Service, Ministry for the Colonies.  
Professor Brumpt, Laboratory of Parasitology, Paris.  
M. Roubaud, Pasteur Institute.  
Dr. G. Martin.  
Dr. Abbaticci (Representing the Ministries of Labour and Health.  
Dr. Ledentu (ex-Director of the Pasteur Institute at Brazzaville).  
Dr. Lavier, Professor of the Faculty of Medicine, Lille, Member of the International Commission on Sleeping Sickness of the League of Nations.

*Italian delegation.*

- Dr. A. Lutrario, ex-Director of Public Health, member of the Permanent Committee of the *Office international d'hygiène publique* and of the Health Committee of the League of Nations.  
Professor Aldo Castellani, K. C. M. G., M. D., F. R. C. P., Professor of Tropical Medicine at Tulane University, New Orleans, U. S. A., Director of the Ross Institute for Tropical Diseases, London; Lecturer at the London School of Hygiene and Tropical Medicine, London.  
Comm. Ernesto Queirolo, Chief of Department, Ministry for the Colonies.  
Dr. Peruzzi, privat docent of pathological anatomy at Florence University, member of the International Commission on Sleeping Sickness.

*Portuguese delegation.*

- Dr. Aires Kopke, Director of the School of Tropical Medicine, Lisbon.  
Dr. Antonio Aires, Veterinary medical officer, Lourenço Marquez, Mozambique.

*Spanish delegation.*

Dr. L. Rodriguez Illera, National Health Institute Alfonso XIII, Madrid.

(*Bibliographical Note.* — Final Report of the League of Nations International Commission on Human Trypanosomiasis, Geneva, 1927. 392 pages, 136 photographs and diagrams, 5 maps. Document No. C. H. 629. 1927-III. 13.

Report of the Second International Conference on Sleeping Sickness, Geneva, 1928. 6 pages. Document No. C. 563. 1928. III.)

c) *Technical Conference for the Study of vaccination against tuberculosis by Means of B. C. G.*

*Origin of the Conference.* — For over twenty years Dr. Calmette and Dr. Guérin, of the Pasteur Institute, have been working on the problem of cultivating a variety of the tuberculosis bacillus which could be used as a vaccine, as Pasteur had done for the anthrax germ. The object was to find a tuberculosis bacillus that was incapable of producing tuberculosis and, while not presenting the slightest danger, would be effective in inducing immunity against tuberculosis.

Finally, a bacillus was produced which appeared to fulfil the required conditions. Numerous experiments, first on laboratory animals, then on cattle, then on monkeys, and finally on anthropoid apes, convinced the two doctors that their bacillus was completely harmless, while the experiments with cattle seemed to demonstrate its efficacy in conferring immunity.

During the last few years tens of thousands of children, born of tubercular mothers or living in conditions where they incurred the danger of becoming tubercular, have been vaccinated with Calmette-Guérin bacilli, not only in France but in many countries.

At its twelfth session the League Health Committee decided to summon a Conference of a few experts in order to draw up the lines of an exhaustive and rigorously controlled international enquiry so as, if possible, to reach unanimity on whether or not this method really was completely free from all risks and effective in conferring immunity against tuberculosis. This Conference met in Paris at the Pasteur Institute from October 15th to October 18th.

*Scope of the Conference.* — As Dr. Madsen, the President of the Health Committee, pointed out at the beginning of the Conference, a great deal of evidence was already available in the form of reports submitted to the Conference, and it showed a general agreement with the views of Dr. Calmette and Dr. Guérin. But there had been some divergent results both of an experimental and theoretical nature. The small group of bacteriological, clinical and veterinary experts, of which the Conference was composed, had met in order to lay down the lines and advise on the most suitable methods for an international study of the subject. It ought to adopt a plan for future studies, and might be able to bring out from the great mass of evidence already available the points on which unanimous agreement already existed. But there could, of course, be no question of the Conference constituting itself an arbitral tribunal and passing a final judgment on the value of B. C. G. All that could be hoped was that studies undertaken as the result of this first conference would make it possible at a later date to submit to the health administrations a technical opinion concerning the use of B. C. G. to which experts still divided on the subject could all subscribe.

*Conclusions.* — The conclusions reached by the three Commissions of the Conference, composed of bacteriologists, clinicians and veterinary surgeons, are as follows :

1. *Conclusions of the Bacteriological Commission.* — The bacteriologists attending the meetings of the Commission agreed unanimously that experimental results justi-

fied the conclusion that B. C. G. was a harmless vaccine (Ascoli, Berger, Bordet, Cantacuzène, Frenkel, Gerlach, Kraus, Neufeld, Nowak, Remlinger, Tsekhovitzer, Vallée, Zeller).

Professor Nobel, however, maintained that in exceptional conditions B. C. G. was capable of producing fatal tuberculosis in laboratory animals.

The Commission considered that the data already published regarding experimental work on laboratory animals clearly justified the conclusions that B. C. G. did not give rise to progressive tuberculosis (*tuberculose évolutive, progrediente Tuberkulose*).

The Commission took note of researches undertaken by the institutes consulted. In order to make it possible to compare these studies and to draw definite conclusions from them at a subsequent meeting the Commission recommended a series of investigations into methods of maintaining the fixed properties recognised as characteristic of B. C. G.; methods of studying the influence on it of passage through animals; immunising experiments; the variability and dissociability of B. C. G.; a comparative study of the histological changes produced by inoculation of B. C. G. and of virulent tuberculosis bacilli; and the necessity of limiting the preparation of B. C. G. (culture, preparation and distribution of the vaccine emulsions) to institutes of recognised scientific standing.

2. *Conclusions of the Clinical Commission.* — The following conclusions were drawn from the documents studied by the Commission :

1° That B. C. G. administered by mouth to infants within the first ten days of life and by subcutaneous inoculation in other children and in adults is incapable of producing virulent tuberculous lesions.

2° That vaccination by B. C. G. produces a certain degree of immunity against tuberculosis.

However, further research over a long period, and carried out in a uniform manner, with special regard to the morbidity and the mortality from tuberculosis among persons of different ages and in different environments, is necessary to enable the Commission to pass final judgment on the value of antituberculosis vaccination with B. C. G.

To this end the League Committee of Expert Statisticians was requested to indicate the best methods for collecting and analysing data on the morbidity and mortality of infants, both vaccinated and unvaccinated, on the basis of a uniform form and clinical observation sheet. These studies should be entrusted to a limited number of dispensaries and hospital clinics on the basis of the forms and by the methods approved by the Committee of Expert Statisticians. The information obtained in this way will be collected and analysed by the Health Section of the League Secretariat for consideration at a later Conference. The Commission considered that the conclusions adopted by the veterinary and bacteriological Commissions still further justified these recommendations.

3° *Conclusions of the Veterinary Commission : Prophylaxis of Bovine Tuberculosis.* — a) The experimental facts published and the *unanimous* opinion of practitioners who have used B. C. G. in cattle justify the conclusions that vaccination carried out according to the technique of Calmette and Guérin, among bovines, is a perfectly *harmless* procedure.

b) Similar experimental data and published observations with regard to the use of B. C. G. among bovines demonstrate that this strain of bacteria *confers definite immunity* against both experimental and natural tuberculosis infection. These recognised “ pre-immunising ” (*prémunisantes*) qualities *justify and encourage* the extension of the experimental use of B. C. G. in the prevention of bovine tuberculosis. Such work should be carried out in different countries in accordance with the international experimental Protocol, under the control of the official veterinary service and of competent bacteriological and pathological authorities. Wherever possible a strict experimental method should be adopted.

On the other hand, a less exacting method may be used to suit the requirements of cattle-breeding, providing the work is carried out under official and constant control.

## 2. — THE ECONOMIC AND FINANCIAL ORGANISATION

### a) *Diplomatic Conference on the Unification of Economic Statistics.*

The Diplomatic Conference convened by the Council to draw up an international convention on the compilation and publication of economic statistics opened on November 26th at Geneva with Professor William Rappard (Switzerland) in the Chair. Plenipotentiary delegates were sent by forty-one countries — Austria, Australia, Belgium, Brazil, British Empire, Bulgaria, Canada, Czechoslovakia, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, India, Italy, Japan, Lithuania, Luxembourg, Mexico, the Netherlands, Nicaragua, Norway, Paraguay, Poland, Portugal, Roumania, Kingdom of the Serbs, Croats and Slovenes, Sweden, Switzerland, Turkey, Union of Socialist Soviet Republics, United States of America, Uruguay, Venezuela, Siam sent an observer.

The Economic Committee, the Transit Organisation, the International Institute of Agriculture and the International Chamber of Commerce sent representatives, who sat in an advisory capacity.

The Conference appointed two Committees, one on commercial statistics, the other on statistics of production, and constituted its bureau as follows :

*Vice-Chairmen* : Sir Sydney Chapman (British Empire), M. Colson (France), M. Gini (Italy), M. Kritzmann (U. S. S. R.), and M. Methorst (Netherlands).

*Chairmen of Committees* : *Trade Statistics.* — M. Wagemann (Germany), *Production.* — Mr. Durand (U. S. A.).

*Members of the Economic Committee* : M. Barboza Carneiro (Brazil), M. Ito (Japan), M. Jahn (Norway), M. Neculcea (Roumania), and M. Stucki (Switzerland).

After a general preliminary debate lasting three days, discussions began in the Committees and were still in progress at the end of the month <sup>(1)</sup>. The material before the Conference included a draft convention, a draft protocol and draft recommendations with annexes.

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For a long time Governments and business circles have recognised the importance for the general prosperity of statistics showing the economic position and development in the world as a whole, and in the different countries, and of the necessity of compiling statistics in such a way as to render them comparable. Some progress had been made before the war, but it remained to continue and develop the steps in this direction.

The League Economic Committee took up this question in, 1923, when, in conjunction with the International Institute of Statistics, it appointed a special Committee to draw up uniform principles for the compilation of economic statistics. The recommendations of this Committee were examined at the conferences of the International Institute and then forwarded by the Council to all Governments.

In February, 1927, the Economic Committee submitted to the Council a proposal that :

steps should be taken in the near future with a view to bringing more closely to the notice of the various Governments the importance of adopting uniform methods in the compilation of economic statistics, and of ascertaining to what extent each Government is prepared to apply the principles which have been laid down.

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(1) A full account of the proceedings will be published next month.

For this purpose it recommended the convocation of a Conference to which all Governments should be invited to send official statisticians.

This proposal was approved by the Council in March, 1927.

The International Economic Conference which met in May of the same year emphasised the importance of statistics on trade, industry and agriculture. It passed several resolutions on this subject which were referred to the League Economic Organisation.

The Economic Committee then directed a Sub-Committee of Experts, composed of four of its members and eight other experts from important international statistical organisations and certain national statistical offices, to draw up an agenda for an international conference.

As a result of this work, the Council decided, in March, 1928, to convene a Conference of official statisticians, the broad lines of its programme being : (1) The scope of economic statistics, *i. e.*, the field of economic activity which it is desirable that national statistics should normally cover ; (2) the methods to be applied by Governments in the compilation of industrial and commercial statistics in order to achieve comparability.

On this basis a preliminary draft convention was prepared by the Secretariat for submission to the Conference.

*(Bibliographical Note. — International Conference on Economic Statistics, Geneva, 1928. Preparatory Documents, 101 pages. Document No. C. S. O. 1.*

*Draft Convention relating to Economic Statistics, Geneva, 1928. 63 pages. Document C. 340. M. 98. 1928. II. [C. S. O. 2].)*

#### b) *Counterfeiting Currency* (1).

An International Conference on the suppression of counterfeiting currency has been convened to meet in Geneva on April 9th, 1929. On behalf of the Council, the Secretary-General has invited Governments to send to the Conference representatives duly authorised to sign an international convention on the subject.

The preparatory work for the Conference has been done by a Mixed Committee composed of representatives of the League Financial Committee, delegates of banks of issue, experts in international law and representatives of prosecution authorities.

A report and draft convention drawn up by this Committee have been forwarded to Governments; up to now twenty-one replies have been received, all in general agreement with the principles of the convention.

*(Bibliographical Note. — Mixed Committee for the Suppression of Counterfeiting Currency. Report and Draft Convention. Geneva 1927. 24 pages. Document No. C. 523. M. 181. 1927. II. 70.)*

### 3. — COMMUNICATIONS AND TRANSIT

#### a) *Road Traffic.*

The Road Traffic Committee appointed by the League to prepare international motor traffic agreements met in Paris from November 13th to 17th.

Its agenda included two new questions, the international regulation of commercial motor traffic and the taxation of foreign tourists' cars in so far as it affects foreign travelling.

On the first point the Committee decided to prepare a preliminary draft convention based on the following principles :

- (a) Freedom for commercial motor vehicles and international passenger or goods transports to enter, leave or pass through a country-without prejudice to questions concerning public transport services which would not be covered by the general agreement but which might be dealt with by special arrangements between the States;

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(1) See *Monthly Summary*, Vol. VII. No. 6 page 196.

(b) possibility for States to restrict internal transport to vehicles holding licenses in their territory;

(c) possibility for States to impose upon foreign commercial motor vehicles plying within their territories a tax representing their equitable share in costs for construction and upkeep of roads.

In regard to the second point, the taxation of foreign cars, the Committee, with a view to establishing a system which would place the fewest possible restrictions on motor traffic, made the following recommendations :

1. No taxes should be paid by foreign cars during at least the first two months of their stay in a foreign country;
2. the system for the collection of taxes should be simplified to the greatest possible extent, daily taxes being collected on departure;
3. no traffic tax should be required from a motorist requesting the customs house of a country to examine his triptych, without penetrating further into the country in question.

According to information received, several Governments would be prepared, subject to reciprocity, not to require licenses from foreign cars during a fairly long period.

The Committee, on the proposal of the International Association of Recognised Automobile Clubs and the International Touring Federation made recommendations with a view to the simplification and unification of the triptych system for touring cars. Finally, in the light of the replies received from Governments, it completed its earlier proposals concerning the unification of road signalling.

The meeting was attended by :

*Members of the Committee :*

- M. Stievenard, former member of the Belgian Committee on Communications and Transit, Chairman.
- M. Amunategui, Engineer of Bridges and Roads, General Secretary of the Mixed Arbitral Tribunals in Paris (Chilean).
- M. O. Bilfeldt, Head of Section at the Danish Ministry of Justice.
- M. Crespi, Senator, Vice-President of the International Federation of Automobile Clubs, President of the Royal Automobile Club of Italy.
- M. E. Delaquis, Head of the Police Division at the Federal Department of Justice and Police, Berne.
- Mr. P. C. Franklin, Principal in the Roads Department, Ministry of Transport, London.
- M. E. Mellini, Chief Inspector of Railways, Tramways and Automobiles of the Kingdom of Italy.
- M. Pflug, Ministerial Councillor at the German Ministry of Communications.
- M. G. F. Schoenfeld, Administrator at the Department of Communications, The Hague.
- M. Walckenaer, Inspector-General of Mines at the French Ministry for Public Works.

*International Chamber of Commerce :*

- Mr. George F. Bauer, National Automobile Chamber of Commerce of the United States of America.
- Dr. P. Wohl, Head of the Transport and Communications Section of the International Chamber of Commerce.

*International Association of Recognised Automobile Clubs :*

- M. Empeyta, Barrister, Head of the Special International Touring Committee of the International Association of Recognised Automobile Clubs at Geneva.

- M. J. Hansez, President of the International Committee on Traffic and Customs of the International Association of Recognised Automobile Clubs.  
M. le Colonel C. G. Peron, General Secretary of the International Association of Recognised Automobile Clubs.

*International Touring Association :*

- M. P. H. Duchaine, President of the Touring-Club of Belgium, General Secretary of the International Touring Alliance.

*International Federation of Transport Workers :*

- M. J. Guinchard, General Secretary of the French Transport Federation.  
M. J. Zwaga, Member of the Committee of the International Federation of Christian Syndicates for Factory, Transport and Supply Workers.

*The following members of the Committee were unable to attend :*

- M. E. Chaix, President of the *Conseil Central du Tourisme international*, Paris.  
M. Enciso, Councillor of Embassy, Argentine Member of the Committee for Communications and Transit.  
M. Reinhardt, Former Austrian Ministerial Councillor.

(Bibliographical Note. — Road Signalling. Report of the Road Traffic Committee, Geneva, 1928, 11 pages, 7 tables. Document No. C. 15. M. 8. 1928. VIII. 1.)

b) *The Sopron-Kőszeg Railway.*

*Application from the Sopron-Kőszeg Railway Company* (1). — The Body of Arbitrators appointed by the Council to settle the dispute between the Austrian and Hungarian Governments and the Sopron-Kőszeg Railway Company on the subject of the administrative and technical reorganisation of that line held its first session at Geneva from November 5th to 9th.

The Body of Arbitrators is composed of :

M. J. E. Guerrero, President, Former Foreign Minister of Salvador, Envoy-Extraordinary and Minister Plenipotentiary in France, Vice-President of the Permanent Legal Committee of the League Transit Committee;

M. J. Kalff, General Manager of the Netherlands Railway, Member of the Permanent Legal Committee of the Transit Committee;

M. R. Mayer, *Maître des Requêtes* of the French Council of State, Member of the Permanent Legal Committee of the Transit Committee.

The Austrian Government was represented by M. Henri Grunebaum, Councillor to the Federal Ministry of Commerce and Communications, and M. Rodolphe Kotzmann, Sectional Councillor to the same Ministry; the Hungarian Government by M. de Hevesy, Permanent delegate to the League of Nations, and M. Ladanyi, Technical Adviser; the Sopron-Kőszeg Company by M. Emil Respinger, Engineer and M. Mueller, Barrister.

#### 4. — INTELLECTUAL COOPERATION

*Inauguration of the International Educational Cinematographic Institute.*

The International Educational Cinematographic Institute was opened on November 5th at the Villa Falconieri in Rome in the presence of the King of Italy; the Italian Prime Minister; M. Villegas, Chilean delegate to the Council, representing

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(1) See *Monthly Summary*, Vol. VIII No. 0. page 265

the Acting President; M. Procope; the Under-Secretary-General of the League; Marquis Paulucci di Calboli Barone; and the President of the Institute, M. Rocco.

The opening ceremony was also attended by well-known members of political circles and the Governing Body of the new Institute.

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The creation of this Institute is due to the initiative of the Italian Government, in particular to that of the Italian Prime Minister. During the Assembly of 1927, Senator Cippico, on behalf of the Italian delegation, stated that in consideration of the wish expressed by several international congresses and meetings with regard to the use of the cinematograph for intellectual development and its employment in all public schools as an auxiliary system of teaching, his Government proposed to found in Rome an International Educational Cinematographic Institute, and to place it under the League's direction, in accordance with Article 24 of the Covenant. He added that the Italian Government also intended to endow the Institute with the necessary funds for its establishment and normal operation. The Assembly gratefully acknowledged this generous offer.

At the suggestion of the Council, the Italian Government drew up a draft statute, which was finally approved by the Council on August 30th, 1928.

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On November 5th, the Italian Prime Minister, M. Mussolini, handed over the Institute to the League on behalf of the Italian Government. M. Mussolini recalled that in the middle of the fifteenth century the printing press, a century later the camera obscura and, finally, the cinematograph marked three fundamental stages in the progress of mankind and were three of the most powerful agents for the promotion and spread of civilisation. The art of the cinematograph, he said, which was still in its infancy, possessed nevertheless the great advantage over newspapers and books that its medium was pictorial, *i.e.*, its language could be understood by all the nations of the world. This conferred upon it a character of universality and afforded innumerable opportunities for international cooperation in the field of education.

M. Villegas, Chilean Minister in Rome, representing the Acting President of the Council, M. Procope, thanked M. Mussolini for the generous gift of the Italian Government, stating that the League was happy to note that Italy had once more rendered distinguished service to its cause.

The Under-Secretary-General of the League, Marquis Paulucci di Calboli Barone, speaking on behalf of the Secretary-General, expressed the gratitude of the Secretariat. He recalled that the Institute had been founded to promote the production and international exchange of educational films and that its beneficent influence would be felt by the whole world.

The President of the Governing Body of the Institute, M. Rocco, emphasised the value of the cinematograph for the education of young people. Thanks to moving pictures, he said, it was now possible to depict scientific phenomena which would otherwise require long and numerous explanations.

He said that the International Institute which had just been founded under the direction of the League would be a centre of co-ordination, international distribution and promotion.

The first meeting of the Governing Body of the Institute took place in Rome on November 5th, with M. Rocco, Minister of Justice, in the Chair. There were further present :

M. Jules Destrée (Belgian), replacing Professor Gilbert Murray, Chairman of the Committee on Intellectual Cooperation; Professor Gonzague de Reynold (Swiss); Professor Ragnar Knoph (Norwegian); Professor Oscar de Halecki (Polish), replacing Dr. Vernon Kellogg (American); M. Roland-Marcel (French), replacing Professor Henri Focillon; Don Pedro y Ros de Olano (Spanish); Dr. Tomoyeda (Japanese), replacing Professor Inazo Nitobé; Dr. R. P. Paranjpye (Indian); M<sup>lle</sup> Gabriela Mistral (Chilean); M. de Michelis, President of the International Institute of Agriculture; M. Maurette, representing the Director of the International Labour Office; M. Lebrun, replacing M. Luchaire, Director of the International Institute of Intellectual Cooperation.

## VI. — Administrative Questions.

### THIRTY-FOURTH QUARTERLY REPORT OF THE SAAR GOVERNING COMMISSION

The report of the Saar Governing Commission on the situation in the Saar Territory during the third quarter of 1928 has been received by the Secretary-General.

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*Economic and Social Situation.* — The report describes conflicts in the metallurgic and mining industries which the Governing Commission was able to bring to a satisfactory conclusion.

Labour conditions continued to improve. Numerous orders were received by the building industry, which employs a great number of workers. Despite these favourable circumstances the number of unemployed remained considerable during the summerowing probably to dismissals in the mining and metallurgic industries.

The report describes the operation of the Franco-German commercial agreement on the Saar territory and the distribution of quotas as contemplated in the Customs Agreement.

*Political and Administrative Questions etc.* — The Advisory Council held a plenary meeting in August, giving its opinion on some ten draft decrees.

In July it was established that the St. Ingbert Savings Bank had advanced considerable sums to partially insolvent firms. The Governing Commission instituted an enquiry, which is still proceeding. It has, meanwhile, advanced up to Frs. 60,000 for payments and has placed at the disposal of the St. Ingbert authorities a credit of Frs. 500,000 for salaries of officials.

Judicial and disciplinary proceedings are being taken against the responsible persons and negotiations have begun for the rehabilitation of the Savings Bank.

The general budget of the territory for 1928 (April 1st, 1928-March 31st, 1929), which includes increased expenditure due to the salary reform, is as follows :

		1927	1928
Revenue . . . . .	Fr.	403,232,037	455,850,386
Expenditure . . . . .	—	403,034,556	455,755,886
Balance . . . . .	—	197,481	94,500

Since September 20th, air postal services have been organised between the Saar and Germany and the Saar and France, as well as air postal services between Germany and France via the Saar.

As regards population and public health in 1927, the following figures may be noted : births 17,173; deaths 8,311; excess of births over deaths 8,862.

In this connection the report draws attention to the gradual diminution in the infant and general death rate as well as to a serious decrease in the birth-rate.

## VII. — The Permanent Court of International Justice <sup>(1)</sup>.

### 1. — THE FIFTEENTH (EXTRAORDINARY) SESSION OF THE COURT (THE FRANCO-SERBIAN CASE).

The Permanent Court of International Justice assembled on Monday, November 12th, for its fifteenth (extraordinary) session, to consider the Case concerning the payment of various Serbian loans issued in France. The Court was composed as follows : M. Anzilotti, President (Italy), M. Huber, Vice-President (Switzerland), Lord Finlay (Great Britain), M. Loder (Netherlands), M. Nyholm (Denmark), M. Altamira (Spain), M. Yovanovith (Kingdom of the Serbs, Croats and Slovenes), M. Beichmann (Norway), M. Negulesco (Roumania); judge *ad hoc* — M. Fromageot (France).

As the Court, since the death of M. Weiss, does not include a judge of French nationality — *i. e.*, in this case, of the nationality of one of the Parties concerned — the French Government appointed M. Henri Fromageot to sit for this case, stating that he had never been concerned in any capacity with the case in question.

The Agents representing the Parties were : for the Serb-Croat-Slovene Kingdom, M. Ivor Spassoievitch, Professor at the University of Belgrade, and for France, Professor Basdevant, Assistant Legal Adviser to the French Ministry for Foreign Affairs. M. Basdevant was assisted by M. Albert Montel, Barrister at the Court of Appeal of Paris, and M. Albert Devize, Barrister at the Court of Appeal of Brussels, was counsel for the Serb-Croat-Slovene Government.

The Court began the hearings in a public sitting on November 13 th, After M. Fromageot had made the solemn declaration provided for by the Statute to exercise his duties impartially and conscientiously, M. Albert Montel began his statement on behalf of the French Government.

Some moments later, M. Negulesco (deputy-judge), was taken ill and obliged to leave the Court. As, in these circumstances, the quorum laid down for the Court by Article 25 of the Statute was no longer present, — this quorum, in the calculation of which judges *ad hoc* are not taken into account, being nine — the President, pending M. Negulesco's recovery, adjourned the hearing in conformity with Article 30 of the Rules of Court, according to which "if at any sitting of the full Court it is impossible to obtain the prescribed quorum, the Court shall adjourn until the quorum is obtained".

As the state of M. Negulesco's health gave rise to no anxiety, the resumption of the hearings was successively fixed for November 17th, 19th and 21st. When, on the date last mentioned, it had become clear that the state of M. Negulesco's health, though much improved, did not yet permit him to resume his seat, the President found himself obliged to adjourn the hearings *sine die*, and, by an Order made the same day, declared the fifteenth session to be closed. Accordingly, the case will be taken at a subsequent session.

### 2. — NEXT SESSION OF THE COURT

After the closure of the fifteenth session, the President at once got into touch with those of his colleagues who had not been present at that session, in order to ascertain when, if necessary, it would be possible to hold a new extraordinary session. From the information received it appears that the necessary number of members could not be assembled before February 15th next.

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(1) This chapter is based on information furnished by the Registry of the Court.

### 3. — THE CASE OF THE CHORZOW FACTORY

The Committee of Experts appointed in accordance with an Order made by the Permanent Court on September 13th, 1928, in the case of the Chorzow factory (indemnities), was convened by the President of the Court to meet at the Peace Palace at The Hague on November 10th. The meeting continued until the afternoon of November 12th.

The experts elected M. Hoey as Chairman of the Committee; the Registrar of the Court has detached Mr. G. de Janasz, editing secretary to the Court, to serve with the Committee in the capacity of liaison officer between the Court and that body.

The Committee will meet again at The Hague in the middle of December after making investigations based on the relevant documents or obtaining certain information by a visit to the localities.

The Registrar has approached the Governments of the countries in the territories of which the localities to be visited by the experts are situated, with a view to obtaining the necessary authorisations and facilities, which the German and Polish Governments have agreed in principle to grant.

### 4. — NEW CASE

By a letter dated November 29th, 1928, the British Legation at The Hague has transmitted to the Registrar of the Court a Special Arbitration Agreement concluded at London on October 30th, 1928, between the Czechoslovak, Danish, French, German, British and Swedish Governments, on the one hand and the Polish Government on the other, for the submission to the Court of a question concerning the territorial limits of the jurisdiction of the International Commission of the Oder.

Article I of this Special Agreement is as follows :

The Permanent Court of International Justice is requested to give judgment upon the following questions :

According to the provisions of the Treaty of Versailles, does the jurisdiction of the International Commission of the Oder extend to those portions of the Warta and Netze, tributaries of the Oder which are situated in Polish territory and, if so, what is the law which should govern the determination of the upstream limits to which this jurisdiction extends.

It rests with the President of the Court to fix, as soon as possible, the times for the presentation of the various documents of procedure in the case which has thus been submitted to the Court; the choice of a session at which the case will be dealt with will, under the Rules of Court, depend on the date on which the written proceedings are concluded.

## VIII. — New League Publications.

### THE AIMS AND ORGANISATION OF THE LEAGUE OF NATIONS

*Book for the use of Teachers.*

A new volume *The Aims and Organisation of the League of Nations* has just been issued by the League Secretariat.

This question of the instruction of young people in the aims and organisation

of the League has been under consideration for some years. First raised at the 1923 Assembly, the 1924 Assembly followed it up by instructing the Secretariat to investigate means of developing and co-ordinating efforts to "promote contact and to educate the young of all countries in the ideals of world peace and solidarity", and the 1925 Assembly decided on the constitution of a committee of educational authorities to examine the whole question. In 1926 the Assembly considered the report of these experts and approved their recommendations, one of which concerned the preparation of a special reference book on the League for the use of teachers.

The volume just issued is divided into two parts. The first contains a brief commentary on the Covenant, together with a summary statement of the general constitution and aims of the League, the International Labour Organisation and the Permanent Court of International Justice. The three chapters of the second part deal in greater detail with the organisation and working of the League and its political, administrative, technical and advisory organs, and of the International Labour Organisation and the Permanent Court of International Justice.

This publication is intended for teachers in primary and secondary schools. Its object is to provide standard information which educators in all countries can use as a groundwork for such instruction on the League as they may consider suitable for their pupils. No account has been given of the work actually accomplished by the League, as it is thought preferable to leave it to teachers to present this work in the form best suited to each country. Moreover the hope had been expressed by the Committee of Experts that the book written at Geneva might be supplemented by accounts prepared in the various countries of the actual work of the League, emphasis being laid on those particular aspects of the work which were of special national interest (1).

### IX. — Forthcoming Events.

- December 17th : Legal Sub-Committee of Child Welfare Committee, Paris  
December 17th : Sub-Committee of Social Medicine of the Joint Committee of Experts for the study of the relationship between Public Health Services and Health Insurance Organisations, Geneva.  
January 8th : Sub-Committee of Experts on the Unification of Customs Nomenclature, Geneva.  
January 8th : Meeting of Coal Experts, Geneva.  
January 14th : Economic Committee, Geneva.  
January 17th : Advisory Committee on Traffic in Opium and other dangerous drugs, Geneva.  
January 28th : Preparatory Commission for the Conference on Codification of International Law, Geneva.  
April 9th : Conference on Counterfeiting Currency, Geneva.  
June 17th : Permanent Mandates Commission, Geneva.

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(1) *The Aims and Organisation of the League of Nations*, Geneva, 1928. 71 pages. Price 1 franc (Swiss).

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