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RECORDS

OF THE

NINTH ORDINARY SESSION

OF THE

ASSEMBLY

—

MEETINGS OF THE COMMITTEES

—

MINUTES

OF THE

FIFTH COMMITTEE

(GENERAL AND HUMANITARIAN QUESTIONS)

GENEVA, 1928

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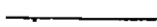
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LIST OF MEMBERS

Chairman: His Excellency M. MATOS (Guatemala).
Vice-Chairmen: Mlle FORCHHAMMER (Denmark).
M. FOTITCH (Kingdom of the Serbs, Croats and Slovenes).

Members:

Abyssinia: M. Ato Woldé MARYAM.
Australia: Mrs. Ethel McDONNELL.
Austria: Dr. F. MATSCH.
Belgium: Baron MONCHEUR.
Count H. CARTON DE WIART.
British Empire: The Hon. Mrs. Alfred LYTTELTON, D.B.E.
Mr. A. Duff COOPER, D.S.O., M.P.
Bulgaria: His Excellency M. MOLLOFF.
M. MIKOFF.
Canada: The Hon. R. DANDURAND, C.R., C.P., LL.D.
Chile: His Excellency M. J. VALDÉS-MENDEVILLE.
China: His Excellency M. WANG-KING-KY.
M. LO-HOAI (Substitute).
Colombia: M. E. GAITÁN-HURTADO.
Dr. G. ABADÍA-SANTAMARÍA (Substitute).
Cuba: His Excellency M. R. MARTINEZ ORTIZ.
His Excellency M. C. DE ARMENTEROS.
Czechoslovakia: Dr. Vladimír SLAVIK.
Denmark: Mlle. H. FORCHHAMMER.
Dominican Republic: Dr. T. FRANCO FRANCO.
M. S. E. PARADAS (Substitute).
Estonia: M. J. SAMMUL.
Finland: Mme. T. HAINARI.
M. V. VOIONMAA (Substitute).
France: M. J. PAMS.
M. F. LABROUSSE.
M. P. BASTID.
Germany: Baron RHEINBABEN.
Mme. LANG-BRUMANN.
M. VOLCKERS.
Greece: His Excellency M. V. DENDRANIS.
M. B. PAPADAKIS (Substitute).
Guatemala: His Excellency M. J. MATOS.
Haiti: His Excellency M. A. NEMOURS.
Hungary: Countess APPONYI.
His Excellency Baron J. SZTERÉNYI.
India: Mr. S. N. MALLIK, C.I.E.
Sir Kurma REDDI.
Irish Free State: Mr. S. MURPHY.

<i>Italy:</i>	M. Stefano CAVAZZONI. Baron A. SARDI. M. D. ALFIERI. Professor G. GALLAVRESI.
<i>Japan:</i>	His Excellency M. I. YOSHIDA.
<i>Latvia:</i>	Dr. P. OLINŠ. His Excellency M. E. MAGNUS (Substitute).
<i>Liberia:</i>	M. N. OOMS.
<i>Lithuania:</i>	Dr. D. ZAUNIUS. His Excellency M. V. SIDZIKAUSKAS.
<i>Luxemburg:</i>	His Excellency M. E. REUTER.
<i>Netherlands:</i>	M. J. P. A. FRANÇOIS. M. W. G. VAN WETTUM (Substitute).
<i>New Zealand:</i>	The Hon. Sir James PARR, K.C.M.G.
<i>Nicaragua:</i>	M. A. SOTTILE.
<i>Norway:</i>	Mme. I. AAS.
<i>Panama:</i>	His Excellency M. O. MENDEZ PEREIRA.
<i>Paraguay:</i>	Dr. R. V. CABALLERO.
<i>Persia:</i>	His Excellency Hussein Khan ALÂ. Dr. P. Khan KITABGI (Substitute).
<i>Poland:</i>	Dr. W. CHODZKO. His Excellency M. H. GLIWIC. M. L. SOKOLOWSKI.
<i>Portugal:</i>	His Excellency Dr. J. C. Franco FRAZÃO, Count DE PENHA GARCIA. His Excellency Dr. Augusto DE VASCONCELLOS. M. H. R. DIAS DE OLIVEIRA (Substitute).
<i>Romania:</i>	Mlle. H. VACARESCO. M. D. DRAGHICESCO (Substitute).
<i>Salvador:</i>	His Excellency M. Gustavo GUERRERO.
<i>Kingdom of the Serbs, Croats and Slovenes:</i>	M. C. FOTITCH. M. L. PITAMIC.
<i>Siam:</i>	His Highness Prince VIPULYA. Khun PRASERT MAITRI (Substitute).
<i>South Africa:</i>	The Hon. A. J. WERTH.
<i>Spain:</i>	His Excellency Marquis DE LA TORREHERMOSA. His Excellency M. L. PALACIOS-MORINI. His Excellency M. Julio CASARES Y SÁNCHEZ (Substitute).
<i>Sweden:</i>	Mlle. K. HESSELGREN. M. J. DE LAGERBERG (Substitute).
<i>Switzerland:</i>	Colonel G. KELLER. M. C. GORGÉ (Substitute).
<i>Uruguay:</i>	His Excellency M. P. COSIO. His Excellency Dr. A. DE CASTRO.
<i>Venezuela:</i>	His Excellency M. C. PARRA-PÉREZ. Dr. J. M. HURTADO-MACHADO (Substitute).

FIFTH COMMITTEE
OF THE NINTH ORDINARY SESSION OF THE ASSEMBLY.

(GENERAL AND HUMANITARIAN QUESTIONS.)

AGENDA.

1. REPORT OF THE CHILD WELFARE COMMITTEE.
2. REPORT OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.
3. REPORT OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.
4. CONTROL OF OPIUM-SMOKING IN THE FAR EAST : PROPOSAL BY THE BRITISH GOVERNMENT FOR A COMMISSION OF ENQUIRY.
5. MEASURES IN FAVOUR OF RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN AND TURKISH REFUGEES. ²₁

¹ This item was referred to the Fifth Committee by the Assembly at its seventeenth meeting, held on September 26th, 1923

FIRST MEETING.

Held on Tuesday, September 4th, 1928, at 11 a.m.

Chairman: M. MATOS (Guatemala).

1. Opening Speech by the Chairman.

The CHAIRMAN thanked the members of the Committee for the honour they had done him in appointing him to direct the Committee's proceedings. He hoped to be worthy of the Committee's confidence and that he would be able to uphold its distinguished traditions.

2. Publicity of Meetings.

The CHAIRMAN reminded the Committee that its meetings had in the past always been held in public and he proposed that this procedure should be followed during the present session of the Assembly.

The Committee approved the proposal of the Chairman.

3. Adoption of the Agenda of the Session.

On the proposal of the CHAIRMAN, *the Committee approved the following agenda:*

1. Report of the Child Welfare Committee.
2. Report of the Traffic in Women and Children Committee.
3. Report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs.
4. Control of Opium-Smoking in the Far East : Proposal by the British Government for a Commission of Enquiry.

4. Election of the Vice-Chairman.

Mme. HAINARI (Finland) proposed that, in order to allow of the representation of the women members of the Committee, there should be two Vice-Chairmen and she put forward the names of M. FOTITCH (Kingdom of the Serbs, Croats and Slovenes) and Mlle. FORCHHAMMER (Denmark).

The proposal was adopted.

5. Tribute to the Memories of M. Gustave Ador and Mme. Wicksell.

Mlle. VACAESCO (Roumania) desired to pay a tribute to the memories of M. Gustave Ador and Mme. Wicksell, who had died since the last session of the Assembly. M. Gustave Ador was one of those figures that left behind them a beam of light ; none could compare with him in ardour or devotion. The Committee would also call to mind Mme. Wicksell, whose great culture, many merits and loyal collaboration had been of the greatest value to its work.

Mlle. Vacaresco thought that she would also be voicing the sentiments of the Committee if she expressed its wishes for the early recovery of Prince Charoon, who was unable to be present owing to ill-health.

6. Election of Rapporteurs.

On the proposal of the CHAIRMAN, *the following Rapporteurs were elected by the Committee :*

1. Child Welfare : Mr. DANDURAND (Canada), proposed by Mlle. Vacaresco (Roumania) and Dame Edith Lyttelton (British Empire).
2. Traffic in Women and Children : Mme. HAINARI (Finland), proposed by Mlle. Forchhammer (Denmark).
3. Traffic in Opium and other Dangerous Drugs : Dr. CHODZKO (Poland).
4. Control of Opium-Smoking in the Far East : Dame Edith LYTTELTON (British Empire), proposed by Mlle. Vacaresco (Roumania).

SECOND MEETING.

Held on Thursday, September 6th, 1928, at 3.30 p.m.

Chairman: M. MATOS (Guatemala).

7. Work of the Child Welfare Committee during its Fourth Session : Draft Report to the Assembly presented by Mr. Dandurand (Canada).

Dr. RIDDELL (Canada), on behalf of Mr. Dandurand, Rapporteur, who was absent, read the draft report (Annex 1) and the following draft resolution :

" The Fifth Committee notes the report submitted by the Child Welfare Committee, thanks it for the work it has accomplished and requests it to go forward along the lines described in the report on its fourth session.

“ The Fifth Committee, remembering that, at its first meeting in 1925 and at all its later meetings, the Child Welfare Committee has made a study of the various factors involved in the question of the cinematograph in relation to children, is glad to see that the Committee will be represented by at least one member on the Governing Body of the International Educational Cinematographic Institute. It requests the Child Welfare Committee to keep in close touch with the Institute.

“ The Fifth Committee attaches particular importance to the work of the Child Welfare Committee's Legal Sub-Committee and requests the latter diligently to pursue its efforts in this direction.”

Mlle. VACARESCO (Roumania) said that she spoke both as a delegate of her country and as an active member of the Fifth Committee. She drew special attention to the bad effects of certain films on children and announced that Roumania had already taken legislative steps in this connection.

With regard to the cinematograph, she wished to inform the Committee that the Standing Committee of the Women's International Organisations had, in a letter to the Secretary-General, expressed the desire to have a representative on the Governing Body of the Educational Cinematographic Institute to be set up in Rome. She warmly supported this recommendation and added that the Standing Committee had proposed the names of three candidates for this purpose. The first on the list was that of Mme. Paula Benedettini Alferarri, but it had been suggested that, if it were thought undesirable to add to the number of Italian members of the Governing Body, the nomination should be offered to Mme. Toni Pfülf, Munich, or to Miss Nixon, Jerusalem; these three candidates had great experience and wide knowledge of cinema questions. It was with the greatest satisfaction that Mlle. Vacaresco had learnt that the Child Welfare Committee had appointed Dr. Gertrude Bäumer to act as its representative, in certain eventualities, on the Governing Body of the Rome Cinematographic Institute.

With regard to the ages of marriage and consent, Roumanian law differed from one province to another, but this was of no importance, since Roumania had in course of preparation a uniform code fixing the age of marriage and consent at 18 years. Too much importance could not be attached to this question, whether with a view to the preservation of the race or in the interests of civilisation.

Mlle. FORCHHAMMER (Denmark), Vice-Chairman, would confine herself to dealing with a few points in the report of the Child Welfare Committee.

The first point was the necessity of having a woman on the Governing Body of the Educational Cinematographic Institute. She did not think that it would be in accordance with the usual procedure of the Committee to recommend any names that might have been put forward, but she strongly supported the wish that had been expressed to have at least one woman on the Governing Body. Indeed, she thought that, on a body containing so many men, it should be possible, and would be desirable, to have more than one woman representative.

With regard to the utilisation of funds placed at the disposal of the Child Welfare Committee by the American Social Hygiene Association, she noted that, at its March session, the Committee had first intended that the money should be used for an enquiry into biological education in the different countries. The Committee, however, had been unable to come to an agreement, and the suggestion had been dropped. The Committee had given its reasons for its action, and it was not therefore perhaps possible for the Fifth Committee to ask that the original proposal should be taken up again, especially as the funds had now been allocated to other purposes. Nevertheless, she could not help regretting the Child Welfare Committee's decision, particularly in view of the remarks made by the Experts on the Traffic in Women and Children in their report.

She noted that the question of alcoholism had been kept open. The Child Welfare Committee had thought that it would be best to wait until it was seen what form the general discussion in the League would take, so that the problem of the connection between alcoholism and child welfare could be resumed at a later date in the light of that discussion.

Reverting to the question of the cinema, she hoped that it would be possible to include, either in the report or in the resolution, a passage emphasising the Child Welfare Committee's recommendation: “ Care should be taken to include women among the members of the Governing Body.” Otherwise the matter would almost certainly be overlooked by the Assembly.

Mme. HAINARI (Finland) said that the women's organisations in many countries had heard with satisfaction that the question of women police would be placed on the agenda of the Child Welfare Committee's next session. This was a restless age. Discipline was a difficult task and was in danger of being relaxed. Parents now occupied themselves with other matters, and therefore society must take up the part that had been abandoned by them. The advantages of the many modern inventions created for purposes of health or pleasure were offset by certain dangers. This was the case with the cinema, and therefore the Women's international organisations had appealed for representation on the Governing Body of the International Educational Cinematographic Institute.

The same organisations also supported the proposals for raising the legal ages of marriage and consent. They had heard with satisfaction that the Child Welfare Committee had decided to use the gift of the American Social Hygiene Association for studying the problem of the child whose environment was bad or who was exposed to moral and social danger.

The question of the connection between child welfare and alcoholism might be given special attention. It would be valuable to ascertain the proportion of juvenile offenders who were the offspring of drunken parents and to make enquiries into cases of ill-treatment or of moral or material

neglect suffered by children of alcoholic parents, whether these cases were grave ones necessitating legal proceedings or cases which might be left to charitable organisations.

Countess APPONYI (Hungary) warmly supported what Mlle. Forchhammer had said, particularly with regard to the cinema question. She thought, however, that it was too early to suggest any definite candidate for the Governing Body of the International Educational Cinematographic Institute. The Committee should restrict itself to a recommendation that the Standing Committee of the Women's International Organisations should be consulted in connection with the appointment.

Mrs. McDONNELL (Australia) wished to clear up one point in the proposals made by Mlle. Vacaresco. The Standing Committee of the Women's International Organisations represented the International Council of Women, the International Suffrage Alliance, the Young Women's Christian Association, the International Federation of University Women and several other bodies. It was therefore an extremely representative body of women who were devoting their attention to the interests of women and children, and would accordingly be a very suitable body to be represented on an organisation like the Educational Cinematographic Institute.

Mrs. McDonnell warmly agreed with Mlle. Forchhammer that a single woman was hardly sufficient to represent the women's point of view on the Governing Body of the Rome Institute.

Mlle. VACARESCO (Roumania) regretted that she had not made it clear to the Committee that the Standing Committee of the Women's Organisations had written some time ago to the Secretary-General. She had just been informed, moreover, that the Council had already accepted the recommendation made by them. The appointment of a woman to the Governing Body of the International Educational Cinematographic Institute had been not only considered but determined. The Committee might therefore express its satisfaction.

M. LABROUSSE (France) recalled that, in the previous year, he had drawn the Committee's attention to certain dangers of the cinema which, in his view, had not been given sufficient consideration. He was referring to the mental aspects of the question, which must not be confused with the moral aspects. He had suggested a number of measures to deal with this mental factor, but he was uncertain whether the Child Welfare Committee had, in its conclusions, taken these considerations sufficiently into account. Accordingly, before the discussion closed, he desired to consult M. Martin's report in order to ascertain whether it contained the appropriate recommendations. If it did, he would have no proposal to make, but otherwise he would ask the Chairman to authorise him to reopen the discussion of the matter.

Mr. MALLIK (India) said that India greatly appreciated the excellent work being done on behalf of child welfare by the League. That work was an inspiration to Indian workers in the same field. The Government of India was doing much in this direction, but great assistance was received from the private help of Europeans, more particularly of Christian missions. The work was progressing every day, and there were now child welfare centres in almost every important station. These centres, besides carrying out their own work admirably, encouraged others to join them and learn their methods.

There was, of course, a vast difference between the conceptions and methods of bringing up children in India and those obtaining in Europe; this was bound to be the case, for India had a civilisation that was at least five thousand years old. It could not be expected, therefore, nor was it desirable, that the new methods should be accepted too rapidly, nor was it desirable that India should blindly follow the Western methods; but India was pushing ahead nevertheless, both with enthusiasm and caution.

Mr. Mallik thought it impossible to have a uniform legal age of marriage for the whole world. Climatic conditions differed enormously, and the European girl of 18 years was physiologically like a girl of 13 or 14 years in India. India had raised the age of consent and was raising the age of marriage. This she had done notwithstanding the misrepresentations and lies that had been spread by interested people with the object of lowering India's prestige in the eyes of the world. He could affirm that child marriage, as such, was daily diminishing in India, particularly amongst the educated people and those who came in direct contact with them. India looked to Europe for help and friendship, as was shown by the large number of Indian girl students working in London and other European universities, who were also studying child welfare work with considerable interest. Many of them who had already returned to India after their studies had taken up this work in India with the most gratifying results.

There was no more powerful instrument for the education of children than the cinema, but it was at the same time a dangerous and a double-edged weapon. In India, children were shown films from America and Europe in which all the passions of pre-nuptial love were displayed to their innocent eyes; pre-nuptial love did not exist in India.

Pictures of detestable crimes and criminals of the West were also being shown to Indian children and youths. This no doubt brought money to the West, but it also lowered western civilisation in the estimation of the Indians. It was now time, therefore, for the League of Nations to take up this very serious question with a view to bringing about an effective control.

He therefore entirely agreed that women should be represented on the Governing Body of the Educational Cinematographic Institute. Women were the guardians of morality at all ages of life. The work of film control was pre-eminently women's work and they would at once locate and stop the mischief.

With regard to women police, it was merely necessary to say that India had no troubles in this respect, for there were no women criminals in India, where alcoholism among women was unknown, and where home life for women was yet the rule. The real saving grace of the Indian woman in this connection lay in the pre-eminently spiritual background of her mind.

Dame Edith LYTTTELTON (British Empire), on behalf of the British delegation, expressed the immense interest and pleasure with which she had listened to the observations of the Indian delegate. It was a great encouragement to workers in Europe to know that there were in India men who were interesting themselves in questions affecting women and children. In view of the difference of ideas obtaining in these matters in the East, of the special effects of films on Oriental children and of the false ideas of Western culture and notions given by American and other films, she suggested that it would be well that the Indian, or at any rate the Asiatic, point of view should be represented on the Governing Body of the Educational Cinematographic Institute.

Hussein Khan ALĀ (Persia), on behalf of his Government, supported Dame Edith Lyttelton's proposal and hoped that the claims of his country to representation on the Governing Body of the Educational Cinematographic Institute would be taken into consideration.

Dame Edith LYTTTELTON (British Empire), in reply to a question by the Chairman, said that she would not submit a draft resolution on the subject, but suggested that the Committee should take note of the point and that an observation with regard to the representation of Asia on the Governing Body should be added to the report.

Dr. CHODZKO (Poland) asked leave to detain his colleagues for a few minutes in order to give them a brief review of the position in Poland as regarded child welfare. Owing to various circumstances — among others, the unfortunate illness of his colleague, Mr. Posner — Poland had not had an opportunity of stating her views on these questions, to which she devoted the deepest attention.

The rights and obligations of the State in connection with child welfare were embodied in Article 103 of the Polish Constitution in the following terms :

“ Children who are deprived of the guardianship of their parents or deserted from the educational point of view are entitled to the relief determined by the law ; parents can only be deprived of their rights of guardianship in pursuance of a decision by the court.”

On the basis of this Organic Law, the Polish State had built up a complete legal system for the protection of children, the principal development being the Social Relief Act of August 16th, 1923. This Act had in turn been completed by other legislative measures, only a few of which could be cited. The most important were :

- (a) Relief for women in childbirth by compulsory sickness insurance (May 19th, 1920) ;
- (b) Regulations governing the employment of expectant or nursing mothers (July 2nd, 1924) ;
- (c) Organisation and foundation of nursing centres in factories (March 11th, 1927) ;
- (d) Superintendence and supervision of institutes, orphanages, homes, etc., for children of all ages (April 22nd, 1927) ;
- (e) Emergency relief for deserted children (March 1st, 1921) ;
- (f) Decree concerning juvenile offenders and the foundation of juvenile courts (February 7th, 1919) ;
- (g) Ordinance relative to holiday colonies (February 20th, 1922).

‘ In fulfilment of its duties in respect of children's relief and welfare in the various fields enumerated above, the Polish Government spent annually about 1.09 zloty per inhabitant.

A large proportion of the expenditure indicated was appropriated to work connected with the first year of life.

Over a hundred special child-welfare centres, whose work included advice regarding children at the breast, feeding of young children, etc., had been set up during the past few years in Poland. To these were to be added the crèches and kindergartens for deserted children. Great efforts had been made to train a staff of competent nurses, special attention being paid to the training of visiting nurses.

It was, however, in the field of the campaign against tuberculosis in children that the Polish Government had achieved its greatest advance in a very short time. It had been ascertained that of the children in elementary schools, 5 to 7 per cent were threatened by or infected with tuberculosis. To meet this situation, the State had enlisted the help of 118 private associations and in the space of two years 135 anti-tuberculosis dispensaries had been set up and endowed with the necessary equipment, such as ultra-violet and X-rays, etc. The result was that there was one dispensary for about every 230,000 inhabitants.

In connection with the anti-tuberculosis campaign was the work done in regard to holiday colonies ; as long ago as 1922, the Public Health and Labour Ministries had set up a board to develop the holiday colonies in Poland. The expansion of these colonies would be realised when it was mentioned that 28,077 children had benefited from them in 1922, as against 63,820 in 1927, the average stay being 41 days.

In consequence of the abnormal movements of populations during the great war, Poland had been confronted with a special problem, that of trachoma, a protracted, contagious sickness which specially affected children. Thanks to the endeavours of the Ministry of Labour and Social Welfare, the disease appeared to have been stamped out ; nearly 3,000 children had been given

shelter in special institutions where they were afforded treatment, while all danger of infection was thereby obviated for other children.

He was dwelling more particularly on the health questions which fell within his own jurisdiction, but he did not wish to give the impression that this was the only field in which Poland was working. He could not fail to mention the Ordinance of March 19th, 1928 whereby a uniform criminal procedure had been introduced for the whole of Poland, a large section being devoted to juvenile criminal procedure. Children up to 17 years of age came under the jurisdiction of the juvenile courts. The latter courts had been set up so far only in the bigger Polish cities, but they operated in accordance with the most modern system. In Warsaw, in particular, the court had the assistance of a children's mental specialist who was attached to a social hygiene polyvalent dispensary. This fact deserved mention as it showed the importance of the close co-ordination of social relief work and health. The visiting nurse also played a very important part in these two fields.

Dr. Chodzko thought that he had mentioned the salient facts connected with the Polish Government's work in the field of child welfare. His summary sufficed to show the very keen interest taken by Poland in the League's work in this matter. It was possible that many and fruitful results would be obtained by the Governments as a result of the comparison of the action taken by and the methods followed in the various countries, a work which the Secretariat of the League of Nations had accomplished with the greatest authority and competence. Nevertheless, in reading the Advisory Committee's last report, he had inferred from the large number of questions dealt with that one danger had not been altogether avoided: namely, the danger against which a warning was directed in the old motto "Jack of all trades and master of none". It was difficult, to be sure, in view of the multifarious aspects of the child welfare question, not to undertake researches in all manner of different directions.

The work which he, however, thought was the most fruitful in the international domain was that of a legal nature, for this was the only work which could, in many cases, give immediate results through the instrument of international conventions. Poland took a very special interest in the work of the Legal Sub-Committee, and particularly in the various draft conventions: (a) the convention for the repatriation of minors deprived of parental or tutelary control; (b) the convention for the relief of minors of foreign nationality; (c) the convention for the execution of judgments relating to the compulsory maintenance of children of parents living abroad.

The admirable report of the International Prison Commission on juvenile courts had also been considered by the competent Polish authorities. Further, the Polish Codification Commission was awaiting with interest the results of the enquiry into the status of the illegitimate child; the Commission had already benefited by the suggestions made in the admirable report on the ages of marriage and consent.

Among the proposals made during the present year by the Child Welfare Committee, Dr. Chodzko singled out one which would be put into execution, thanks to the generosity of the American Social Hygiene Association, to which he wished to pay a tribute. The Council had entrusted Mlle. Chaptal with the task of drawing up the scheme of the enquiry, and he was certain that there was no one who would do so with greater competence and impartiality. He wished, however, to make a few suggestions with a view to defining the bounds and scope of the enquiry.

The child exposed to moral and social dangers was, it could not be doubted, the child who would one day swell the ranks of juvenile offenders, and, if that were so, there was no problem that was more closely bound up with the question of juvenile courts. A year hence the Child Welfare Committee would consider the proposals on the form of enquiry to be undertaken into the various subsidiary services of the juvenile courts.

Hence there was to be an enquiry into the problem of children exposed to moral and social dangers and another into the subsidiary services of the juvenile courts; an attempt should be made to ensure that these two enquiries were to a certain degree complementary to one another, and that the enquiry concerning children exposed to moral and social dangers was devoted first and foremost to the preventive aspect of the question, that was to say, to the most effective means of preventing juvenile crime. In this way the field of enquiry would be defined; the investigations of those undertaking it would be restricted; the efforts of the Child Welfare Committee would be co-ordinated, while its funds would be economised.

† He further suggested that, among the children exposed to moral danger, very special consideration should be given to illegitimate children, and he hoped that it would be possible to determine the proportion of these children to the total number of children thus exposed.

Before concluding, the Polish delegate said that his country would always follow with interest the Child Welfare Committee's work concerning the influence of alcoholism on the physical and intellectual development of children. This enquiry had been the subject of the proposal first made by the Polish member of the Advisory Committee, M. Posner. Dr. Chodzko appreciated the clear and definite information submitted on this question by Dr. Humbert, and also thanked Mlle. Forchhammer for having reminded the Committee of the question of alcoholism.

The CHAIRMAN suggested that the Rapporteur should, in drawing up his final report, take into account the suggestions and observations made in the course of the discussion. It was understood that M. Labrousse reserved his right to speak again on the question of the cinema after he had consulted M. Martin's report.

The Committee agreed.

8. Work of the Traffic in Women and Children Committee during its Seventh Session: Draft Report to the Assembly presented by Mme. Hainari (Finland).

Mme. HAINARI (Finland), Rapporteur, read her draft report to the Assembly on the work of the Traffic in Women and Children Committee during its seventh session (Annex 2).

The discussion of the report was adjourned to a later meeting.

THIRD MEETING.

Held on Tuesday, September 11th, 1928, at 3.30 p.m.

Chairman: M. MATOS (Guatemala).

9. **Work of the Child Welfare Committee during its Fourth Session: Draft Report to the Assembly presented by Mr. Dandurand (Canada) (Continuation).**

Mr. DANDURAND (Canada), Rapporteur, read his draft report as revised (Annex 1a).

He proposed, in point 2 of the second paragraph of the draft resolutions, to add, after the words "to facilitate subsequent work on the question", the words "for application between States concerned" with the object of indicating that the idea expressed in the paragraph in question referred to bilateral rather than to plurilateral agreements. Canada had a frontier of more than 4,000 miles with the United States and there was a steady movement of population from one country to the other. Before the war, over 400,000 persons had immigrated to Canada in two years. The immigration movement had now begun again, among the immigrants being minors whom it had been necessary to repatriate.

M. LABROUSSE (France) said that he had made a reservation in his acceptance of the conclusions concerning the educational cinema. Since the last meeting he had consulted M. Martin's report, which took full account of the observations he had made earlier with regard to the mental aspects of the question. He had accordingly nothing to add.

Dr. CHODZKO (Poland) congratulated Senator Dandurand on his report. He wished, however, to make a short addition after the words: "It decided to conduct a preliminary enquiry in seven or eight countries". The addition was as follows:

"In the course of the discussion, a recommendation was made that the enquiry into the auxiliary services of juvenile courts and the enquiry regarding children exposed to moral and social dangers should be conducted as complementary enquiries."

In these circumstances, the enquiry regarding children exposed to moral and social dangers would be devoted principally to the preventive aspects of the question, that was to say, the most effective means of preventing criminality in children.

M. PAMS (France) approved the proposal.

Mlle. VACARESCO (Roumania) also supported the proposal.

M. GALLAVRESI (Italy) asked what was meant by "complementary enquiries". The decisions taken by the Committee should be precisely worded. The term "complementary enquiries" might have the effect of delaying the work of Mlle. Chaptal, who was to draw up a plan in the course of the forthcoming winter.

M. LABROUSSE (France) suggested that a small Sub-Committee should be set up to draft a final text.

After an exchange of views, *the Committee decided to appoint a Drafting Sub-Committee consisting of Mr. DANDURAND, Dr. CHODZKO, M. LABROUSSE and M. GALLAVRESI.*

Mrs. McDONNELL (Australia) thought that measures should be taken to censor, not only films, but also advertisements of films. Censors of films in Australia had no power to censor posters or advertisements of films of an objectionable nature. Furthermore, it would be desirable for women to sit on the Boards of Censors.

M. CASARES (Spain) feared that the amendment suggested by Mrs. McDonnell might give rise to complications. He drew the Committee's attention to the confusion that was likely to be caused between censorship of advertisements and that of films, since it was not only advertisements of films that were offensive to morality and calculated to injure children's minds. It would be found necessary to appoint to the Boards of Censors artistes and representatives of advertisement firms and industry. The amendment might therefore prove a handicap to the censorship of the cinema.

Mrs. McDONNELL (Australia) said that there was a misunderstanding. She was referring solely to the advertisements of film representations and not to advertising in general.

After some further discussion, *Mrs. McDonnell's amendment was adopted, the amendment to be inserted after the words: "in diffused light and in daylight," in the following form:*

"In the course of its discussions, the Fifth Committee decided to ask the Child Welfare Committee to consider at its next session the possibility of establishing supervision over posters and other forms of publicity for cinematograph performances."

The discussion was adjourned until the next meeting.

10. Work of the Traffic in Women and Children Committee during its Seventh Session : Draft Report to the Assembly presented by Mme. Hainari (Finland) (*Continuation*).

Mme. HAINARI (Finland), Rapporteur, paid a tribute to the work of the Experts, to the Traffic in Women and Children Committee and, in particular, to the Secretary.

Mme. LANG-BRUMANN (Germany) congratulated Mme. Hainari on her report on the traffic in women and children.

She had read with deep emotion the results of the enquiry into the traffic, in particular Part II of the Experts' report, and she understood the desire that had been expressed to extend this enquiry still further. She shared the wish for the continuance of the enquiry, but she could not refrain from thinking that hundreds of young girls might perhaps be in urgent need of help while the investigators were conducting their researches. With this thought in mind, she must urgently press the Committee to take action, without waiting for final conclusions, to combat the various dangers to which young girls were exposed.

In the previous year, Mme. Lang-Brumann had submitted to the Committee a resolution asking the Governments of the various countries to consider as soon as possible the desirability of abolishing licensed houses, which must be considered one of the principal sources of the traffic in women. Had that resolution already passed beyond the stage of discussion?

As some of her colleagues on the Committee were members of Parliament in their own countries she would urge them to take action in their respective Parliaments so that the idea of abolition might soon become a reality. The task of the members of the Fifth Committee was to put into practice, in the different countries, the excellent suggestions which it was impossible to examine exhaustively at Geneva.

As to the abolition of licensed houses, Germany had some experience of this matter, as they had been abolished in that country on October 1st, 1927. It was hoped similarly to succeed in abolishing clandestine houses, the existence of which it was very difficult to detect. Germany would then be able to say in what way she had succeeded in taking measures against the sinister profession of the *souteneur*, who was the chief factor in the existence of clandestine houses. It would also be possible to indicate the methods by which Germany had succeeded in suppressing the traffic of women in transit through her territory, a question which arose in the ports.

Mme. Lang-Brumann was also in a position to give details as to the women police force in Germany, which had proved most effective and whose further development deserved the most careful attention on the part of the Committee.

Experience, however, was essential if all these problems were to be fruitfully discussed. The interval between one session of the Assembly and the next should therefore be a time of intensive and responsible work. Only thus could the Fifth Committee take its true place as a benefactor of mankind.

Mlle. FORCHHAMMER (Denmark), Vice-Chairman, was sure that all the members of the Committee recognised that the most important event that had occurred in the past year was the publication of Part II of the Experts' report, which gave the facts and proved beyond all question the existence of the white slave traffic. It had since been pointed out that it would be useful to extend the enquiry to other countries, more especially in the Far East. The women's organisations in India and China would be glad if the enquiry could be undertaken in their countries. It would also be desirable to extend it to the Near East.

She accordingly submitted the following resolutions :

"The Fifth Committee takes note of the report of the Traffic in Women and Children Committee, thanks the Committee for the good work it has accomplished, and expresses the hope that this work will be continued along the same lines.

"The Fifth Committee takes note of the second part of the Experts' report published November 1927, and expresses its appreciation of the splendid work done by the Special Body of Experts and their helpers. It expresses the hope that it will be possible to extend the investigations to other countries, especially in the East.

"The Fifth Committee notes with satisfaction that the Advisory Committee has examined the resolution passed by the Assembly during its eighth ordinary session as to 'the desirability of recommending to all Governments the abolition of licensed houses', and it supports the Advisory Committee's request that the Governments of all those countries which still retain the licensed-house system will investigate the question as soon as possible in the light of the report made by the Body of Experts."

Countess APPONYI (Hungary) seconded Mlle. Forchhammer's resolutions.

Mrs. McDONNELL (Australia) wished, in the name of her country, to express warm appreciation of the work of the Committee on Traffic in Women and of the Rapporteur. This work had thrown much light on this terrible evil and could not fail to help towards its suppression.

With particular reference to the report presented by the British representative on the Council, it was to be hoped that in the near future all Governments would see their way to bring about the abolition of licensed houses. If there was one thing made clear by the Experts' report, it was that the existence of licensed houses was a stimulus to the traffic, both national and international. In the past, the system had been supported on the ground of maintenance of public order and prevention of disease, but it could hardly be said that in abolitionist countries public order was less efficiently maintained than in those countries where regulation obtained.

As regarded the second point, namely, the question of health, belief in the system had, to quote from the report, been greatly weakened in recent years by further knowledge and

experience, which had led medical specialists to require extensive and expensive technique to determine whether an individual was infected or infectious for others. This meant that medical examination of prostitutes in licensed houses was not, and probably could not be, sufficiently thorough to ensure complete safety. Moreover, it did not touch the question of the clandestine prostitute and the amateur. Apart from its practical futility, it was socially and morally degrading. The fact that such a system had Government sanction was an admission that the practice of vice was perhaps necessary and certainly permissible, a view which was abhorrent to all pure-minded men and women. Prostitution, like many other vices, was an evil almost as old as the world, but that was no reason for tolerating its continued existence. She believed that public opinion everywhere was beginning to revolt against the essential cruelty of prostitution. Women throughout the world were pressing more and more for recognition of an equal moral standard for the two sexes, and it behoved the mothers, and indeed the fathers, in all countries to inculcate that principle into their sons and daughters.

As to the age of consent and the age of marriage, in view of the varying social, religious and climatic conditions, it would seem to be impossible to fix a definite age that could apply to all countries alike. Each country must study the problem for itself, bearing in mind the welfare of the individual and the race. In the light of discussions on the subject in Australia, it was probably correct to say that the general opinion was that the age of consent and of marriage should be about the same, but that the age of consent should certainly not be lower than the age of marriage.

With regard to the question of women police, she asked leave to give a short sketch of their work in South Australia — work which she, as a Justice of the Peace, knew to be of great value.

The Department of Women Police was formed during the war, when the need for preventive work was particularly great, and the Police Commissioner and the Government had always recognised its value. The head of the department was a woman, responsible directly to the Chief Commissioner of Police. The women police were duly sworn-in constables, having the full powers of the men constables and equal pay. They worked the same hours as the men, and were called upon for many of the same duties, but their work was confined to women and girls.

Some of their duties were to search women, girls and children. They did escort duty and interviewed and received complaints from women and children. They took statements from all female witnesses in sex cases, child murder, concealment of birth and bigamy. In the case of offences against children, they prepared the statements for children before they came up in the Police and the Supreme Courts. The women police patrolled all the city streets and the public parks. They always befriended and advised girls who were wayward. Runaway girls and missing women were sought after, found and befriended. The women police visited music-halls, picture palaces, and cafés-concerts. They worked in close co-operation with the passport authorities and enquiries in that direction were frequently made by them. They watched all advertisements which might have an immoral purpose and made enquiries in cases where the agent was at all doubtful, work which bore particularly on the task of the Fifth Committee. Neglected children were always their care, and, when necessary, the women police brought their cases to court. Their work was both preventive and reformatory. Arrests were only made in extremity.

Of the result of the preventive work, it was only necessary to say that during the last ten years, in spite of the great increase in the population and the increase of crime among men, there had been no corresponding increase in crime among girls and women.

The women police in South Australia did not wear uniform, but merely a badge in an inconspicuous place, and they were absolutely convinced that they could do better work in plain clothes for the following reasons :

(a) They felt that they could approach a girl as a woman and a friend, and not as an official, of whom she would immediately be afraid and against whom she would be on the defensive. They could more easily create the right atmosphere for good influence without resort to authority or force, although, of course, if necessary, their badge enabled them to use either or both ;

(b) They were able to keep a better watch on undesirable persons. Knowing that women police might be about, but being unable to distinguish them, undesirables of either sex would be chary of committing improprieties in public places.

Women police in South Australia were employed in an industrial centre and amongst a shipping community, but had never been subjected to insult or molestation. They went about alone and would greatly deprecate being accompanied by a male officer, because the woman would not feel free to follow her own plan of action with the knowledge that she was taking the time of a male officer who would not place the same value upon the preventive and educational aspect of the work that she felt to be necessary — for instance, in talking to a young child or in warning a youth or a girl. Moreover, the administrative authorities would say, perhaps with some reason, that two salaries were being paid to do one job.

In conclusion, Mrs. McDonnell said that the success of women police largely depended on getting the right type of women. They must be educated women, with a broad and tolerant outlook and experienced and interested in social welfare work.

Mrs. McDonnell realised that opinion was divided on the question of uniform *versus* non-uniform for women police, and it might be that what was suitable in Australia might not be so in other countries, although she had noticed with interest that Fraulein Erkens, the Chief Inspector of Women Police in Germany, was using plain-clothes women police, and had heard from other sources that they were doing excellent work.

As the South Australian system had worked with such outstanding success that it had actually served as a model for other places, Mrs. McDonnell had thought that it might be of value to describe it.

Mme. HAINARI (Finland) thanked Mlle. Forchhammer for her draft resolution. She had not thought it necessary to submit any resolutions in her report, as these were normally drafted when the views of the Committee had been ascertained as a result of the discussions.

Hussein Khan ALA (Persia) expressed his admiration of the report and of the draft resolution submitted by Mlle. Forchhammer. He wished to add that licensed houses were not authorised in Persia and that his Government had taken severe measures to suppress them. Furthermore, the Mohammedan religion was a factor of first-class importance in the prevention of moral degeneration.

M. LO-HOAI (China) said that equality between men and women was one of the fundamental points in the programme of the Chinese Nationalist Party. The new Government had taken the necessary measures for the protection of women.

The Chinese authorities had established, in important centres, an organisation known as the "Tsi Lan Che" for the protection of women. This organisation gave shelter to women who, owing to circumstances beyond their control — guile, rape, violence, etc. — had become prostitutes. These women were helped to re-establish themselves, possibly to contract marriages, or were returned to their homes if these were respectable.

Dame Edith LYTTTELTON (British Empire) said that she had listened with the deepest interest to the statement of the Australian delegate. Anyone who had studied the question of the traffic in women from a woman's point of view knew that there was no better agency for preventive work than the women's police force. In the previous year, the German delegate had made a most interesting statement and had said that the German Government had been so impressed by the work of the British women police in Cologne that it had decided to establish a German women's police force. There was nothing that was more important than to obtain the assistance of women police in preventive work, and this was work which, with regard to the particular question of the traffic, women were better able to carry out than men. It was vitally important that the question should be brought to the attention of all countries, and with that object Dame Edith Lyttelton submitted the following draft resolution :

"The Fifth Committee desires to call attention to the great importance of women police as a preventive measure."

Mlle. FORCHHAMMER (Denmark), Vice-Chairman, Mlle. VACARESCO (Roumania) and M. CASARES (Spain) warmly supported Dame Edith Lyttelton's draft resolution.

Mme HAINARI (Finland), Rapporteur, also approved the draft resolution. She had studied the question for twenty years and had had some practical experience of it, as she had for a short time served as a policewoman and was familiar with the effects of their work in the police courts.

Dame Edith Lyttelton's draft resolution was unanimously adopted.

The Committee adjourned further discussion of the report until the next meeting.

FOURTH MEETING.

Held on Wednesday, September 12th, 1928, at 3.30 p.m.

Chairman: M. MATOS (Guatemala).

11. Work of the Child Welfare Committee during its Fourth Session: Draft Report to the Assembly presented by Mr. Dandurand (Canada) (*Continuation*).

The CHAIRMAN asked the Rapporteur to read the final text of the amendment to the report proposed by Dr. Chodzko (Poland).

Mr. DANDURAND (Canada), Rapporteur, said that the Drafting Sub-Committee had had a long discussion, at the end of which it had decided to make the following addition to the report: After the words "moral and social dangers" add: "having regard mainly to the possibilities of preventive action". These words were intended to define the field of enquiry.

The amendment was adopted.

Countess APPONYI (Hungary) thought that the question of the censorship of films and of film posters was far simpler than M. Casares appeared to think, since both censorships could be carried out simultaneously.

M. LABROUSSE (France) supported the point of view expressed at the last meeting by M. Casares. The censorship of the film was one thing and that of posters was another. The censorship of posters bore, in the last analysis, on the work of the Press, and everyone knew that in certain countries there would be very great difficulty in modifying the law on the liberty of the Press.

The amended report and resolution of Mr. Dandurand were adopted,

Mr. Dandurand was appointed Rapporteur to the Assembly.

12. Work of the Traffic in Women and Children Committee during its Seventh Session : Draft Report to the Assembly presented by Mme. Hainari (Finland) (*Continuation*).

Mlle. VACARESCO (Roumania) paid a tribute to the courageous work and clear-sightedness of Dame Rachel Crowdy, whom she wished to thank on behalf of the Committee. Mme. Hainari's report was an admirable document, its only defect being its brevity.

The general public had to some extent turned its eyes away from the painful facts revealed by the enquiry of the Experts, and the enquiry should therefore be extended and intensified. The Latin countries appeared to be more especially refractory to the idea of abolition. As a woman, Mlle. Vacaresco reproved their attitude, but it must be said that the licensed-house system was very old and dated from the Crusades. It was the epidemics prevalent in that era that had resulted in the desire to keep the evil within certain bounds. The placing of this question in its true light would always redound to the honour of the League of Nations. Regulation would vanish once the light of the enquiry had been thrown upon it.

The Roumanian Government had, like others, undertaken an enquiry into the question of abolition, but it wished for more complete information on the results of suppression in the abolitionist countries. The objections of the partisans of the old system must be met by statistics and accurate descriptions.

Mlle. Vacaresco then referred to her personal recollections ; she had had an opportunity of ascertaining for herself the rigour with which the British authorities had dealt with a suspect person who was recruiting girls in England for employment abroad in theatrical troupes, music-halls and cabarets. She congratulated the British authorities on their exemplary firmness.

She much appreciated the initiative taken by M. Labrousse for an investigation into the mental condition of women who had become prostitutes. She welcomed the institution of women police in many countries since they provided the most effective weapon in the battle against the traffic.

Dr. CHODZKO (Poland) said that he would mention the particularly thorny question of the suppression of licensed houses only in order to underline its extreme gravity. The Polish Government had shown by its actions that it was resolutely on the side of the abolitionists and it saw no reason for changing this view, which was not only the most humanitarian, but at the same time the most efficacious view to take as regards the campaign against venereal disease. This had been proved, for instance, by the brilliant results obtained in Denmark. The last houses in Poland had been closed in 1922.

At its last session, the Traffic in Women and Children Committee had considered the desirability of recommending to all Governments the abolition of the licensed-house system ; it had expressed the hope that the countries concerned would examine the question as soon as possible and had asked the Secretariat to get together information to assist the Governments in their examination. It merely remained, therefore, to express hopes for the successful outcome of that examination and obstinately to continue the various tasks that would lead to the final suppression of the traffic.

No weapon was more effective in the campaign against the traffic than a women's police force, of high moral and professional value, and as independent as possible in its work. Dr. Chodzko was glad, therefore, that this question had been placed on the agenda of the next session of the Traffic in Women and Children Committee, and he wished to draw the Fifth Committee's attention to the excellent results obtained in Poland by the employment of women police.

In 1925, there had been incorporated in the police force 23 women, who had first undergone a preparatory course of training and had passed the usual examinations.

A few figures would show the work done by these 23 women constables in 1927. They had had under observation 2,817 different cases and had conducted 2,782 enquiries ; they had sent 73 girls to social-relief institutions. By their agency, 32 clandestine houses of ill-fame, 30 *souteneurs* 21 procuresses and 12 traffickers had been detected. They had brought before the courts 242 persons on a charge of maintaining houses of ill-fame, and 36 persons on a charge of procuring.

The question of the professional training of policewomen was extremely important, but the Polish delegate would refrain from going into details and merely remark that the value of the women police in Poland was very specially appreciated by the Ministry of Labour and Social Relief.

It should be mentioned that the penalties for trafficking in women and children had been considerably enhanced by the Decree-Law of the Polish President under date of July 29th, 1927. As a result, the abuses indicated in Part II of the Experts' report were becoming rarer and were very severely punished in all cases. Thus, on April 20th, 1928, a person guilty of carrying on the traffic between Poland and Brazil had been condemned to three years' imprisonment. Another person who had recruited women for Mexico had been arrested on December 29th, 1927. Five or six similar cases of persons who had come from the Argentine to recruit white slaves had been successfully prosecuted by the authorities.

Another form of work which was very effective in combating the traffic was that of the railway-station organisations. This work was constantly expanding in Poland ; in the course of 1927, more than 21,000 girls had received help or shelter or been entrusted to the care of various institutions ; moreover, 39,926 persons had taken advantage of the railway-station services subsidised by the Government. Apart from the station organisations, there were others which were solely under the direction of the *Cœuvre catholique de la protection de la jeune fille*.

A new departure made by the Polish Anti-White Slave Traffic Committee in the field of emigration also deserved mention. A number of Poles, and more especially Polish women, emigrated annually to South America, either in search of work or to join members of their family who had gone there already. To protect these emigrants against all dangers until the time of

their disembarkation in a foreign country, the Polish Committee had appointed a correspondent to watch over women arriving in South America. Furthermore, the larger emigrant ships carried escorts of both sexes.

It should finally be noted that a draft law on venereal disease, based on the principles of the relevant Danish Law, would introduce into Poland abolitionism in its most modern form.

In conclusion, Dr. Chodzko said that he supported the draft resolutions submitted by Mlle. Forchhammer and Dame Edith Lyttelton, and wished to pay a tribute to the work done in this field by the Social Section the League.

Dr. SLAVIK (Czechoslovakia), with reference to the questions put by Mlle. Vacaresco, said that Czechoslovakia had abolished licensed houses nearly ten years previously and had observed that the results of this measure were altogether admirable. The period of adaptation was, of course, a difficult one, even being accompanied by an increase in disease and in clandestine prostitution. At present, however, the health situation was far more favourable and the Ministry of Health would certainly be able to supply interesting statistics on the subject.

M. LABROUSSE (France) said that the French delegation would not be sparing in its tribute to the Experts for their voluminous report, which was a monument of good faith, science and experience. The delegates to the Fifth Committee, however, did not come there solely to award a prize for merit. They were also bound to make certain criticisms. While M. Labrousse endorsed Part I of the report, he had certain reservations to make regarding Part II, and drew special attention, among other points, to the defects in the statistics. Statistics were, speaking generally, difficult to compile, but they were still more so when one was comparing countries possessing the system of regulation with abolitionist countries in which no official figures could be obtained. To show the futility of statistics, M. Labrousse cited the case of thrush, a disease which could only be contracted in infancy or in old age. Certain statisticians had, in their conclusions, made the inference that the average age at which thrush could be contracted was 30 years.

The French delegate regretted also that the investigators, after studying the question for nearly four years, had not in any way concerned themselves with the problem of the mental condition of prostitutes. Had they investigated the mental aspect of the question, they would have seen that prostitutes and *souteneurs* exhibited certain features of mental degeneration.

It had been often said that crime among women was less frequent than crime among men. That was not altogether correct, since there should be added to the figures of female crime a certain proportion of prostitution.

M. Labrousse observed that in France, as in other countries, satisfactory results had been obtained, the traffic having been suppressed with the utmost energy. For instance, in the past year, only seven cases had come before the French courts, and in three of these it had been impossible to prove with absolute certainty that they were cases of trafficking.

If in France, as in other Latin countries, there were found so many prostitutes emigrating abroad, this was due to the fact that these countries had paid dearly for their liberty and were disinclined to make a distinction between quantity and quality where liberty was concerned. *Souteneurs* and traffickers profited thereby.

Work for the defence of society had now been begun in the light of science. France was quite prepared to examine the new methods, but she could not but approve the Traffic in Women and Children Committee's resolve not to request the twenty-two States in which regulation still existed to take measures for the abolition of licensed houses. If, in Northern countries, temperament, climate and military circumstances made it possible to suppress regulation, this was not so in other countries, where a gradual forward movement was essential. Conditions differed, too, between small countries and large countries.

While certain statistics were favourable to abolition, M. Labrousse was convinced, on the other hand, that venereal disease would be considerably increased in the big centres as soon as regulation was suppressed. The Experts did not accept this conclusion, but M. Labrousse did not accept the conclusions of the Experts, and he could quote examples of towns where licensed houses had been abolished and where there had been a recrudescence of venereal disease. He added that the fact that the total figures showed a decline should be ascribed to the progress made by medicine; nobody could assert that it was due to the suppression of licensed houses. Extreme caution, therefore, was necessary in any appreciation of that question. He did not, of course, mean to say that the Traffic in Women and Children Committee would take no account of the reiterated suggestions of the Fifth Committee, but in doing so it must act with the necessary caution.

When reading the summary of the annual reports for 1926, the French delegate had been struck by the very great discrepancies between the penalties laid down in the various countries for the offences of abduction and trafficking. He mentioned one country in which the abduction of a girl of 10 years had been punished with a mere fine of 150 dollars. That appeared to be a quite inadequate penalty. In other countries, the punishments were much more severe. M. Labrousse wished to cite in particular those enforced in Great Britain and Italy. Would it not be possible to arrive at some measure of uniformity in the penalties stipulated for trafficking, and would it not be possible to make an enquiry into these discrepancies for the next session? M. Labrousse put this idea before the Fifth Committee.

Reverting to a question connected with the traffic, that of prostitution (for these two questions were cognate to one another), M. Labrousse observed that it had been said that regulation went back to the Crusades. It was in fact older and went back, in any case, to Solon, and the man who had done the most to strengthen it in France was the royal saint, King Louis IX. Recourse had been had to regulation in times of great invasions with the object of combating the venereal peril. Down to the present time, prostitution had existed as a morbid unit; it was a kind of state within the State. It must henceforth become sporadic. Prostitution must be localised; and history

taught a valuable lesson on this point. Pauperism in the sense in which the word was used about 1830 was no longer encountered to-day, and leprosy, for instance, no longer existed except in a few strictly limited centres. All social evils tended to disappear thanks to education, family discipline, school discipline and street discipline. But the main requirements for achieving this result were caution and patience.

M. SARDI (Italy) said that mention had been made, in connection with prostitution, of Greece, St. Louis and the Crusades. He did not propose to deal with ancient Rome, where prostitution, far from being considered a vice, was even a sacred rite. M. Sardi believed that it was possible to obviate and to suppress certain forms of prostitution, but that it was difficult to eradicate it altogether.

The Italian National Government had boldly taken up this question, for it considered that it was not a mere question of public health, but one of national moral health. In one of his speeches, M. Mussolini had pointed out that, in regard to this question, it was impossible simply to let the matter slide without thereby acquiescing in the moral and physical suicide of the race.

A Decree of March 25th, 1923, had introduced a large number of amendments into the Italian laws on prostitution. The first part of the Decree dealt with the suppression of trafficking, which was punished by very severe penalties, that were still more severe in cases where minors were concerned or where the offence was accompanied by force or misrepresentation. The second part of the Decree dealt with the employment of women, the setting up of bureaux under the supervision of the police authorities and, lastly, with *souteneurs*, the penalties for whom varied from a simple reprimand to compulsory residence in a place appointed by the authorities (*confino*). The third part provided for the setting up of a Central Italian Board for the suppression of the traffic.

The Italian Government had also taken measures for the protection of young women singers or actresses by means of the supervision of employment agencies and of dancing halls and cafés-concerts. Quite recently, a number of these establishments had been closed, either because they were frequented by suspect persons or because the artistes appeared in indecent costumes. Measures had been taken, too, for prohibiting the engagement of children under 15 years in performances, with the exception of operatic performances.

In conclusion, M. Sardi wished, on behalf of Italy, to express his warmest hopes for the successful conclusion of the Fifth Committee's work, and that not only in the interests of bodily health but also of the moral health of mankind.

Dame Edith LYTTLTON (British Empire) said that she had not intended to speak on the subject of the traffic in woman and children this year, but there were certain remarks in M. Labrousse's speech to which she must reply. First, she could not help smiling at a scientific man's description of statistics. The instance of the misuse of statistics quoted by M. Labrousse was, of course, ridiculous, but it was equally ridiculous to quote such an instance, which in no way proved that statistics were ridiculous in themselves. M. Labrousse would not deny that the statistics compiled by the Experts were of immense value to the cause which all members of the Committee had at heart.

Secondly, with regard to the question of the mental condition of the inmates of licensed houses and *souteneurs*, though this was a matter of very great importance, it was difficult to see in what way it affected the question of the remedy to be found for the present state of affairs. Was it any remedy to say that men who had exploited women and that the women who were exploited were frequently mental degenerates?

Thirdly, M. Labrousse seemed annoyed that statistics showed that women were less criminal than men, and in order to explain this he had said that the evils brought about by prostitution should be added to the figures for female crime. Those evils were brought about by men just as much as by women and should therefore also be added to the figures for masculine crime. It took two people to make a prostitute.

Fourthly, with regard to the question of regulation in France, everyone realised the difficulty of changing over from one system to the other, but to allege the French love of liberty as an excuse for tolerating regulation seemed a very poor argument.

There had been a great battle in England over the question of abolition, and Dame Edith Lyttelton did not deny that abolition was followed by a purely temporary increase in venereal disease; but the matter must be regarded from a wider point of view, for it had been observed that, after an interval of time, the incidence of venereal disease declined. She did not think that M. Labrousse would deny that there had been a decrease in venereal disease, but he explained it by the increase in scientific skill. Dame Edith Lyttelton, on the other hand, considered that the decrease was due to both causes acting simultaneously, the increase in scientific skill and the abolition of licensed houses. The experience of abolition gained in a certain area in the Far East bore out her argument. She did not pretend that the position was not still very bad in the Far East, but education and free treatment, without compulsory examination, but accompanied by a constant endeavour to make both sexes understand the necessity for examination, had achieved wonderful results where it had been tried.

There was one point on which she and M. Labrousse were agreed, the necessity for very strict legislation to deal with those who traded on the weaknesses and vices of others, as much in the interest of young men as of young women. If these people could be hunted down, it would at any rate be possible to remove the perpetual stimulus to the most degraded forms of vice. It was nonsense to say that the present situation could not be improved. Prostitution would probably never be entirely stamped out, but there were certain terrible evils in the present position which could, and must, be eradicated.

Mr. MALLIK (India) expressed his country's deep appreciation of the excellent work done by the Body of Experts. Whatever the differences in the practices, methods and social conditions

of the various countries, the information contained in their report was sure to be very helpful to any country wishing to make a serious investigation.

Mr. Mallik gave a brief survey of what India was doing in the matter. In 1922, she had ratified the White Slave Traffic Convention and had amended her Penal Code by several Acts, passed in 1923 and 1924, with the object of affording greater protection to girls under 18 years of age, as well as to women over that age in cases of compulsion, intimidation, etc. In 1925, an Act had been passed amending the Penal Code in order to make adequate provision against the offence of rape by raising the age of consent. Furthermore, the Government of India sent annual reports to the Traffic in Women and Children Committee giving particulars of the cases of traffic detected, of the penalties inflicted and of measures taken to prevent the traffic, together with information concerning obscene publications. India had been the object of serious misrepresentation and Mr. Mallik took this opportunity of informing the Committee of India's views on the question and of what she had done in the past six years.

There still existed, however, one practice, temple prostitution (the "devadasi"), the continuance of which Mr. Mallik most deeply deplored. This objectionable practice, by which young girls were dedicated to the temple, had been going on in Southern India for more than two or three centuries. The custom had grown out of an idea similar to that of the vestal virgins who were the teachers of mankind, but had degenerated and become a cause of shameful treatment to the girls so dedicated. It meant in fact legalised prostitution for girls who had never been given a chance of a better life. Efforts had been made in India to suppress the practice ever since 1860, but, owing to the lack of popular support, had invariably failed. At the present time, however, thanks mainly to English education, the introduction of social services and the work of the Christian missions, there was a body of public opinion which strongly protested against the practice, so much so that, when the great Indian leader Gandhi had taken up the question a few years previously, many women who had amassed fortunes in the trade pooled their wealth with the object of helping their struggling sisters. Further, the Madras Legislative Council had recently passed a resolution recommending the Government to undertake legislation or, if that were found impracticable, to recommend to the Central Government to undertake legislation at a very early date to put a stop to the practice. Mr. Mallik thought that there was every reason to hope that the practice would be suppressed in the following year.

With regard to the Experts' enquiries, the Government of India had replied to the questionnaire which it had received on the subject that it had no objection to the extension of the enquiry to India provided that it related only to the international traffic and not to the national traffic. If the scope of the enquiry were enlarged so as to embrace the internal aspects of the question, it was reasonable to ask that the enquiry should first be continued in those countries where the restricted investigations had already been carried out.

As to the abolition of licensed houses, Mr. Mallik had listened with interest to the speeches of M. Labrousse and Dame Edith Lyttelton, the first of whom had dealt with the question from the point of view of science and statistics, while the latter had considered it from the point of view of women, that was to say, from the point of view of the heart and the soul.

Mr. Mallik was in favour of recommending abolition. He agreed that patience was necessary, but that was no reason for arguing that the time had not yet come for taking up the question. The argument that licensed houses acted as a safety valve was only respectable because it had the support of great age. Statistics were very useful, but they could be twisted to the requirements of the person using them, and they would never satisfy the cravings of the human soul. While M. Labrousse was poring over his statistics, were the other members of the Committee to leave their fallen sisters in dismal despair, or would they give them a helping hand to reform themselves and become good citizens? Mr. Mallik believed that this was God's good work, and scientific experts would never teach the world what it should do in the great matters of the soul. Science was certainly most useful as a guide to ordinary human affairs, but it should not be allowed to arrogate to itself the position of the director of the soul of humanity. Prostitution, it had been pointed out, was an old profession, but so was war. If the League was proposing to stop war, why should it still tolerate at any rate commercialised prostitution, which was particularly degrading to the human soul? It was pre-eminently a question for the League of Nations with its high ideals for the good of humanity as a whole.

M. LABROUSSE (France) said that the duel between Dame Edith Lyttelton and himself had lasted for three years and he hoped that it would continue for many years to come.

With regard to his argument about statistics, he had deliberately chosen a ridiculous example in order to make a greater impression, but he could have found many others in the Experts' report itself. He thought, therefore, that this weapon, which it had been sought to use against him, rebounded against his opponents.

He was under the impression that he had been misunderstood with regard to the mental aspect of the question. He had had no intention of giving any final solution to that immense problem by the interest he took in the mental degeneration of the victims of prostitution. It was, to be sure, a very important aspect of the matter, but one which could not solve the problem as a whole. Moreover, had the Experts themselves found a solution?

M. Labrousse's remarks on female criminality had been somewhat misunderstood. He had said that the commission of minor offences was less frequent among women, but in adding to these minor offences a certain percentage of prostitution he had not meant to imply that prostitution was an offence, but had simply been alluding to the fact that, whereas a destitute man was only inclined to steal, women used their own persons as a remedy for their destitution. That explained the higher figures of masculine crime. M. Labrousse regretted that he had been obliged to dwell at some length on this point, which was so delicate for the honour of women.

M. YOSHIDA (Japan) referred to the draft resolution submitted by Mlle. Forchhammer in which it was proposed that the Committee should express the hope that it would be possible to extend the investigations of the Experts "to other countries, especially in the East". This expression might give rise to an unfortunate inference which, M. Yoshida was sure, was not at all in the mind of the Danish delegate. He therefore proposed that the words "especially in the East" should be deleted and that the best wording would be "to all other countries".

Prince VIPULYA (Siam) supported the proposal. The resolution as it stood might give the impression that the Committee thought that the East was worse than the West in this respect. While he did not wish to discuss that question, Prince Vipulya did desire to be of some use to the Committee, and, speaking as a member of the Committee rather than as a delegate of his country, he felt sure that the Committee had no wish to single out any particular country or region as requiring special attention in this respect. He believed that Mlle. Forchhammer's intention had been that the investigations should be extended to those countries where they had not as yet taken place, and suggested that the resolution should be amended on these lines.

M. WANG-KING-KY (China) supported the proposal and put the Committee on its guard against creating an unfortunate impression in the Far East that the Far Eastern countries were regarded in Geneva as a kind of research laboratory.

Dame Edith LYTTTELTON (British Empire) supported the amendment. There was no reason why the East should be singled out, but neither was there any reason why the West should be taken as a research laboratory rather than the East.

Hussein Khan ALÂ (Persia) also supported the amendment.

Mlle. FORCHHAMMER (Denmark), Vice-Chairman, said that she was glad that the representatives of the Eastern countries had taken it for granted that she had no intention of giving the impression that the East was any worse than the West. The investigations, however, had already taken place in the West and therefore her proposal was only for a continuation of what had been done already. If her colleagues agreed, she would accept an amendment on the lines suggested by what the Siamese delegate had said, to the effect that the enquiry should be extended to countries where no investigations had taken place as yet. This would not make it impossible for the Experts to return to countries where they thought the investigations had not been sufficiently thorough.

After some further discussion, *the amendment was adopted in the following form:*

" It [the Fifth Committee] expresses the hope that it will be possible to extend the investigations to countries where no investigation has taken place before."

Mme. AAS (Norway) said that the regulation of prostitution had been abolished in Norway about 1900 and that the Norwegian experience had been that venereal disease did not increase. True, improved medical treatment for venereal disease had been evolved, but the new methods of combating it — for instance, free treatment and the dissemination of information — were much more effective than the regulation of prostitution. No responsible doctor in Norway would ask for the reintroduction of regulation. Where there were licensed houses there would always be as much venereal disease as in the countries where there were none, and no doctor could certify that the inmates of a licensed house were free from the commoner form of venereal disease.

The CHAIRMAN requested Mme. Hainari to revise her report for the Assembly in the light of the observations and recommendations made and of the amendments adopted in the course of the discussion.

The draft report, with the amendments adopted in the course of the debate, was approved.

FIFTH MEETING.

Held on Thursday, September 13th, 1928, at 3.30 p.m.

Chairman: M. MATOS (Guatemala).

13. Reasonable Limitation of League Expenditure : Letter from the Chairman of the Fourth Committee.

The CHAIRMAN read a letter from the Chairman of the Fourth Committee to the Chairman of the other Assembly Committees, communicating the following resolution passed by the Fourth Committee at its fourth meeting on September 12th, 1928 :

" The Fourth Committee, having examined the draft budget for 1929 and noted the rapid increase in the credits demanded, which at present represents about 9 per cent as compared with the 1928 budget, draws the special attention of the other Assembly Committees to this position at the moment when they are about to consider the work contemplated for the League, and asks them to bear in mind the necessity for a reasonable limitation of the expenditure of the League.

“ Similarly, the Fourth Committee requests the other Committees to revise the programme of conferences for which provision is made for 1929 and to limit them to those which cannot be postponed till 1930, and more generally to examine especially the budgets of the Economic Organisation and the Transit Organisation, of the opium and humanitarian activities and of codification of international law, and to make proposals for restricting expenditure, and to suggest any other direction in which economy can be effected, taking account particularly of the effect that the new tasks may have on the increase of the permanent staff.”

The CHAIRMAN proposed that the Committee should take note of the resolution of the Fourth Committee.

In reply to Mlle. Forchhammer, Dame Rachel CROWDY, Secretary, explained the procedure followed for the framing of the budget. The budget was first drawn up by the Section concerned and was then submitted in turn to the Advisory Committee and to the Supervisory Commission, either of which could make additions or reductions. The budget was finally submitted to the Fourth Committee. The Fifth Committee was always able to make proposals involving new expenditure, such expenditure falling under the Supplementary Budget. The letter from the Fourth Committee moreover, was a circular letter and did not apply solely to the Fifth Committee.

COUNT DE PENHA GARCIA (Portugal) pointed out that the Fourth Committee had full powers to revise requests for credits submitted to it. The observations contained in its letter, however, did not refer to expenditure which could not be reduced because such expenditure resulted from decisions taken by the Assembly. To reduce such expenditure, proposals must be submitted to the Assembly. The Fourth Committee had drawn the attention of the other Committees to the question of new expenditure. It was therefore requesting the other Committees to propose to the Assembly only such schemes or work as could not be postponed to the 1930 financial year without serious inconvenience. Further, any Committee had the right and even the duty to propose to the Assembly economies which could be justified. The remarks of the Fourth Committee should be understood in this way.

The Committee took note of the letter of the Chairman of the Fourth Committee.

14. Work of the Advisory Committee on Traffic in Opium and other Dangerous Drugs during its Tenth and Eleventh Sessions : Draft Report to the Assembly presented by Dr. Chodzko (Poland).

Dr. CHODZKO (Poland), Rapporteur, read his draft report (Annex 3) together with the following draft resolution :

“ The Fifth Committee notes with approval the reports of the Advisory Committee on Traffic in Opium and other Dangerous Drugs on the work of its tenth and eleventh sessions, together with the resolutions contained therein ”.

Mlle. HESSELGREN (Sweden) reminded the Committee that the League had had under consideration a question put forward by the Swedish Government concerning its eventual accession to the Convention of 1925. The Swedish Government had thought it hardly possible to adhere to that Convention without amending in certain respects its internal legislation on the control of opium and narcotic drugs. Considering, however, that the measures of control at present in force in Sweden were entirely satisfactory, the Swedish Government had asked the Advisory Committee on Opium whether an accession with a certain reservation would be acceptable. After examining the Swedish Government's reservation, the Advisory Committee had found itself unable to recommend its acceptance to the Council. Consequently, the Swedish Government, being desirous of supporting the campaign against the illegal traffic undertaken by the League, had again submitted to the competent authorities the question of the possibility of bringing Sweden's internal legislation into line with the provisions of the Convention, in order to enable the Government to take the matter under final consideration.

Mme. AAS (Norway) said that the Norwegian Government had decided to remove the obstacles existing hitherto to Norway's adherence to the Convention, and she was authorised to state that the adherence of Norway might be considered certain.

M. VAN WETTUM (Netherlands) wished to make a few observations on the draft report of the Polish delegate, to whom the thanks of the Committee were due.

M. van Wettum asked why the Rapporteur thought it necessary to lay special stress on the importance of the Cavazzoni proposals, and on what grounds he regarded them as providing an effective system of supervision.

As would be seen from the Minutes of the session of the Advisory Committee and as mentioned in the Polish delegate's report, the Committee had discussed at length memoranda sent in by various Governments on their systems of control and had at the same time made a detailed study of M. Cavazzoni's memorandum. As a result of its work, there had been issued a code for the supervision of the traffic in narcotics. Distinctive features of the measures proposed by M. Cavazzoni had not been taken over by the Committee. It was, however, the code just mentioned that was of importance now, and that code, as was pointed out in Dr. Chodzko's report, would be of the greatest value to countries which desired to have a strict control.

In the same connection, besides the Cavazzoni proposals, the draft report mentioned, as being among the few bright spots on the very dark horizon of the present opium situation, the new Spanish law on the control of drugs and the American scheme for limiting the manufacture of dangerous drugs.

Everyone, of course, felt the importance of a new law in any country, but the new Spanish law creating a monopoly of importation, etc., however welcome it might be, did not seriously affect the situation as a whole.

As was said in the draft report, the American scheme had been sent by the Government of the United States to the parties of the Hague Convention through the intermediary of the Dutch Government, because the American Government held the view that it might be of use. The American Government was, however, not in any way committed to it. The author of the scheme was not officially known, but M. van Wettum knew that he was not an American citizen. The scheme was still before the Advisory Committee, which had not yet given its opinion. M. van Wettum would therefore be very reluctant to mention the scheme in the report to the Assembly as a bright spot, the more so because he had serious doubts upon its practicability.

It seemed to M. van Wettum that the position of the opium question was hopeful, primarily because a new Convention would come into operation in the current month. If that Convention was efficiently carried out by the parties to it, and if those parties strictly enforced the import and export certificate system as provided by that Convention, it would be impossible, within a short time, for smuggling to originate from the signatory countries. Smuggling could then only be carried on from those countries which were not parties to the Convention and which saw no harm in sending their narcotics all over the world. It would be possible for the entire endeavours of the Opium Advisory Committee and equally for those of the Board to be created under the new Convention eventually to be concentrated on the combating of the illicit traffic originating from the latter countries, and M. van Wettum had no doubt that the co-operation of the two bodies mentioned would, if necessity arose, be fully able to meet the situation.

The Polish delegate's report mentioned further that the manufacture of harmful drugs went on unrestricted and was, in fact, increasing. M. van Wettum did not remember that this statement was based on any report from the Advisory Committee. If not, the sentence in question might be altered. It must not be forgotten that more cases of smuggling came to light as a result of the activities of the Advisory Committee than before, and so this fact might give the incorrect impression that manufactures were increasing.

M. van Wettum also objected to the sentence that new methods of manufacture were rendering the supervision of manufacture more and more illusory ; on the contrary, in his opinion, control was making progress, although perhaps less rapidly than might be hoped.

In conclusion, M. van Wettum observed that the Council had as yet taken no decision on the question whether the Secretariat of the Central Board should form part of the Social Section of the Secretariat.

The CHAIRMAN suggested that the members of the Committee might take advantage of the presence of Dr. Carrière, Chairman of the Advisory Committee, to put questions to him after the general discussion had been concluded.

M. CAVAZZONI (Italy) thanked the Rapporteur for everything he had said with regard to his scheme ; he presented his excuses to M. van Wettum, his colleague on the Advisory Committee, if that scheme, although rejected by the Advisory Committee, still caused him so much misgiving.

The report of the Secretariat to the Assembly and that of the Advisory Committee to the Council showed that the situation in regard to opium and dangerous drugs was very serious. Never had the production of raw opium and manufactured drugs attained such huge proportions ; never had smuggling been so powerful or organised on so wide a basis.

To sum up the present opium situation, the report would have to use the identical words which M. Cavazzoni had employed at the Committee's second meeting on September 9th, 1926. The situation had not improved since then ; M. Cavazzoni, on the other hand, feared that it had become worse.

He wished to analyse the position, and to expound the policy followed by the Italian delegation on the Advisory Committee, his object being candidly to point out what were the real causes which prevented any change in the present state of affairs.

The Chinese delegate had clearly brought out, in the last proposal he had made, the central point in the drugs question. The burning problem to be solved to-day was, not that of raw opium, but that of manufactured drugs. Manufactures had assumed such huge proportions to-day and were making such dreadful ravages that the less urgent and less serious problems must be left on one side and all efforts concentrated on the solution of this one question. The position in several Eastern countries was very serious in regard to the traffic in narcotics. The abuse of cocaine, morphine and heroin was more and more taking the place of opium-smoking. This menace to the health and to the future of races who were proud of their wonderful past was by no means the least important reason for the general mistrust of Western civilisation felt in the East. The members of the Committee were familiar with the charges made by the Press and by public opinion in those countries against Western capitalism, which, for sake of gain, did not hesitate to exploit the progress made by industry and science to cause the ruin and degradation of whole peoples. In this way the opium problem had become of political importance ; it both jeopardised peace and hindered international harmony.

M. Cavazzoni did not share the hesitations of those who thought it best to throw a veil over the faults and defects of Western civilisation. He would discuss the problem in all sincerity of heart. Only thus could public opinion, which was so anxious to lend its valuable aid in suppressing the evil, have accurate information as to its extent. The proofs of public interest were encouraging and were increasingly numerous, and he wished to pay a particular tribute to the work of the Press in the different countries. If the only effect of the Italian delegation's action in the campaign conducted in these latter years had been to arouse this sympathetic trend in the public mind, it would have already obtained one satisfactory result ; but it had done more, and M. Cavazzoni wished briefly to review the work of his delegation. From the outset, it had

raised the fundamental problem of the over-production of opium derivatives and cocaine ; it had insisted on the necessity of the manufacturing countries performing the engagements which they had entered into under Article 9 of the Hague Convention, whereby they were obliged to limit their production.

The Italian delegation had proposed rationing as a practical and certain means of reducing the manufactures of drugs to medical and scientific needs. The Advisory Committee on Opium, however, had considered that no mention should be made of rationing, but that it was possible to arrive at the same results by strengthening the system of control. In a spirit of conciliation, M. Cavazzoni had acquiesced in the Committee's opinion, and he had, in consequence, submitted draft regulations devising a very strict system of control which was calculated to prevent smuggling. Those draft regulations had not been accepted — at any rate, as regarded their fundamental principles ; the Italian delegation had then said that it resumed complete freedom of action and that it reverted to the principles of direct limitation.

It must not be imagined that the obstacles it had encountered hitherto had caused it to slacken its pace. M. Cavazzoni had just received from his Government definite instructions to continue the fight to the end. Consequently, any suggestion that was calculated to help in the solution of the problem would have the whole support of Italy. Italy had already given her support to the American scheme for the previous fixing of supplies. The Italian Government had very definite ideas on the situation as a whole and on the possibilities it presented. It would announce its point of view as and when circumstances permitted. M. Cavazzoni would confine himself for the moment to a few general remarks.

In his report, the Polish delegate observed that the Advisory Committee must not be regarded as a scapegoat or made responsible for the failure of the campaign. M. Cavazzoni would make no criticism of his colleagues' work ; they had done all they could ; but it must be remembered that the Advisory Committee consisted, not of independent experts, but of members chosen and sent by the different Governments. This showed how greatly the Committee was limited in its sphere of action. All those who had closely studied the problem of narcotics unanimously recognised that it was a very simple problem and that the solution was very easy. To be more accurate, the solutions presented were numerous. It was enough to agree on the choice of one. What was required was goodwill. Lack of goodwill, however, could not, assuredly, be made a charge against the consuming countries. Nor would M. Cavazzoni reiterate the accusations made by the Press against one or another of the manufacturing countries. One thing was certain : those manufacturing countries which wished to place themselves above suspicion in the eyes of public opinion had only to free themselves from responsibility by wholeheartedly supporting one of the many practical solutions. Until the Governments of the manufacturing countries set themselves scrupulously to enforce the clauses of the Hague and Geneva Conventions, the manufacture of drugs would not cease to grow and the manufactured products would not cease, *pari passu*, to find an outlet by way of contraband.

All that proved that it would be ridiculous to make the League of Nations responsible for a situation which did not depend upon it. Must it be concluded that the League was powerless to solve the problem? If that were the case, it would be very dangerous to give the public the impression that the League was wasting its time over a problem which it had no means of solving. That would create a certain mistrust which could not fail to affect the other work of the League. It would therefore be better for the League's prestige to say that it was powerless in this question, and to give up and place in the hands of other bodies the campaign against an evil which must be suppressed regardless of the cost. The question was therefore of quite particular gravity. It was only after mature reflection that M. Cavazzoni had resolved to set forth the problem in the naked light of truth. The Italian delegation had invariably taken it as a fundamental point of its programme that the League was competent in the matter of opium ; but M. Cavazzoni did not conceal the fact that, each time that he came back to take part in the discussion of the question, he had a feeling of misgiving due to doubts whether the discussion would achieve a concrete result.

A new factor had recently intervened, namely, the coming into force of the Geneva Convention. As always in the past, the Italian Government would not fail to facilitate this new experiment by giving it its full adhesion, but if, even after the coming into force of the Convention and the setting up of the new body of control, the situation failed to improve, the Italian Government would be unable to refrain from taking into consideration other means of ensuring the solution of the problem.

M. YOSHIDA (Japan) said that he would confine his remarks to the general situation. The Japanese delegation noted with satisfaction that the 1925 Geneva Convention would come into force on September 25th, 1928. The Convention had been ratified by Japan on July 26th, 1928 ; the instruments of ratification were on their way to Geneva and would very shortly be deposited with the Secretariat. When the Convention came into effect, the Central Board would be established, and opium and other drugs would be subjected to stricter control.

The Japanese authorities would spare no efforts in co-operating with other countries. As had been said repeatedly, it was essential that Governments should exchange information with one another more rapidly than hitherto. With this object in view, the Japanese Government had already concluded an arrangement with the United States of America, and was endeavouring to make similar arrangements with other countries.

In conclusion, M. Yoshida wished to say that the Japanese Government, going beyond the stipulations of the Geneva Convention, was now controlling benzoylmorphine as well as all the other derivatives of morphine and heroin in the same way as other dangerous drugs.

Sir Kurma REDDI (India) thanked the Rapporteur for his excellent report and joined with him in his congratulations to the Opium Advisory Committee upon the splendid services it had

rendered ; to the Italian delegate, with whose scheme members might or might not agree, although it would undoubtedly have good results ; to the Sub-Committee of the Advisory Committee for its admirably drawn-up plan ; to the Spanish Government for the law which it had decided to pass making the trade in drugs a monopoly ; and to the British Government for its decision not to allow the British flag to fly on any ship carrying contraband opium or drugs in Chinese waters. He would also join the Rapporteur in thanking the Persian Government for the advance, however little, it had been able to make.

Sir Kurma Reddi was, however, surprised to find not a single reference in the draft report to India. The omission, he was sure, was not intentional. It was difficult for European statesmen and philanthropists to realise what had been done in so remote a country. He wished, therefore, to tell the Committee what India had been doing and he would agree with the Rapporteur in describing the situation as a dark horizon lighted by a few bright spots. In the speaker's opinion, India was the brightest of those few bright spots. A few historical and statistical facts would suffice to show the Committee the huge sacrifices that India had made.

After briefly reviewing the Opium Conventions concluded prior to the war, Sir Kurma Reddi pointed out that the war had been alleged by the signatories as an excuse for not carrying out the duties to which they had bound themselves under those Conventions. Happily, however, the 1925 Convention would come into force within a few days.

It should be carefully borne in mind that the question under review must be divided into two distinct compartments — first, the opium problem, and secondly, that of the other narcotics. From the documents furnished by his Government, Sir Kurma Reddi gathered that, while a large place was given in the Advisory Committee's reports to statistics of the opium trade and of opium smuggling, the Committee had somehow come to limit its activities, in the last few years, to the question of the traffic in narcotic drugs.

As to what India had been doing, he would point out that, even before 1912, India had followed a system which had always been recognised as a model. The opium trade had always been a monopoly in India from the first days of the British administration. Opium could only be cultivated by licensed ryots and subject to Government supervision ; it could only be grown in specified areas, and the entire output had to be handed over to the Government, which alone could sell it. After the 1909 Convention, India had steadily followed a policy of reducing poppy cultivation each year, and the loss of that industry had involved tremendous sacrifices. The loss in revenue to the Government averaged not less than £4,000,000 a year over eighteen years. What other country had sacrificed 1,800,000,000 Swiss francs for the suppression of the traffic in opium?

There were four countries on the west and four countries on the east of India which produced opium. Would it be too much for the Indian representative to ask the delegates of those countries how far they had made similar sacrifices? The people of India would ask why India should make these sacrifices when other countries did not respond equally. India was a poor country, but she did not grudge her sacrifice made in furtherance of the common cause. The Indian delegation, however, felt bound to ask what was the good of India doing anything if other countries did not respond. In the previous year, the first delegate of India had said in the Assembly that it was of no use for one country to tackle the question alone. Further, at the 1925 Conference, the Indian delegate had said, in reply to the proposals of the American delegation, that it was useless for India to reduce poppy cultivation in view of the huge development of the opium crop in China due to the Chinese civil war. Sir John Campbell, the Indian representative on the Advisory Committee, had also said that the production of opium in Persia and Turkey respectively was as large as that of India. Why, then, was no mention made in the report of India's stupendous sacrifices?

The Indian Government, however, had done even more. In the place of the auction sales of opium in the Calcutta market, where there had previously been complete freedom as to the amounts of purchases, the Government had, in conformity with the 1912 Convention, introduced a new system of control whereby sales were restricted to certain Governments, with which special arrangements had been made previously, authorisation to bid being refused to private persons.

The licensing system was introduced in 1923 and India had taken measures to see that opium exports went to the country of destination and not elsewhere. The export of opium to Persia and Macao had been prohibited entirely. Finally, from 1935 onwards, there would be no export of opium from India to any country except for medical and scientific purposes, and anyone trying to obtain it for smoking or similar purposes, would have to obtain it from other countries.

With regard to the preparation of drugs, there was only one factory in India, which operated under a Government monopoly. The entire output had to be sent to the High Commissioner for India in London, who handed it over to the British authorities and these, controlled every ounce of it under the British Dangerous Drugs Act. It was therefore quite certain that no drugs from India found their way into the illicit traffic.

Sir Kurma Reddi would be very happy if other countries were to find it possible to do even part of what India had done. The 1925 Convention would come into force within a few days and it contained a clause whereby the signatories of the 1925 Convention or of the Peace Convention would be considered *ipso facto* to have signed the 1912 Convention. Obligations had therefore been contracted, and India hoped and expected that other countries would keep theirs in the same way as India had kept hers. Without wishing to rake up the past, India entered a humble plea that the 1925 Convention should not share the fate of that of 1912.

As to the Central Board, India was unable to agree with the proposal made by the Italian representative to the Council that the secretary and staff of the Board should be under the control of the Secretary-General of the League on the ground that, the Central Board being necessarily a small body, only a few countries could be represented on it, and that it was necessary to give all countries the possibility of exercising some supervision over opium control. Sir Kurma Reddi's

objection to this proposal was based solely on the provisions of Articles 20 and 27 of the Convention. Under Article 20, the technical independence of the Central Board was guaranteed, while, under Article 27, the Board was, to a certain extent, made responsible for the safekeeping of its documents. If the Secretary and staff were placed under the Secretary-General, it would be impossible for the Board to discharge the responsibility imposed on it by Article 27. Under Article 20, however, the Secretary was to be appointed by the Secretary-General and approved by the Council, and this clause appeared to Sir Kurma Reddi to provide all the necessary safeguards. Further, if the Secretary and staff were under the control of the Secretary-General, there would be some danger of the Board's losing its technical independence.

The Convention would come into force on the 25th of the current month and therefore the necessary steps would have to be taken at once for the setting up of the Central Board. In view of the sacrifices made by India, Sir Kurma Reddi felt entitled to point out that India had a longer and wider experience than any other country of the control of the opium and drug traffic, and that without the aid of such experience the Board might find itself unable satisfactorily to perform its duties.

Hussein Khan ALÂ (Persia) availed himself of the opportunity offered by the discussion of the excellent report of his distinguished colleague, Dr. Chodzko, to explain briefly the point of view of his Government in the matter of the traffic in opium and other dangerous drugs and to keep the Committee informed of the steps taken by Persia since the last session of the Assembly.

Before doing so, he would like to express admiration for the excellent speech of the Indian representative and gratitude for his recognition of the efforts made by the Persian Government and the progress accomplished in the face of very grave obstacles. However, in his enthusiasm for the great work performed by his country in reducing the export of opium — and the delegate of Persia was glad to pay a tribute to this achievement — he had neglected the fact that there was a great difference between conditions in India and in Persia. Opium in Persia represented 20 per cent of the exports and nearly 10 per cent of the total revenue, whereas, in India, it represented in 1924 only 1 per cent of the total exports. The suppression of the export of opium, would mean to Persia what the abandonment of the export of cotton would mean to the United States of America.

Besides, it would appear that, though the area of cultivation in India might have been reduced, poppy cultivation was intensified and the quality was improved. It was not, moreover, proved that Indian opium did not find its way into the illicit traffic.

Persia had never undertaken obligations which she could not fulfil. It must be remembered that she had signed the Hague Convention of 1912 with reservations, that she had not ratified the Geneva Convention of 1925, and that she was not a signatory of the Treaty of Versailles.

Having said this, Hussein Khan Alâ would proceed with his remarks as to the steps taken in Persia. Persia was doing nothing that was ostentatious or theatrical, but in all sincerity was accomplishing all that was possible in the circumstances.

He had had the honour in the previous year to express to the Committee the earnest desire of his Government to collaborate, as far as lay in its power, in the humanitarian activity of the League of Nations as regarded the limitation of the cultivation of the poppy and the traffic in opium, and he had been careful to point out that its efforts were rendered difficult by very considerable obstacles of different kinds, such as :

1. The difficulty of replacing the poppy by other crops as lucrative and as advantageous from the agricultural and commercial points of view, and as easily transported.
2. The scarcity of water and the necessity of executing considerable and costly irrigation schemes.
3. The poverty of the country in means of rapid and cheap transport.
4. The fact that opium represented a very important factor in the exports and revenue of the country.
5. The uneasiness created among the Persian people by the information received by them concerning the increase and the improvement in certain countries of the cultivation of the poppy, which led the Persian people to believe that, in adopting restrictive measures, they would play into the hands of those countries which strengthened their production, and they would impose upon themselves a sacrifice useless to the welfare of humanity.
6. The conviction that it was indispensable to apply the principle of limitation, not only to the producing countries but also to the countries that manufactured dangerous drugs. The coca leaf and its derivatives should, moreover, be the object of a programme of restriction analogous to that contemplated for opium and its derivatives.

In spite of this state of affairs, the Persian Government had persevered in its attitude and had not failed to take effective measures for the achievement of its object. It had succeeded in July 1928 in inducing Parliament to pass a law establishing a State monopoly of the opium trade. The main features of that law were the following :

1. The Government would have the exclusive right of purchase and sale of opium inside and outside the country.
2. No opium could be exported by individuals without a Government licence.

3. The sale of opium within the frontiers of the country would be equally subject to the acquisition of licences.

4. No one would be allowed to cultivate the poppy without having obtained a licence fixing the limits of cultivation.

5. The Government must take steps to procure the means of putting an end, in the course of ten years, to the consumption of non-medicinal opium in the country. With that end in view, it would start to reduce, from the beginning of the year 1308 (March 21st, 1929) yearly, a tenth part of the quantity of opium sold for domestic consumption.

Severe penalties had been established against violation of the stipulations of the law and against those who resorted to fraud and smuggling.

In obtaining the enactment of this law, the Government had taken a very important step in the direction of the control of the cultivation of the poppy and the traffic in opium. It had thus facilitated its future task of limitation. Yet it must not be forgotten that the measures to be taken for the restriction of the cultivation of the poppy would not bear fruit unless the efforts made by the Government for the improvement of the economic situation of the country produced a favourable result. There was reason to be optimistic, for these efforts were being steadily pursued and had begun to give encouraging results.

The Government had already started the construction of railways and was considering schemes for irrigation. A National Bank had been established, and when it began to function, it would prove of valuable assistance to the farmer, thereby promoting the policy of the restriction of the cultivation of the poppy.

The Persian Government had not confined itself to the passing of the law establishing a State monopoly of opium. It had afforded further proof of its activity by persuading, by various means, the cultivators to replace poppy by other crops. It was endeavouring to encourage as far as possible the export of opium with import certificates, so as to be able ultimately to stop export without certificates. These efforts had already given appreciable results. The report on the work achieved by the Advisory Committee on Traffic in Opium and other Dangerous Drugs during its eleventh session showed that, in 1927, nearly 70 per cent of Persian opium had been exported by means of import certificates.

He was convinced that the Members of the League of Nations, taking into consideration the sincere efforts that were steadily being made by the Persian Government, in spite of the exceptionally difficult circumstances in which the country was placed, would not refuse her their moral and material help, in order that gradually, after the execution of a programme of economic development (involving the construction of roads and railways, the revival of the national industries, the undertaking of irrigation works and the creation of new crops, etc.), the Government might be in a position to convince the Parliament and the people that the adoption of the policy of limitation was not prejudicial to the interests of the country.

The isolated efforts of one or two Members of the League of Nations would not be effective. For the realisation of the noble ideal of the restriction of the use of dangerous drugs, open and loyal co-operation by *all* countries producing and exporting opium and its derivatives was indispensable.

The Persian delegate could not, indeed, conceal the fact that, since his Government had devoted attention to the question of the curtailment of opium production and export, it had experienced a certain anxiety. It feared very much lest the unrestricted manufacture of harmful drugs, on the one hand, and the insistence upon the limitation of the cultivation of the poppy and the trade in opium, on the other hand, might have as a consequence in Persia not only the disappearance of a very important source of revenue without a corresponding benefit to mankind, but would also encourage large imports of drugs into Persia, thus inflicting upon her both material and moral loss as well as the propagation of the scourge of drug addiction.

For these reasons, Persia could not afford to disinterest herself in the question of the control of the manufacture of harmful drugs and must request that the League of Nations take this matter into serious consideration.

In conclusion, a bulky volume of the Minutes of the eleventh session of the Opium Advisory Committee, which had been held in the previous April, had only reached the Persian delegate last Saturday. He had not had time to study it carefully, but a perusal of the report led him to the conviction that Persia was amply justified in asking that the manufacture of harmful drugs, which were much more dangerous to the human race than smoking-opium, be brought under effective control and limitation.

The discussion was adjourned to the next meeting.

SIXTH MEETING.

Held on Friday, September 14th, 1928, at 3.30 p.m.

Chairman: M. MATOS (Guatemala).

15. Work of the Traffic in Women and Children Committee during its Seventh Session : Draft Report to the Assembly presented by Mme. Hainari (Finland) (*Continuation*).

The CHAIRMAN requested Mme. Hainari to read her revised report on the work of the Traffic in Women and Children Committee.

Mme. HAINARI (Finland) read her revised report (Annex 2 a) and the following draft resolution :

“ I. The Assembly takes note of the report of the Traffic in Women and Children Committee, thanks the Committee for the good work it has accomplished and expresses the hope that this work will be continued along the same lines.

“ II. The Assembly takes note of the Second Part of the Experts' report published November 1927, and expresses its appreciation of the splendid work done by the Experts and their co-workers. It expresses the hope that it will be possible to extend the investigations to countries where no investigation has taken place before.

“ III. The Assembly notes with satisfaction that the Advisory Committee has examined the resolution passed by the Assembly at its eighth ordinary session as to 'the desirability of recommending to all Governments the abolition of licensed houses' and it supports the Advisory Committee's request that 'the Governments of all those countries which still retain the licensed-house system will investigate the question as soon as possible in the light of the report made by the Body of Experts'.

“ IV. The Assembly desires to call attention to the great importance of the employment of women police as a preventive measure.”

The resolution was adopted in the above form with certain drafting modifications suggested by Mlle. Forchhammer.

16. Work of the Advisory Committee on Traffic in Opium and other Dangerous Drugs during its Tenth and Eleventh Sessions : Draft Report to the Assembly presented by Dr. Chodzko (Poland) (Continuation).

M. CASARES (Spain) thanked the Polish delegate for his admirably clear, complete and methodical report and, in particular, for having brought out the importance of the new Spanish law on the narcotic drug trade.

In reply to the Indian delegate, he was obliged to clear up certain points and he also wished to reply to the delegate of the Netherlands.

It had been asked, in the first place, whether the measures of the Spanish Government were still in the stage of a draft law, and M. Casares drew attention to the Spanish *Official Gazette* of May 5th, containing the text of the law, which had therefore come into force.

Further, in referring to the law, Sir Kurma Reddi had used the term "monopoly". That term did not appear in the Spanish law, but there would be no objection to its use provided that it was clearly understood that the Spanish Government had not been moved by fiscal considerations. The difference of 20 per cent between the purchase price and sale price was earmarked, after deduction of the administrative costs, for the establishment of special hospitals for the treatment of drug addicts.

As to the observations of the Netherlands representative, M. Casares thought that his statement might be correctly summed up as follows : While the Spanish law was welcomed with satisfaction, it must not be supposed that it would make any appreciable change in the general situation. M. Casares believed that this was not the truth. In taking upon itself entire responsibility for everything relating to the purchase and sale of narcotic drugs, the Spanish Government had not taken a purely egoistic measure designed to safeguard its own people.

Conscious of the responsibility placed upon her as a signatory of the 1912 Convention, Spain had taken all the measures within her power to enable the manufacturing countries to limit their manufacture. Spain would in future offer no hindrance to limitation. Under Article 51 of the new Spanish drugs law, the Government would make known in due time the quantities of narcotics it required for the internal medicinal and scientific uses of the country. Not only would it notify this information to the countries with which it placed its orders, but it also would communicate the same particulars to the international body appointed to supervise the application of the conventions governing the narcotic drugs question. That meant that it would communicate the said particulars to the League of Nations.

The results of the coming into force of the new law would therefore be as follows : The amount of the Government's needs would be known in sufficient time to enable the Governments of the manufacturing countries with which Spain had placed orders to take the necessary measures to see that adequate quantities were manufactured to meet the orders placed with them. At the same time, those countries which had received no orders from Spain would have no reason for manufacturing any narcotic drugs in the hope of selling them to her, since she would have already placed her orders with other countries. Spain, therefore, would offer no pretext for manufacture, and she would thus have contributed to the fullest possible extent to facilitating the limitation of manufactures, which was the only recognised remedy for the disastrous evils that existed as an inevitable result of the present over-production, over-production having been recognised as the sole cause of the illicit international traffic.

No further proof was needed to demonstrate Spain's keen anxiety to co-operate as closely as possible with all bodies existing at the present time or which might be set up later to combat the abuse of narcotic drugs.

Sir Kurma REDDI (India) wished to assure the Spanish delegate that he had not used the term "monopoly" in a derogatory sense, but that he had, on the contrary, employed it to express his congratulations. To his mind, a monopoly was preferable to leaving the commercial and

industrial organisation of the drug market in the hands of private firms or individuals. Where there was no monopoly, there were the best openings for the illicit traffic.

Sir Kurma Reddi paid a tribute to the measures taken by Spain. India would be very glad if other countries would follow her example.

M. DRAGHICESCO (Roumania) congratulated the Polish delegate and thanked him for his lucid report on the present position of the question, on the work undertaken and on the results obtained. He reminded the Committee that the Roumanian Government had already signed the Opium Convention and had ratified it in April 1928. Quite apart from this ratification, the Roumanian Government, ascertaining that the use of cocaine was growing in an alarming manner, had submitted a draft law against the illicit sale and consumption of opium and other narcotic drugs. That law, which had been voted, embodied almost all the provisions of the Convention itself and even strengthened them. The penalties for breaches of the terms of the Convention had been incorporated in the Criminal Code, which was now under examination by a parliamentary commission and which would be adopted very shortly.

The Roumanian delegate gave details of a case of smuggling, detected at Alexandria, on a vessel flying the Roumanian flag. The master of the ship would be punished very severely in accordance with the law.

Prince VIPULYA (Siam), in reply to the observations made at the previous meeting by the delegate of India, said that there was no reason to be surprised at the omission in Dr. Chodzko's report of any reference to the immense sacrifices made by India for the suppression of the opium trade, since that report was mainly based on the report of the Advisory Committee, which did not single out India for special distinction. Sir Kurma Reddi thought that India was a specially bright spot on the dark horizon; Prince Vipulya trusted that that spot was not so bright as to put out the light of the other countries which had been co-operating in the suppression of this evil. Sir Kurma Reddi's statement that India had made immense sacrifices, while other countries were doing nothing at all, appeared to be rather sweeping. If Siam had kept silent, it was because she preferred to let deeds speak for themselves.

The delegate for India had classified Siam among the opium-producing countries. True, the poppy plant could be grown in Siam, and at one time the hill tribes in the north used to grow it. Poppy cultivation, however, was no longer sanctioned by the Government and, in any case, the total output of opium, amounting, for instance, to 4,500 kilogrammes in 1921, was negligible in comparison with the needs of world consumption. It was therefore unfair to say that Siam was an opium-producing country.

Prince Vipulya then quoted figures showing that India had doubled her production of opium from 1921 to 1925. The Indian delegate's statement was so far from the truth that it must be pointed out that Siam had to import raw opium from India, as was shown by the figures supplied by the Indian Government to the Opium Advisory Committee, of which Prince Vipulya was a member.

If it were asked why Siam needed to import raw opium from India, it was because opium-smoking in that country, like opium production in other countries, could not be stopped suddenly and any plan to reduce it must be carried out gradually. Moreover, the Siamese were not, generally speaking, opium-smokers, the opium-smokers in the country being mostly of foreign birth.

As to what Siam had done to suppress the evil, she had endeavoured to the best of her ability to fulfil all her obligations. Imports, manufactures and sales of opium were under the control of the Government, which also supervised opium dens. The Government also sent full particulars of the traffic as required by the League. It had, however, gone further and was controlling harmful drugs. It was the sole importer of harmful drugs, and the detailed laws and regulations on the subject would be found, in English, in the Library of the Secretariat. Siam was not a producer of dangerous drugs; she was a producer of rice. Finally, the Government made no profit out of the monopoly of the trade in drugs.

With regard to the Cavazzoni proposals, Prince Vipulya would remind the Committee that the Siamese representative had been the only member of the Advisory Committee — except, of course, M. Cavazzoni himself — who had voted in favour of those proposals. The Siamese representative had, at the time, stated that his Government would always support any proposal that was calculated to reduce the evil. The Indian representative, however, had voted against the proposals.

With regard to the British proposal concerning an enquiry into opium-smoking in the Far East, he need merely refer the Committee to Prince Charoon's letter of acceptance of the proposal to the President of the Council and Lord Cushendun's expression of his satisfaction with the terms of that letter.

Prince Vipulya hoped that he had given sufficient proof of his country's willingness to co-operate at all times, in the suppression of the illicit opium and drugs traffic.

Dame Edith LYTTLETON (British Empire) wished to deal with various points in the draft report of the Polish representative. The British delegation felt that it would be better that the remarks made about the resolution taken by the Advisory Committee in regard to the question whether the Central Board should form part of the Social Section of the Secretariat should not go forward to the Assembly in the form given them by Dr. Chodzko. It was true that the resolution had been carried by a majority, but it was a majority of only six to four, with three abstentions; of the six countries in the majority, four had not ratified the Convention, whereas the entire minority had ratified. It would therefore be preferable to leave out all reference to this point in the final report. It was a matter for the Council to decide.

Again, the British delegation did not think it quite a plain statement of facts to say that the manufacture of dangerous drugs went on unrestricted. In point of fact it did not, because tremendous efforts were made to restrict it. What were the grounds for the Rapporteur's statement that manufactures were increasing? There was evidence that they were not increasing, and they were certainly not doing so either in Great Britain or in Switzerland. Dame Edith Lyttelton would be the first to admit that the situation over the whole world was serious and indeed appalling, but those countries which had made efforts to restrict manufactures might properly resent the statement made in the report, which was not altogether accurate.

The statement in the report that the efforts made by the signatory countries were wanting in vigour, intermittent and not sufficiently drastic to meet the present situation and that the Rapporteur therefore thought it necessary to lay special stress on the importance of the Cavazzoni proposals, which provided an effective system of supervision, was taken by the British delegation to be an expression of the Rapporteur's own opinion. The whole question had been debated and the British delegation felt that it was unnecessary to forward to the Assembly the suggestion that special stress should be laid on the importance of proposals which had been rejected.

The strictures on the signatory countries, if included at all, should be stronger and supported by facts. In their present form they were hardly calculated to make the efforts of the Governments either "more vigorous or less intermittent". It was, of course, an immense advantage that the Italian Government had signified its intention of helping forward the new scheme which was about to come into force, but for that reason, if for no other, it would seem unwise to revert to other proposals which might come forward later if the Central Board failed in its task, but which, if it succeeded, would not arise again.

For the same reason, it would be better to leave out the reference to "other interesting proposals" for the limitation of the manufacture of drugs. The so-called American proposal was not an American proposal at all, but an anonymous scheme transmitted by the Government of the United States. The Advisory Committee had decided to postpone examination of the proposal until its next session, and hence the matter did not seem important enough to deserve mention in the report to the Assembly.

Dame Edith Lyttelton fully admitted the necessity of mentioning bright spots, and one of these was the recent legislation passed by the Spanish Government. She ventured to think, however, that the Cavazzoni proposals and the American scheme could not yet be regarded as bright spots, and that, therefore, they should not be put in the same category. The code prepared by the Advisory Committee would be of the very greatest service and should therefore be singled out for special mention. The Advisory Committee was to be warmly congratulated on the code.

With regard to the report of the Advisory Committee, the British Government highly appreciated the value of that document, which afforded evidence of the Committee's careful work and of the care with which it had gone into every question and detail of the international traffic.

With regard to the question of the postal traffic, an International Postal Conference was to be held in 1929 and Dame Edith Lyttelton wished to ask Dr. Carrière whether he could say how matters stood with regard to the possibility of framing regulations against the smuggling of drugs through the post. The methods of smuggling were endless, as was proved by instances which Dame Edith Lyttelton cited of what went on in Manchuria.

The situation of the drug trade was no doubt terrible, as could be gathered from the figures for seizures in the Advisory Committee's report. It had been calculated that the seizures effected represented only about one-tenth of the total amounts smuggled. For instance, the seizures of morphine alone in a period of eighteen months amounted to no less than nine million fatal doses. The situation could only be met by concerted action. In this connection, reference must be made to the question of free ports. While the difficulty for controlling administratively the traffic in drugs through the free ports was fully realised, the attention of Governments in whose countries there were free ports should perhaps be drawn to the necessity of strengthening their administrative regulations.

Dame Edith Lyttelton had listened with great interest and pleasure to the statement of the Persian delegate and she wished to ask what was the position in regard to the recommendations made by the Commission of Enquiry into the Production of Persian Opium, and what prospect there was that they would be carried out in the near future. She would also ask if it were possible for the particulars requested in the annual reports to be sent to the Advisory Committee.

Further, would the Chinese representative be able to say when his country would be able to resume its reports on seizures in Chinese ports?

In spite of the depressing tone of the draft report, there was some progress to record. There was more information as to the amounts of drugs coming in and going out of the various countries and as to the conditions under which those who were combating the traffic had to work. The Geneva Convention was about to come into force and, whatever doubts might be felt and whatever opinions might be held in regard to that Convention, Dame Edith Lyttelton would make an earnest appeal to all countries which had not yet ratified it to do so, and all Governments to do their best to support the work of the Central Board. The consumption of drugs undermined, not only health, but moral stamina and that sense of independence which was so essential to a full life. As far as Great Britain was concerned, that country would make every effort in its power to assist in the control of the illicit traffic in opium and other drugs.

Dr. CARRIÈRE (Switzerland), Chairman of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, in reply to Dame Edith Lyttelton, said that, at its eleventh session, the Advisory Committee had instructed the Chairman to place himself in touch with the management of the Universal Postal Union with a view to examining the measures that might be taken to prevent the smuggling of opium and narcotic drugs through the post. Dr. Carrière had discussed

the question with the Director of the Universal Postal Union, but was as yet unable to report any definite results. He would be able to make a reply at the next session of the Advisory Committee, in January 1929.

M. FOTITCH (Kingdom of the Serbs, Croats and Slovenes), Vice-Chairman, joined with other members in paying a tribute to the remarkable report submitted by Dr. Chodzko, in which almost every line showed a sincere anxiety and desire to help forward the combat against the evil with which the Fifth Committee was concerned. That anxiety and that desire explained the pessimism which appeared in the pages of the report. While sharing the Rapporteur's misgivings, M. Fotitch did not, however, altogether accept his considerations and his conclusions. Dr. Chodzko mentioned a few bright spots on the dark horizon. He alluded to the scheme of M. Cavazzoni and to the proposal which he called, somewhat incorrectly, the American proposal. M. Fotitch would be the first to appreciate the value of these idealistic and noble schemes, but they were only individual efforts and, as such, could have no tangible effect on the matter under review. They could have no effect because the question under discussion was one in which concrete results could only be achieved by active and willing international co-operation, since the evil to be fought was not peculiar to any one State, but was universal.

If there were a bright spot on the dark horizon, it was the coming into force of the 1925 Geneva Convention, since that was a new international instrument which was about to be used in the campaign against narcotic drugs. What would be its effects? The answer would depend mainly on what it was determined to do with the Convention and on the energy and vigour with which it was applied by the signatory States, but if, in the Committee's report to the Assembly, insistence were not placed first and foremost on this event, which might have a very considerable bearing, the results and effects of the Convention would be weakened in advance. The Committee would give the impression that it doubted the usefulness and efficacy of an international instrument, and that impression would not be calculated to encourage the goodwill that was indispensable in this question.

For these reasons, M. Fotitch would ask the Rapporteur to take into account what he had said and to lay special stress on the coming into force of the Convention, since it was essential that the public should know that the League possessed a new weapon in the fight against narcotic drugs, a weapon which would be useful in proportion to the confidence reposed in it.

M. Fotitch wished also to lay stress on the majority decision taken by the Advisory Committee to make the secretariat of the Central Board an integral part of the League's Social Section. That decision — as M. Fotitch's colleagues on the Advisory Committee were aware — had been taken with the sole object of drawing closer, within the framework of the Convention, the bonds existing between the League and the new Convention. The Committee had thought that, without that bond, the Central Board, whose complete independence was safeguarded by the Convention itself, might be regarded as a body almost entirely separate from the League; this must be avoided at all costs, although, of course, the clauses of the Convention must be observed.

M. Fotitch wished to refer, in conclusion, to one other point. In speaking on the previous day of the necessity for co-operation, the Indian delegate had referred in eloquent terms to the sacrifices made by his country and had asked the other representatives of the producing countries what sacrifices they had made. M. Fotitch could only reply for his own country. He would, however, be telling the Committee nothing new when he said that the profits derived from opium were far from being reserved to opium producers alone. As regarded the Kingdom of the Serbs, Croats and Slovenes, M. Fotitch was unable to furnish statistics as precise as those given by the Indian delegate, for the part of his country which produced opium had belonged to Turkey until 1912. The only statistics for that period were those supplied by the great Powers; they showed that the approximate figure for production was 200,000 kilogrammes a year, a figure which had never been reached since the war, the highest figure since that time having been 135,000 kilogrammes. M. Fotitch would not remind the Committee of the economic condition of his country following the war and of the immense sacrifices it had had to make for reconstruction. Nevertheless, in spite of almost insurmountable difficulties, the Kingdom of the Serbs, Croats and Slovenes had, at the Geneva Conference, undertaken not to increase its production, that was to say, not to increase the area under poppy cultivation; and, as it had invariably regarded the growing of opium as part of the country's economic structure, the Government had never sought to derive any revenue profit from the crop.

In conclusion, M. Fotitch assured the Fifth Committee that, in full consciousness of its international duties, his Government had taken measures to apply the import and export licensing system, even should the ratification of the 1925 Convention be delayed by the pressure of parliamentary work.

Dame Edith LYTTLETON (British Empire) said that the question of the incorporation of the secretariat of the Central Board in that of the League was contingent upon the decision of the Council and that she therefore thought it inexpedient to make any reference to it in the report.

M. BASTID (France) noted that the resolutions proposed in the Polish delegate's admirable report differed in no way from those which had been adopted by the Advisory Committee and which had already been endorsed by the French Government. M. Bastid would approve the report with the amendments suggested by the Netherlands and British delegations.

France had duly ratified the 1925 Convention and M. Bastid welcomed with satisfaction the coming into force of the Convention. He wished merely to submit a few brief observations, with reference in particular to production and manufacture and to the severe measures taken by the French Government for the enforcement of the 1925 Convention.

The Indian delegate had suggested that Indo-China was one of the great opium-producing countries. As far back as 1926, M. Bastid had supplied a few figures which showed that Indo-

China could not seriously be regarded as a producer of opium. The growth of the poppy was authorised only as an exceptional measure in certain hill districts, where an exceptional regime had had to be continued for the benefit of certain backward populations whom it was impossible without further preparation, to induce to undertake the growth of other crops. The average yearly output of the districts in question, which had not, two years previously, exceeded 5 tons, was not at the present time over 3 tons, a figure appreciably below that for consumption, which amounted to 3 grammes per head per annum, 70 per cent of the consumers being, moreover, foreigners.

M. Bastid then indicated the results obtained in suppressing smuggling. The quantities of opium seized in 1927 were in the proportion of 2 to 1 as compared with those seized in 1926.

With regard to manufacture, limitation existed in France and, in point of fact, manufactures did not exceed the requirements of consumption. One factory produced 500 kilogrammes of cocaine and four others 2,000 kilogrammes of morphine, solely for medicinal needs.

As to the measures taken for the application of the 1925 Convention, these were particularly strict; the regulations which had been prepared by the French Government, and which would be very shortly put into force, even went very considerably further than the treaty obligations undertaken by France. Not only was the system of authorisation substituted for that of a declaration in respect of imports, exports, manufactures and the preparation of the substances mentioned in the 1925 Convention, but authorisation was safeguarded by very strict guarantees of a restrictive nature. Authorisation could only be obtained on a decision taken by the Ministry of Labour in accordance with the recommendation of the Inter-ministerial Commission appointed for that purpose. Even chemists came under these regulations. Furthermore, wholesale manufacturers and druggists were required to forward to the Inspection of Pharmacies Department a quarterly return of sales. The provisions of the Decrees mentioned were already giving complete satisfaction in regard to many of the points covered by the recent resolutions taken by the Advisory Committee in April. For instance, the authorisation might be withdrawn in case of breaches of the regulations. Thus, when drugs were consigned for export to a country which had not adopted the licence certificate system, the exporter was required to produce, in support of his application, all papers which would prove that the objects of the transaction were legitimate.

M. Bastid also announced that applications for authorisation to store the products in question in Customs warehouses were subject to the same strict formalities as those applying to applications for authorisation to import.

As regarded the prompt exchange of information, an arrangement had already been made with the United States.

Finally, the penalties for the suppression of the smuggling of narcotic drugs had been increased. French laws also gave the courts power to punish offences committed abroad but relating to actions carried out in France.

Benzoylmorphine had been added to the list of narcotic drugs under control.

All these various measures showed that France would not remain in the rear in the campaign against one of the most serious evils that had threatened mankind since the war.

M. PARRA-PÉREZ (Venezuela) joined in the congratulations to the Rapporteur upon his account of the problem and thanked the Advisory Committee for its work. He admired the tenacity and intelligence with which M. Cavazzoni preached certain measures and remedies, which he himself considered most effective. They dealt with the excess of manufactured drugs, which were more dangerous than the eating or smoking of opium. It was therefore becoming constantly clearer that the best means of combating the evil would be to limit manufacture.

The Venezuelan Government, which had adhered to the Hague and the Geneva Conventions, thought that the effect of those international instruments must not be weakened by any excessive pessimism displayed in regard to them.

M. Parra-Pérez wished, however, to lay stress on the scope of the new Spanish law, which went considerably further than any other regulations, since, while respecting the sovereignty of the other countries, it might perhaps have the result of achieving a limitation of manufacture as laid down in Article 9 of the Hague Convention and Article 5 of the Geneva Convention.

The Venezuelan delegate welcomed the action taken by Spain as one of the most important deeds accomplished since the organisation of the League's campaign against dangerous drugs.

Countess APPONYI (Hungary) said that it was solely in consequence of technical difficulties that Hungary had failed to ratify the Convention which it had signed in 1925. There was every reason for believing that ratification would take place within a few months.

M. LO-HOAI (China) shared in the congratulations and thanks to the Polish delegate for his lucid report. He also wished to thank M. Cavazzoni personally for having so well understood and so correctly interpreted the Chinese view in regard to opium derivatives. The Chinese delegate would have been glad to give the Committee a detailed account of the efforts made in China for the suppression of the narcotic drug traffic, but, in addition to the fact that the Chinese Government's efforts were recognised generally, they had been almost completely nullified by the civil war, which had just come to an end; the war had had as a consequence a recrudescence of the growth of the poppy, which the Chinese were the first to deplore.

M. Lo-Hoai had no thesis to put forward; still less would he make any charges. He would register one fact. He wished only to point out that, in 1917, the plantation of the poppy had almost entirely disappeared in China, and that no question of its cultivation would arise to-day on the ancient soil of China but for the events to which he had no need to refer.

The Chinese delegate laid stress, with satisfaction, on the measure taken by the British Government to withdraw in future its protection from vessels convicted of smuggling and sailing under the British flag in Chinese territorial waters. This happy decision, for which he congratulated and thanked the British delegation, was, he firmly hoped, only the first of more general measures for the suppression of all the anachronistic systems still remaining in China, and it would facilitate the Chinese Government's task in the ruthless war it had begun against opium.

The abnormal privileges enjoyed on Chinese territory by foreigners and foreign organisations were, in point of fact, a serious obstacle to the campaign, but M. Lo-Hoai was certain that they would disappear very shortly.

The Chinese delegate recalled that, since the day of its establishment, one of the first points decided by the National Chinese Government had been to declare war on narcotic drugs, and that on September 1st, 1928, a Commission consisting of civilians and soldiers of the highest eminence, belonging to both the central and provincial Governments had resolutely taken up the work of the total suppression, in the early future, of the cultivation, transport, sale and consumption of opium.

The work of the Chinese Government, moreover, was powerfully supported by the entire Chinese community, which, abandoning its age-long indifference to public affairs, had, without distinction of age, social position or party, of its own accord rallied round the provisions of the political testament left by that great and regretted chief, Sun Yat Sen.

The Chinese delegate wished also to pay a special tribute to the women of the new China, who, imbued with a keen sense of good and evil and animated by the wonderful qualities of their hearts, were taking up their position side by side with the women delegates on the Fifth Committee, to whom China offered her deepest thanks, with the object of ensuring the triumph of the ideal for which all members of the Committee were fighting.

On the horizon, that was still dark, there was arising in the Far East the dawn of a new era when the evil of opium would be finally scotched and killed.

The Anti-Opium Commission to which he had referred and which was already at work would soon provide the League with essential and complete particulars of seizures of opium as well as other indispensable information.

As to the resolutions taken by the Chinese Government for the suppression of narcotic drugs, the Chinese delegate had already made a statement on these to the Council at its meeting on September 8th.

M. YOSHIDA (Japan), in reply to the observations of the Indian delegate, said that he had thought that the situation of his country had been made perfectly clear. Japan produced about 3,000 kilogrammes of opium a year, and that quantity was used by the Government for medicinal purposes only and never exported; it represented about one-tenth of the whole quantity required by Japan for medicinal purposes. It could therefore hardly be said that Japan was an opium-producing country. For further details he would refer the Committee to the annual reports to the League.

Sir James PARR (New Zealand) said that, in reply to a circular letter from the Secretary-General, his Government had stated that it was prepared to agree to the inclusion of eucodal and dicodide among the drugs coming under the provisions of the 1925 Convention provided that other Governments did the same, since otherwise it would be impossible to control the trade in those drugs. His Government would be glad to know what was the position in regard to this point.

This was the third year in which Sir James Parr had sat on the Fifth Committee and listened with attention to the statements of what the League was trying to do to diminish this terrible evil, and he could not help feeling that progress had been very slow indeed. The position to-day was not only serious but appalling, and Sir James Parr was therefore unable to quarrel with the Polish representative's report, which had put the situation as a whole very accurately. There had undoubtedly been an increase in the average growth of opium and, in the last few years, in the manufacture of drugs, so that instead of a reduction there was, if anything, an increase in this terrible evil. The position was so serious as to call for the most careful attention of the whole world. He regretted that the memorandum of the British Government, which was so appalled by the growth of the illicit opium traffic in the Far East that it had made a proposal for a Commission to be appointed to enquire into the question of opium-smoking in those countries and to make recommendations, was to be examined as a separate item and apart from the discussion of the general situation.

At the same time, there was no cause for undue discouragement. The League's task was stupendous, but there was no other task of greater importance or greater difficulty. As had been said, there were a few bright spots, and one of these was the enormous advance that would be made by the coming into force of the Geneva Convention, to which perhaps due weight had not been given.

Furthermore, the speech that had given him the most pleasure was the very modest one made by the delegate of Spain. The Spanish Government seemed to Sir James Parr to have adopted a more enlightened attitude than any other.

The League was the only body that could tackle the problem, and it could do so in two ways: first, by giving publicity to the facts and to the worldwide ramifications of this awful evil; and secondly, by arousing, as could no other body, the conscience of mankind. No country liked to be viewed with disfavour by its sister nations. Drug addiction was hardly known in New Zealand, which was not greatly interested in the question, but his country nevertheless fully realised that drugs were a menace to the whole world, and every delegate to the Fifth Committee was bound to put the question before his people, in order that humanity might be saved from the most terrible scourge of modern times.

Dame Rachel CROWDY, Secretary, in reply to Sir James Parr, said that 26 replies, excluding that from New Zealand, had been received to the Secretary-General's circular, and that, of these, 25 had accepted the principle of the inclusion of eucodal and dicodide among the drugs falling under the Geneva Convention. One country, Hungary, had felt it impossible to accept the suggestion.

Sir James PARR (New Zealand) said that his Government would, in view of the general acceptance of the proposal, no doubt agree to accept it also.

Hussein Khan ALA (Persia), in reply to Dame Edith Lyttelton, said that, if her object was to elicit information upon the result of the investigations of the Commission of Enquiry in Persia, he would refer her to the report of the Commission, which had been published in the previous year and discussed by the Fifth Committee. His country's position had then been fully explained and understood. As regarded the steps taken by his Government in the direction of the Commission's recommendations, the Persian delegate had made a full statement on that subject at the previous meeting. He had nothing to add except that Persia was playing the game, that a very important step had been taken in the right direction and that any programme for the curtailment of poppy cultivation could only be carried out gradually in view of the difficult circumstances obtaining in Persia.

As to the annual reports asked for, the Persian delegate had no doubt that the matter would be taken up by his Government, which would, so far as lay in its power, furnish the Advisory Committee with the necessary particulars.

Mrs. McDONNELL (Australia) said that her Government had replied to the Secretary-General's circular letter agreeing to the inclusion of eucodal and dicodide among the drugs coming under the 1925 Convention.

Personally, she deprecated an excessive note of pessimism in regard to the work done for the suppression of the opium scourge. She would rather dwell on the wonderful work done by the League in providing the machinery. As she understood the situation, the point was that some nations did not at present see their way sufficiently clearly to be able to make full use of that machinery, but progress was nevertheless being made. Among the bright spots, attention should be drawn to the Chinese representative's statement that his Government was on the point of resuming the great struggle it had undertaken in the past to suppress this terrible evil.

M. SAMMUL (Estonia) said that the Geneva Convention had been submitted to the Estonian Parliament and would probably be ratified at the next session.

Dr. CHODZKO (Poland), Rapporteur, said that he was not accustomed to acting as Rapporteur, and that, if he had known that the task was so difficult, he would most certainly have refused it. He thanked those members who had approved his report, and he wished to reply to those who had criticised it, namely, the delegates of the Netherlands, Great Britain, India and the Kingdom of the Serbs, Croats and Slovenes and, to a certain extent, to the French representative, who had, he believed, certain reservations to make.

The British delegate had criticised him for having alluded to the opinion of the minority in the Advisory Committee regarding the Cavazzoni scheme. Later, she had criticised him for referring to the majority in connection with the Central Board, Dr. Chodzko upheld his right to join, if he thought good, the minority of the Committee.

He had referred to the Spanish law as a bright spot. M. van Wettum did not agree. Dame Edith Lyttelton praised the law. The Rapporteur felt very much embarrassed.

One of the most constantly repeated criticisms was that made in regard to the Cavazzoni scheme. He had been told that it was a private scheme. Nevertheless, it was annexed to the Minutes of the tenth extraordinary session of the Advisory Committee, and therefore Dr. Chodzko thought that he had the right to take it into consideration. Personally, he was convinced that the scheme was of great value.

Nor had he failed to mention the draft code, the value of which had been stressed by several members, but he thought that he could not be forced to allude to one aspect of the question only.

Two or three years previously the Rapporteur's task had been easier, since there had reigned in the Committee an almost patriarchal unanimity; but times had changed and there was now a right and a left. Dr. Chodzko did not hide the fact that he inclined towards the left.

The Netherlands delegate had criticised Dr. Chodzko for citing the American scheme, which was, according to M. van Wettum, an unofficial document. Nevertheless, the document O.C.766, published by the League, was headed as follows: "Transmitted by the Government of the United States of America through the Government of the Netherlands". What was the mysterious means by which this heading could be made to show that that document in question was an unofficial one? It was not by accident that Dr. Chodzko had made reference to the two schemes mentioned, as well as to the Spanish law.

The limitation of smuggling was a fiction, and it was the limitation of manufacture that must be made a reality. The Cavazzoni and American schemes were devised for this purpose. The code, on the other hand, being based on the regulations in force, which had given very meagre results, was unable to satisfy the Rapporteur.

The British Government thought that the situation was rendered very serious by reason of smuggling. According to the Minutes of the Advisory Committee, seizures amounted to only 5 per cent of the illicit traffic. Did not the 95 per cent which escaped control prove the inadequacy of the existing measures?

Dr. Chodzko referred also to the graph prepared by M. Brenier showing that the total production of morphine had increased by about 25 per cent between 1921 and 1926. As for the production of opium, he would refer to the figures mentioned by the delegate of Siam

indicating a 100 per cent increase in production in India. Such were the reasons for the pessimism with which Dr. Chodzko had been reproached.

M. van Wettum had criticised Dr. Chodzko's observations with regard to the processes of manufacture. New processes had, however, been discovered, for Dr. Chodzko had in his possession a letter concerning a new factory which had been set up in Hungary. By means of certain new processes in use in that factory, morphine could be produced at half the present price. The Rapporteur considered that this afforded good ground for disagreeing with M. van Wettum.

If Dr. Chodzko had mentioned the new Convention with some pessimism, it was because he was one of its originators and because he had been a witness of the many difficulties that had arisen during its preparation.

Finally, he observed that Article 9 of the Hague Convention, dealing with the limitation of the manufacture of dangerous drugs, had not been applied by a single country. Was not that result good ground for his mistrust?

Dr. Chodzko had no need to reply to the Indian and Siamese delegates as his observations adequately covered the criticisms they had made; he would however, lay stress on the latter's statement that the production of opium in India had doubled in ten years. As to the Indian delegate, if he wished proof of Dr. Chodzko's interest in his country, he had only to read the Minutes of the Second Opium Conference, held in 1925.

In conclusion, Dr. Chodzko noted that there was a majority in favour of his report, but that there was also a respectable minority against it. If the main points in his report, to which he adhered, were to be omitted, he would be obliged to resign his functions as Rapporteur.

Dr. SLAVIK (Czechoslovakia) observed that the Committee had arrived at a deadlock, but that the proceedings of the League offered precedents in such questions, on the basis of which he proposed that a small Sub-Committee should be set up to endeavour to reconcile the various divergent points of view.

After some discussion, the Committee adopted Dr. Slavik's proposal, amended by the Chairman, and appointed a Sub-Committee, consisting of Dr. CHODZKO (Rapporteur), M. FOTITCH (Vice-Chairman) and Dame Edith LYTTTELTON, to submit to the Committee a final text of the report.

SEVENTH MEETING.

Held on Saturday, September 15th, 1928, at 3 p.m.

Chairman: M. FOTITCH (Kingdom of the Serbs, Croats and Slovenes), Vice-Chairman; later, M. MATOS (Guatemala).

17. Measures in favour of Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees : Appointment of a Rapporteur to the Assembly.

The CHAIRMAN read a letter from the President of the Assembly announcing that a question transmitted to the Assembly by the Council, with reference to the report of the High Commissioner of the League of Nations for Refugees, had been sent on to the Fifth Committee. He would therefore propose that a Rapporteur to the Assembly for this subject should be appointed at once, and for this purpose suggested the name of M. BASTID.

The Chairman's proposal was supported by Mlle. FORCHHAMMER (Denmark), Vice-Chairman, and Dame Edith LYTTTELTON (British Empire).

The proposal of the Chairman was adopted.

18. Traffic in Opium and other Dangerous Drugs : Communication from the Hungarian Government.

Countess APPONYI (Hungary) announced, on behalf of her Government, that if the other countries agreed to include eucodal and dicodide among the products controlled under the provisions of the Hague Convention, the Hungarian Government was prepared to follow their example.

The Committee took note of that declaration.

19. Control of Opium-Smoking in the Far East : Proposal by the British Government for a Commission of Enquiry : Draft Report to the Assembly submitted by Dame Edith Lyttelton (British Empire).

Dame Edith LYTTTELTON (British Empire), Rapporteur, read her draft report (Annex 4), together with the following draft resolution :

“ The Assembly recommends the Council to appoint a Commission of three persons to enquire into and report upon the situation in the Far Eastern territories of the Governments which agree to such an enquiry as regards the use of opium prepared for

smoking ; the measures taken by the Governments concerned to give effect to the obligations undertaken in Chapter II of the Hague Opium Convention of 1912 and in the Geneva Opium Agreement of February 1925 ; the nature and extent of the illicit traffic in opium in the Far East and the difficulties which it causes to the fulfilment of those obligations ; and to suggest what action should in the circumstances be taken by the Governments concerned and by the League of Nations."

M. LO-HOAI (China) commented on a number of points in the British Government's memorandum (Annex 10). In regard to paragraph 3, he wished to say that opium-smoking was categorically forbidden in China, and therefore China could not be included among the countries where smoking was still authorised.

In regard to paragraph 6, it was true that, following on the civil war which had recently come to an end, there had been a recrudescence of poppy cultivation, but it was none the less true that smuggled opium came partly from countries which were not Far Eastern countries, but which, according to the British suggestion, were not to be visited by the Commission of Enquiry. China considered such treatment inequitable as far as she was concerned, and therefore unacceptable.

The Hague Convention provided for the gradual and effective suppression of the manufacture of, internal trade in and consumption of prepared opium. The contracting Powers were still bound by that Convention and they could not be released from their commitments by the Geneva Agreement, even if they so desired. China therefore merely asked that the contracting Powers to the Hague Convention should keep their undertakings.

With reference to paragraph 10, opium smuggled into the Far Eastern British colonies did not come solely from China. In those circumstances, the Chinese Government asked whether the proposed enquiry would be conducted in all countries from which opium was smuggled into the British colonies.

In regard to paragraph 15, the Chinese delegate made the following remarks. The anxieties felt by the Hong-Kong Government were infinitesimal compared with those felt by the Chinese Government at the systematic smuggling of opium derivatives, such as morphine and heroin, from European countries, not to mention the constantly increasing smuggling of cocaine from the same countries.

In those circumstances, the Chinese Government could not admit that an enquiry, of which the object, in the last analysis, was to solve the evils resulting from the fatal poison contained in opium, should be limited to an enquiry dealing only with one, and that the least harmful, form in which that poison circulated. For that reason, the Chinese delegation, being anxious to prevent the further increase in the secret traffic in narcotics from the European countries that had signed the Hague Convention as well as from Japan, drew the Fifth Committee's careful attention to the importance of investigating the measures taken by the various manufacturing countries, with the object of limiting their manufacture of the substances specified in Chapter III of the Hague Convention, since that limitation was one of the obligations resulting from the said Convention, which was still in force, and had been recognised as the only possible remedy that was calculated to stop this shameful traffic, which cost China thousands of human lives annually.

Consequently, the Chinese Government approved the British Government's proposal, but solely on the proviso that the field of investigation of the Commission of Enquiry was not restricted to the Far East, but extended to all countries, without exception, which produced or manufactured opium and its derivatives or other narcotic drugs, and finally that China was represented on the Commission.

M. DE ARMENTEROS (Cuba) thought that, before the principle of the question was examined, it would be necessary to know what was the sum of money estimated for the enquiry.

Dame Rachel CROWDY, Secretary, said that the Social Section had consulted the Treasury on the subject. On the basis of the expenses of the enquiry in Persia, she thought that, if the enquiry were to embrace the Straits Settlements, Java, Siam, Indo-China, Hong-Kong, Japan, and possibly China and Burma, the probable expenses would amount to about 400,000 Swiss francs. That figure was, of course, very approximate. If China were excluded from the enquiry, there would be a very considerable reduction in the cost. The estimate mentioned was for an enquiry lasting six months with three investigators and a secretary. Finally, if the enquiry were extended to the Philippines, it would cost an additional 7,000 Swiss francs.

Dr. SLAVIK (Czechoslovakia) said that, in connection with a supplementary credit for Intellectual Co-operation, the Chairman of the Sixth Committee had, that morning, intimated that there was little prospect of success, since there was a tendency to avoid all new expenditure. What, then, would be the fate of an application for a credit of 400,000 francs? Would it not be advisable to ascertain whether the Fourth Committee was prepared to grant the necessary appropriation before going into the substance of the question?

Dame Edith LYTTLETON (British Empire) made an urgent appeal to the Chairman and members of the Committee in regard to the proposal under examination. She thought it best to examine the principle first and to leave till later the question of finance. All humanitarian work would be rejected if the first consideration was that of finance.

Hussein Khan ALA (Persia) said that it was well known that his Government had been the first to encourage the sending to Persia of a Commission of Enquiry from the League to study the

opium question. Persia had thus afforded an example. That Commission's very interesting report had been published, and its recommendations had been discussed in the Fifth Committee and approved by the Council and the Assembly in the previous year. As the Persian delegate had said on the previous day, his Government had taken very important steps towards the control of the opium traffic by passing a law establishing a State monopoly for the trade.

As several members in the Fifth Committee had brought out the importance of a State monopoly in the opium trade, and the advantages of such a measure in the direction recommended by the League, there was no need for him to dwell further on the matter.

It was enough to repeat that the great difficulties encountered by the Persian Government, difficulties which it had frankly explained on many occasions, did not discourage it from carrying out its good intentions, and that, moreover, there was nothing in the opium question, in so far as regarded Persia, that was unknown or that Persia need conceal.

Consequently, the Persian Government had no objection to an enquiry into the opium question from every point of view, and hence, if the League thought that the Commission of Enquiry to the Far East should extend its investigations to Persia, the latter would receive such a proposal with favour. The Persian Government, however, thought that it would be more profitable if the enquiry were to start with the Far Eastern countries, as the British Government had proposed, since in this way a comparative study of the question in the different countries would bring out better the position in its true light.

In conclusion, the Persian delegate added that he thought it right to adopt the Chinese delegate's suggestion and to extend the Commission's work to the question of the manufacture of dangerous drugs. It would also be equitable that a representative of Persia should be appointed to the Commission.

M. DRAGHICESCO (Roumania) supported the British delegation's proposal. He considered that the reasons given by the British delegation were very forcible. It was important to ascertain the gravity of the danger and, if the danger were really great, the Committee should not be deterred by a simple question of finance.

M. YOSHIDA (Japan) said that his Government had notified the British Embassy in Tokio of its acceptance of the British proposal. The proposal was the subject of discussion in the Council and the general trend of opinion was that the Eastern territories to which the Geneva Agreement applied, as well as the producing countries, should be visited by the Commission of Enquiry. This view was held by his Government. It would, of course, be necessary to obtain the previous consent of the other Governments concerned, but he hoped that an arrangement satisfactory to all the interested parties would be reached.

M. CASARES (Spain) said that his Government was not directly interested in the question under discussion, since opium dens, even clandestine, were unknown in Spain. He wished, however, to associate himself in principle with the suggestion made by the Chinese delegate to extend the enquiry to opium derivatives. As regarded the question of finance, the Spanish Government reserved its decision until the proper time.

Sir James PARR (New Zealand) agreed with the British proposal. While the Committee should set its face against any extravagant recommendations, it should not, however, be deterred from making any proposals which it thought essential to carry out the League's policy in regard to the smuggling of opium. The question was a simple one: Was the British proposal reasonable and one that was bound to be productive of good? Sir James Parr had read no more depressing document than the memorandum of the British Government, in which it was said that the good government and administration of its Far Eastern colonies was endangered because it was impossible to cope with the ever-increasing smuggling of opium. If, therefore, the Fifth Committee thought the proposal to send a Commission of Enquiry to the spot reasonable, it was its plain duty to forward that proposal with the proper force to the Fourth Committee, leaving the latter to take such action as it saw fit.

There was a further point. Under Article 10 of the Geneva Agreement of 1925, a Conference of the great Powers was to be held in 1929 to consider the opium situation. That Conference would have very little and very inadequate information before it unless a Commission were sent to the Far East to carry out enquiries on the spot and to make recommendations. The Fifth Committee would be failing in its duty unless it pressed the question with force upon the attention of the League.

M. CAVAZZONI (Italy) wished briefly to reply to the New Zealand delegate. Sir James Parr had said that he had been greatly impressed by the British Government's memorandum on opium-smoking. Had he also read the Minutes of the eleventh session of the Advisory Committee, where it was said that 20,000 kilogrammes of morphine yearly escaped all control? Was not that figure also calculated to impress the New Zealand delegate? The Western nations should, in their turn, conduct an enquiry into the over-production of the derivatives of opium, and M. Cavazzoni supported the Chinese delegate's proposal. He was prepared to vote for the enquiry, but an amplified enquiry. There was, however, one question: Was it worth making a platonic recommendation? Would the Fifth Committee obtain the requisite appropriations from the Fourth Committee? The British delegate on the Fifth Committee was quite prepared to add to the budget an expenditure of half a million Swiss francs -- for this at least would be the sum required if the enquiry were extended -- whereas the British delegate on the Fourth Committee proposed reductions and wished to reduce the League's budget by a million Swiss francs. There appeared to be a discrepancy which M. Cavazzoni was unable to understand.

M. PARRA-PÉREZ (Venezuela) said that he spoke as a member of the Supervisory Commission, without, however, having any instructions from the Commission, but he was acquainted with its present feeling and trend of opinion. He wished to point out that the Supervisory Commission had been alarmed by the present budgetary situation, and that it proposed to send to the Assembly, to the Fourth Committee, a report asking that, before new expenditure was taken into consideration, the policy or, rather, the general lines of the League's work should be strictly determined. In these circumstances, it was to be feared that the Fourth Committee would refuse the application for an appropriation of 400,000 Swiss francs.

M. VAN WETTUM (Netherlands) said that, in the discussion in the Council regarding the question of a commission of investigation for the Far East, the Netherlands Minister for Foreign Affairs, referring to the field of investigation, had mentioned, not only the whole of the Far East, but also the producing countries. In order to reduce the costs as far as possible, M. van Wettum was authorised to say that his Government deemed it expedient that the Commission of Enquiry should visit only those parts of the Far East where a system of monopoly for prepared opium obtained, together with the Philippines. A visit to the Philippines was essential in order to enable the Commission of Enquiry to obtain a general view of the situation, the Philippines having a system of total prohibition.

Further, in order to diminish the costs, the members of the Commission of Enquiry should not be more than three. For all practical purposes, a small number would be preferable to a large, the more so because it would not be easy to find three impartial persons able, within a comparatively short time, to obtain a full knowledge of the very intricate problem with which they would have to deal.

Therefore, provided that the Commission included the Philippines in the area of investigation, the Netherlands Government had no objection to the appointment of a Commission of Enquiry, and was quite prepared to invite it to visit all those parts of the Netherlands Indies where the members might wish to make investigations.

Personally, M. van Wettum thought that one of the beneficial results of the Commission's work would be that it would put before the world facts which nobody could deny.

In conclusion, he pointed out that it was not for him at the moment to give his opinion on the suggestions made by some delegations to extend the field of investigations to countries manufacturing narcotics.

Sir Kurma REDDI (India) supported the British proposal in its entirety. If India were included in the enquiry, the members of the Commission would be welcomed there, but they would not find anything of much interest as regarded opium-smoking, except in the province of Burma, where their enquiries would probably be repaid.

In regard to the extension of the enquiry to all the derivatives of opium, that question had not been submitted to the Government of India, and Sir Kurma Reddi was therefore unable to give a reply. It appeared in any case that the original field of the enquiry would be appreciably extended.

As to the question of finance, that was a matter for the Fourth Committee. The latter was, of course, obliged to cut out such expenditure as it thought less urgent in order to safeguard the budget, but it was not for the Fifth Committee to take this task upon itself; if the Fifth Committee thought the enquiry necessary, it should vote it without taking any other consideration into account.

M. FOTITCH (Kingdom of the Serbs, Croats and Slovenes), Vice-Chairman, said that the Committee was trapped in a vicious circle. He would be prepared to accept the resolution proposed in the report, but he greatly feared that the Fourth Committee would render the vote purely platonic. He thought that it would be unfair merely to say to the Fourth Committee, "Yours is the responsibility; as for us, here is what we propose".

It must not be forgotten that, under the Opium Agreement, a new Conference was to be held in Geneva in 1929, and that if that Conference met, as M. Fotitch believed to be the case, under the auspices of the League, it too would involve further expenditure in the League's opium budget. Due account, therefore, must be paid to the practical bearing of the Fifth Committee's vote.

Sir James PARR (New Zealand) hoped that he would be doing no injustice to the eloquent plea made by the Italian delegate when he said that it appeared to him that the implication of M. Cavazzoni's speech was a confession of impotence. The facts disclosed in the British memorandum could not be ignored. Was nothing to be done? The defect of M. Cavazzoni's policy and that of the other advocates of economy was that they made no constructive proposal. At the least, the Fifth Committee must make a report saying that it was greatly impressed by the gravity of the situation in the Far East and by the British memorandum, while, in order to meet the views of the rigid economists, the Committee should declare that it would be advisable to send someone to the spot in order to obtain evidence and make recommendations for the forthcoming Conference or for any other Conference that might meet later. It would be unworthy of the Committee to admit that it was powerless to take any action.

He greatly admired the attitude taken up by all the Far Eastern countries to the British proposal and had been struck by M. van Wettum's statement that the value of the Commission's work would be doubled if the scope of its enquiry were extended. The Committee should pass a resolution expressing to the Fourth Committee, the Council and the Assembly its views as to the extreme gravity of the situation and its unanimous opinion that that situation should be faced by an early enquiry.

COUNT DE PENHA GARCIA (Portugal) fully realised the necessity for the enquiry proposed by the British Government; the field of enquiry, however, and the methods must be defined. Should it be limited solely to the enquiry into opium-smoking? Would it not be advisable to enquire

also into the opium derivatives, which were far the most dangerous and the most disastrous in their effects? The first thing to do, therefore, was to decide the question of principle, whether the enquiry should be extended or no. It should then be decided in what order the countries should be visited. Lastly, the very important question of finance must be examined, since an enquiry, especially if extended, would entail very heavy expenditure.

Count de Penha Garcia pointed out that, in his country, the practice of opium-smoking only existed in Macao, an old Portuguese colony in China, or rather in the Far East. Portugal had already put into force in the colony new legislation for a State monopoly, which constituted a complete safeguard against the illicit traffic. His Government had not even waited for the entry into force of the new Convention before promulgating new laws which, as would be seen from the last report, gave full guarantees. It had no objection to the proposed enquiry, which, nevertheless, did not seem to be necessary as regarded Portuguese territory in the Far East.

It might be noted that the use of opium and its derivatives had not increased either in Portugal or in its colonies. It was limited to a small zone. As regarded drugs in general, Portuguese legislation was sufficiently effective to suppress it. His Government would gladly join in a campaign against an evil which fortunately was not very grave in Portugal.

Dr. SLAVIK (Czechoslovakia) explained that though he proposed that the Fifth Committee should consult the Fourth, it was not because he was opposed to the proposal — he was, indeed, favourable to it — but because the position was obscure. On the one hand, there was the British proposal and on the other hand, there was an amplified proposal for an enquiry into opium derivatives. Furthermore, M. Fotitch appeared to be asking for the postponement of the enquiry.

In these circumstances, it would be desirable to set up a Sub-Committee, consisting, for instance, of the British and Netherlands delegates, to draw up in conjunction a compromise solution, which might then be submitted to the Fourth Committee.

Dame Rachel CROWDY, Secretary, in reply to a question put by Baron Rheinbaben (Germany), said that, under Article 12 of the Geneva Agreement, the forthcoming Conference on Opium must be held not later than 1929. As the Agreement had come into force, Article 12 must obviously take effect.

Dr. CHODZKO (Poland) agreed with Dame Edith Lyttelton that the question of finance should be left for later consideration. He associated himself generally with what had been said by Sir James Parr and observed that the enquiry itself was approved by the majority of the members of the Committee. It was, of course, logical to propose extending the enquiry to the other narcotics and Dr. Chodzko was personally in strong agreement with that suggestion. Was it possible to restrict the investigations to opium for smoking purposes, which seemed the least dangerous? In a few years' time it would be absolutely essential to start the enquiry over again. For this reason, Dr. Chodzko would be prepared to acquiesce in the British proposal, but on condition that it was extended.

Dame Edith LYTTELTON (British Empire), Rapporteur, dealt with the various observations and suggestions made in the course of the debate.

In regard to the Polish delegate's suggestion, the British Government could have no possible objection thereto, but was unable to give a definite answer without having first consulted the countries concerned.

In regard to the proposal that the Philippines should be included in the enquiry, a visit to those islands would, of course, be of great interest to the Commission, but the United States Government would have to be approached first.

In reply to the delegate of China, everyone knew that it was China's ambition to suppress the smoking of opium, but that was a different thing from being able to admit that opium-smoking did not exist in China. The Chinese delegate knew that it did.

With regard to the suggestion that the enquiry should be extended to include the dangerous drug traffic in the manufacturing countries, this was not a practicable proposal, for such an enquiry would require a different kind of Commission, with different experts and different methods; it would also take several years to carry out. It was therefore a matter which could hardly be decided at the present moment. The British proposal had in view a definite object. If any other delegation wished to make a proposal for enquiries into the traffic in the manufacturing countries in Europe and America, it was at liberty to do so, but a proposal of that kind could not be added to the present proposal, because it was of an entirely different nature.

In regard to the Chinese and Persian delegates' request for representation on the Commission of Enquiry, the idea was to have a completely impartial Commission, and therefore none of the countries whose territories were to be visited should be represented on it. The British Government, for instance, would not think of asking for representation.

In regard to what M. Cavazzoni had said concerning the apparent divergence of views between the British delegates on the Fourth and the Fifth Committees, Dame Edith Lyttelton would still press her point with force upon her colleague on the Fourth Committee, since the British proposal for a Commission of Enquiry affected the vital interests of the British Government.

M. Cavazzoni had said that the League could not afford this Commission of Enquiry, and yet he had proposed to extend the field of enquiry and thereby enormously increase its cost. She would urge the Committee to realise the intense importance of the proposal. The state of affairs existing in the Far East could not be allowed to continue. Great Britain was finding it impossible to carry out her obligations under the Hague Convention, and she was desirous of ascertaining the causes that prevented her from doing so. As to the question whether it would be a waste of money to send out the Commission of Enquiry, would it not be a still greater waste of money to have

a big Conference in 1929 which, unless the Commission of Enquiry were appointed and sent out to the Far East, would not have all the up-to-date facts or information before it? If the facts could not be collected in time for the Conference in 1929 — and it was quite likely that the Commission would be unable to complete its work in time to make recommendations for 1929 — the Conference would quite possibly have to be postponed to 1930. This, however, should present no serious difficulties.

As to the Venezuelan delegate's question whether the enquiry really concerned the work of the League, that point was not debatable if regard were had to Article 23 of the Covenant. It seemed to Dame Edith Lyttelton that there was general unanimity that the enquiry should be undertaken, and the only question was whether it should be extended to include dangerous drugs.

As to the financing of the Commission, the British Government was prepared to bear half the expenses of the enquiry in so far as concerned its territories visited by the Commission. If the other countries in question did the same, the proposal would go forward to the Fourth Committee in a less expensive form than that which it took in the original draft.

In regard to the Czechoslovak delegate's suggestion, this was in accordance with the common procedure and the Fifth Committee should be ready to follow it out if necessary.

Dr. CHODZKO (Poland) noted with regret that his proposal had received a courteous but somewhat lukewarm reception from the British delegation. He thought that Dame Edith Lyttelton over-estimated the difficulties involved in his proposal. The same experts would undoubtedly, in the majority of cases, be able to study the two questions, and even the appointment of a more highly qualified specialist as a member of the Commission need not alarm the Fifth Committee. In these circumstances, Dr. Chodzko proposed that, in the British delegation's draft resolution, there should be inserted, after the words " opium prepared for smoking ", the words " and manufactured narcotics imported into the Far Eastern countries ".

M. DRAGHICESCO (Roumania) and Count DE PENHA GARCIA (Portugal) supported the Polish delegate's proposal.

Dame Edith LYTTTELTON (British Empire), in reply to Prince Vipulya (Siam), said that the British Government was prepared to pay half of the expenses of the enquiry in the territories under its administration. She could not, of course, say anything about what the other States would do.

M. LO-HOAI (China) said that he had received from his Government categorical instructions which prevented him from accepting Dr. Chodzko's proposal for the extension of the enquiry.

M. BASTID (France) fully approved the principle of the enquiry proposed by the British Government, but was obliged to take into account the policy of economy recommended by the Fourth Committee. He believed, moreover, that many of the enquiries which had been carried out in the last few years had been made possible thanks to donations from private bodies. Instances in point were the enquiry in Persia and that into the traffic in women. If, in the present connection, it was again possible to obtain help from outside, all difficulties would immediately vanish. In the existing circumstances, however, the French delegate thought that he must abstain, but not in any way out of hostility to the proposed investigation, the grounds for which he thoroughly approved.

The CHAIRMAN noted that no other member wished to speak, and proposed that the Committee should vote on the amendment submitted by the Polish delegate and seconded by the Roumanian and Portuguese delegations.

M. VAN WETTUM (Netherlands) asked for the vote to be adjourned to the next meeting. He wished to consult his delegation on the matter. He would also be glad to have before him the exact text of the new proposal. Furthermore, as it was possible that the countries would be asked to cover half the expense, he would have to ascertain the approximate costs of the enquiry. He would also have to know the number of members of the Commission and, finally, whether the Philippines would ultimately be included.

Dame Edith LYTTTELTON (British Empire), in reply to M. van Wettum, said that she proposed that the Commission of Enquiry should consist of three members. The British delegation supported the proposal to extend the enquiry to the Philippines, provided that the United States Government consented. Lastly, the Polish amendment seemed to fall to the ground in view of the declaration just made by the Chinese delegate.

M. LO-HOAI (China), in reply to M. van Wettum (Netherlands), said that his Government would not consent to the enquiry being carried out in China except on condition that it was extended to all countries and that China was represented on the Committee.

Dame Edith LYTTTELTON (British Empire) said that, as China did not accept the conditions, that country would not be included in the enquiry.

M. CAVAZZONI (Italy) supported the Polish delegate's proposal and asked that his acceptance of it should appear in the Minutes; for he would be obliged to abstain from voting, as he could not overlook the Fourth Committee's recommendations concerning economy. However, when the time came for the Fourth Committee to vote on the British proposal for an enquiry, he would again abstain from voting, since he was unable to disregard the interests of the Fifth Committee's work.

Dame Edith LYTTTELTON (British Empire) explained, in reply to a question, that China had not been included in the original British proposal.

M. YOSHIDA (Japan) said that he was pleased to hear the statement of the delegate from India that India was willing to welcome the Commission of Enquiry. He added that the Japanese delegation would be unable to agree to the extension of the enquiry by the proposed Commission to narcotic drugs.

Mr. DANDURAND (Canada) pointed out that the exclusion of China from the enquiry would greatly reduce the expense. He urged the representatives of the Far Eastern countries to reconsider their decision not to allow the extension of the enquiry to other narcotics. He was convinced that, sooner or later, the Assembly, in its determination to stamp out the evil, would insist on carrying out this enquiry in all countries.

Prince VIPULYA (Siam) said that he hoped, in view of what Mr. Dandurand had said, that there was no impression that his Government had in any way changed its attitude towards the question.

The Committee adjourned the vote on Dr. Chodzko's proposal until the following meeting.

EIGHTH MEETING.

Held on Monday, September 17th, 1928, at 3 p.m.

Chairman: M. MATOS (Guatemala).

20. Work of the Advisory Committee on Traffic in Opium and other Dangerous Drugs during its Tenth and Eleventh Sessions : Draft Report to the Assembly submitted by Dr. Chodzko (Poland) (Continuation).

Dr. CHODZKO (Poland), Rapporteur, read the new text of his report as revised by the Drafting Sub-Committee (Annex 3a) and the following resolution :

“ The Fifth Committee notes with approval the reports of the Advisory Committee on Traffic in Opium and other Dangerous Drugs on the work of its tenth and eleventh sessions, together with the resolutions contained therein.”

Hussein Khan ALA (Persia) proposed the following addition to be inserted at the end of the paragraph concerning Persia :

“ . . . and particularly the new law published in July 1928, which constitutes an opium monopoly. This marks an important step forward on the road recommended by the League of Nations.”

After a short discussion, *the addition proposed by the Persian delegate was adopted.*

Dr. CHODZKO (Poland), Rapporteur, requested authorisation to make a few drafting changes in the report.

The report, with certain drafting modifications and the amendment proposed by the Persian delegate, was adopted.

Dr. CHODZKO was requested to present the report to the Assembly.

21. Control of Opium-Smoking in the Far East : Proposal of the British Government for a Commission of Enquiry : Draft Report to the Assembly submitted by Dame Edith Lyttelton (British Empire) (Continuation).

Baron RHEINBABEN (Germany) said that his delegation had followed with the most careful attention the discussion on the British Government's proposal for the setting up of a Commission of Enquiry into prepared opium for smoking. It had also taken note of the different suggestions put forward and, in particular, of the amendment proposed by the Polish delegate.

Before the discussion closed, and in view of the importance attached to it, the German delegation thought it right to offer a few brief observations in justification of its attitude.

If, notwithstanding certain objections and restrictions, the idea of carrying out the proposed enquiry was persisted in, the German delegation thought that it should be limited to prepared opium for smoking. Baron Rheinbaben wished to set forth the reasons for which he had adopted this view.

The question of harmful drugs, which was dealt with in the Hague Convention of January 23rd, 1912, was dealt with again in the Geneva Convention of February 19th, 1925, the provisions of which went considerably further and were far more strict than those of the Hague Convention. The Convention of February 19th, 1925, would not come into force before September 25th, 1928. It was unanimously hoped that its provisions would put an end to the illicit traffic in dangerous drugs, or would at least succeed in limiting the traffic to a very appreciable degree. It seemed, therefore, useful to await the results of the 1925 Convention, which had been ratified by a large number of States, before taking up again the question of harmful drugs through an enquiry to be conducted by the League. Germany, it was true, had not yet ratified that Convention. As was known, her ratification was subject to the reservation attached to the German delegate's signature concerning the appointment of a German expert to the Central Board. As soon as allowance had been made for that reservation, the Government of the Reich would hasten to take the necessary steps for ratification and to adapt its opium laws to the provisions of the Convention and to the knowledge of the question gained up to the present time. Furthermore, the German

Government had hitherto done its utmost to assist in the campaign against the illicit international traffic in dangerous drugs, and would continue to co-operate with all the other Powers concerned in the matter, and that on the basis of the new stipulations, as soon as it was in a position to take the necessary measures.

As to the question of prepared opium for smoking, etc., Germany had already complied with the provisions of the Hague Convention by adapting her opium legislation thereto in all respects. Germany was not a party to the Agreement of February 11th, 1925, for the suppression of the use of opium for smoking, which Agreement had been in force for two years. The Conference which, under Article 12 of the Agreement, was to meet not later than 1929 would deal solely with the question of prepared opium for smoking. It would accordingly seem advisable, with a view to proceeding on methodical lines, that the Committee should limit its present efforts to attaining only those objects which were the aim of that Conference.

Germany had no direct interest in that question. In view of this fact, and in consideration of the statements made by the delegates of the Far Eastern Powers which were most closely concerned in the matter, as well as of the financial aspect of the question, which had been rightly discussed from both points of view, the German delegation would abstain from voting.

M. YOSHIDA (Japan) feared that the brief remarks he had made at the previous meeting had been misunderstood and consequently begged permission to amplify them.

The purpose of sending a Commission of Enquiry as proposed by the British Government was to prepare for and ensure the success of the Conference to be convened in accordance with the stipulations in the Geneva Opium Agreement of 1925. By that stipulation, the contracting parties were under an obligation to hold that Conference in 1929 at the latest.

According to the Chinese delegate, China would accept the British proposal if its scope were extended to manufactured drugs throughout the whole world. Important as that was, it obviously went beyond the scope and purpose of the 1929 Conference. In order to expedite the finding of a satisfactory solution for the definite motion before the Fifth Committee, the latter should decide first whether or not it would accept the British proposal. If the Chinese delegation insisted on its condition as a *sine qua non*, the Commission of Enquiry might limit its visit to the countries where opium smuggling was rampant, with the exception of China. If that proposition facilitated the matter, the Japanese delegation would certainly support the British proposal and Japan would welcome the Commission to those of her territories to which the Opium Agreement of 1925 applied.

With regard to the drug question, that was quite a different matter, and the Japanese delegation was of opinion that it was not expedient to consider seriously that question at the moment when the Geneva Opium Convention of 1925 was about to come into force and in view of the fact that the Central Board would be established within three months. The functions of the Board would be to collect accurate information on the various phases of the drug traffic and to study these carefully, and if the Board found that excessive quantities of any substance covered by the Convention were accumulating in any country, or that there was a danger of that country becoming a centre of the illicit traffic, the Board was authorised to call the matter to the attention, not only of all the contracting parties to the Convention, but also of the Council of the League. In other words, the function of the Central Board was to watch the course of the international traffic as well as the production of drugs in various countries with a view to rigid control by the League, and the Japanese delegation believed that, if the Central Board functioned successfully, no further enquiry would be necessary.

In those circumstances, it seemed premature to consider the proposal for an enquiry into the manufacture of drugs without waiting for the coming into force of the Convention and the establishment of the Central Board. A question of such importance, which raised immediately the most delicate political and economic questions, as had been disclosed in the discussions of the 1924-25 Opium Conference, could not be decided without consultation with the Governments concerned. An enquiry of the kind suggested should be well considered and well prepared beforehand, since, without such preparation, it was impossible to expect the desired result.

M. Yoshida wished to make it perfectly clear that he was not in a position to make any observations on behalf of his Government, and other delegates might be in the same position. It would therefore be prudent to reserve the decision on the question and refer it to the Governments for study, so that the Fifth Committee might take it up again at a more propitious time.

As to the proposal of the Polish delegate, M. Yoshida failed to understand its importance or what it was proposed to undertake. Was it proposed that the Commission of Enquiry should go, for instance, to Japan and enquire into the imports into Japanese territories of drugs manufactured in Europe? If he understood the purpose of the Polish proposal correctly, it was to extend the enquiry to cover the situation in those Far Eastern countries which suffered especially from the illicit traffic in drugs. If that were so, it was not applicable to the situation in Japan, which imported certain manufactured drugs from Europe, but did not suffer from clandestine importation. If it was thought that drugs manufactured in Japan might find their way into the illicit traffic, why were the European manufacturing countries to be excluded from the enquiry? Evidence was accumulating to show that the great bulk of the illicit traffic found its way from Europe and elsewhere to China and other countries. For these reasons, M. Yoshida was unable to support the Polish proposal. If it were thought necessary to enquire into the drug situation, the only logical proposal seemed to be that of the Chinese delegation, namely, to make a thorough investigation in all countries concerned in the traffic, including all the opium-producing countries of the world. But, as he had already said, the time was not opportune for this particular problem to be taken up by the Committee.

As to the question of contributing to the expenses of the Commission, although she would welcome the Commission and would afford it all the facilities necessary, Japan was not

particularly concerned in the question of illicit imports of opium for smoking and would not go so far as to invite the Commission to visit her territories at her expense. Furthermore, if the Commission were sent out by the League for purposes which the League deemed useful, the entire expenses should be borne by the League, irrespective of the distances covered by the experts, and hence M. Yoshida was not disposed to entertain in principle the idea of contributing towards the expenses.

Dame Edith LYTTTELTON (British Empire), Rapporteur, explained that, with regard to the Polish proposal, the British Government had had no objection thereto, but since then the Chinese and Japanese delegates had stated that they were opposed to it. In these circumstances, especially after what the German delegate had said concerning the 1929 Conference which was to deal exclusively with opium for smoking, she thought that it would be best to abandon the Polish amendment.

Dr. CHODZKO (Poland) said that he had explained his point of view on the previous day. It was becoming increasingly clear to him that at the present time the question of prepared opium was of secondary importance. The discussion had afforded ample proof that the vital problem was that of the manufactured drugs.

Nevertheless, Dr. Chodzko entirely agreed with the Japanese delegate and also recognised that the proposal of the Chinese delegate was entirely logical. Sometimes, however, logical proposals were not feasible, and that was why he had proposed an, at any rate partial, enquiry regarding manufactured drugs imported into the Far East. If, however, his amendment in any way handicapped the scheme for a very restricted enquiry, since it concerned only a few countries, Dr. Chodzko was prepared to withdraw it.

M. DENDRAMIS (Greece) said that, for financial reasons, he would be obliged to abstain from voting.

Dr. SLAVIK (Czechoslovakia) thought it essential to take into account the wishes of the Fourth Committee. He therefore suggested that, before voting on the British proposal, the Committee should first discuss the item on the agenda referring to economies.

Dame Edith LYTTTELTON (British Empire), Rapporteur, thought that the discussion had reached a point at which a vote could be taken. She mentioned further that the estimates for the Commission of Enquiry had been revised and she would be glad to learn the result of that revision.

Dame Rachel CROWDY, Secretary, said that she had referred previously to a sum of 400,000 francs. That estimate had been drawn up in consultation with the Treasury and was based mainly on the experience of the Persian enquiry. The situation, however, had undergone a change since the submission of that figure. It was now practically certain that the Commission would not go to China, and, moreover, certain delegates had said that it would receive almost complete hospitality in their countries. Lastly, the object of the enquiry had been defined more exactly than at the beginning of the discussion. In consequence, the budget had been revised and there was an appreciable reduction. The Treasury now thought that the expenses would probably amount to about 213,000 Swiss francs. To this sum must be added a reserve fund for unforeseen and miscellaneous expenses. The custom was to add for this item 20 per cent of the total sum, which would bring the total to 250,000 Swiss francs. If only 10 per cent were added — and that would probably suffice — the total would not be more than 230,000 Swiss francs. These figures were, of course, purely approximate and exclusive of an enquiry in China.

M. VAN WETTUM (Netherlands) asked that the resolution should be read out in its final form. He reviewed briefly the reasons for which he had submitted his amendment. Whereas the other Far Eastern countries had established a monopoly system, the Philippines had a system of total prohibition. The Netherlands Government thought that the Commission, in order to become fully acquainted with the results of both systems, should investigate, not only the countries where there was a monopoly, but also the Philippines, subject to the consent of the United States.

M. PARRA-PÉREZ (Venezuela) said that, while he highly appreciated the intentions of the British delegation and recognised the importance of the question, he would, to his great regret, have to abstain from voting on purely financial grounds.

Dame Edith LYTTTELTON (British Empire) accepted the amendment of the Netherlands delegate.

Dame Rachel CROWDY, Secretary, in reply to Mrs. McDonnell (Australia), said that the amount of 250,000 francs represented the cost of the enquiry as a whole, regardless of possible donations.

M. LO-HOAI (China) said that the Chinese delegation had received no fresh instructions and he therefore persisted in the view he had set forth previously. Nevertheless, China would not be opposed to the enquiry starting with the Far East provided that the Commission were organised in accordance with the Chinese proposal.

Dame Edith LYTTTELTON (British Empire), Rapporteur, urgently appealed to the Committee to take a decision only on the question of principle, leaving to the Fourth Committee the task of watching over the finances of the League.

She then read her original draft resolution, which was as follows :

“ The Assembly recommends the Council to appoint a Commission of three persons to enquire into and report upon the situation in the Far Eastern territories of the Governments which agree to such an enquiry, as regards the use of opium prepared for smoking ; the measures taken by the Governments concerned to give effect to the obligations undertaken in Chapter II of the Hague Opium Convention of 1912 and in the Geneva Opium Agreement of February 1925 ; the nature and extent of the illicit traffic in opium in the Far East and the difficulties which it causes to the fulfilment of those obligations ; and to suggest what action should in the circumstances be taken by the Governments concerned and by the League of Nations.”

To this she proposed to add the following paragraph :

“ The Fifth Committee recommends the Fourth Committee to make provision in the budget for the cost of the Commission to the Far East.”

She also accepted M. van Wettum's amendment in the following form :

“ The Assembly also expresses the hope that the Government of the United States will permit the Commission to visit the Philippines and inform itself of the experience of the system of prohibition in operation there.”

This latter paragraph would form the penultimate paragraph of the resolution.

M. GALLAVRESI (Italy) thought it impossible, when taking a decision, to separate the question of principle from that of execution. If Dame Edith Lyttelton insisted, it would be possible to vote on the question of principle at the present meeting, but many delegations would be obliged to abstain. M. Gallavresi therefore proposed that the vote should be postponed till the following day in the hope that it would be possible by then to obtain more definite details on the estimates of the enquiry in the Far East.

Dame Edith LYTTELTON (British Empire), Rapporteur, thought that it would be quite impossible to prepare a final budget in twenty-four hours. It might be possible to give a few additional details in two or three days. In any case, she did not understand M. Gallavresi's objection to taking a vote on the question of principle at once, the question of finance being left to the Fourth Committee.

M. CASARES (Spain) said that, owing to the uncertainty of the question, the Spanish delegation would abstain from voting.

In reply to a question put by Hussein Khan Alâ (Persia), Dame Edith LYTTELTON (British Empire), Rapporteur, said that the term “ Far Eastern territories ” in the resolution comprised Burma, but not India in the general sense of the word.

Mr. WERTH (South Africa) said that the vast native population of South Africa had for several centuries been in the habit of smoking a herb called “ dagga ”, the effects of which were the same as those of narcotics. The South African Government had now entirely suppressed the growth and production of dagga. Consequently, the only means by which the natives could obtain opium was to import it, and this the Government endeavoured strictly to control by the system of import certificates. It had succeeded in reducing opium imports by 60 per cent in the last five years, but opium was still smoked in certain parts. South Africa pressed the League for assistance in stamping out this evil. Mr. Werth accordingly wholeheartedly supported the proposal of the British Government.

M. BASTID (France) respectfully asked the British delegate whether, in view of the great financial difficulties, she could not postpone her proposal until the next session of the Assembly. She would thus release certain delegations, among them the French, from the painful necessity of abstaining from voting on a question the importance of which they fully recognised.

Sir James PARR (New Zealand) thought that the question had been sufficiently discussed and pressed for a vote. Personally, he would vote for the enquiry. If the Fifth Committee followed too closely the letter of the Fourth Committee's recommendation for economy, it would run the risk of seeing other less timid Committees obtain such appropriations as were available and get nothing for itself. The British Government was prevented from carrying out its obligations by reason of the illicit opium traffic and called on the League for assistance. Was the latter to refuse its help? The Fifth Committee was bound to take energetic action to meet the very serious position in the Far East, and it should leave the question of finance to the good sense of the Fourth Committee.

Mlle. FORCHHAMMER (Denmark), Vice-Chairman, supported the French delegate's proposal for postponement of the question. If the Committee decided otherwise, she would regretfully be obliged to abstain from voting.

Dame Edith LYTTELTON (British Empire), Rapporteur, said that to postpone the enquiry to the following year would be to vitiate the entire proposal, since the situation in the Far East was full of danger.

On the proposal of M. GALLAVRESI (Italy), *the vote on the British Government's proposal was adjourned to a later meeting.*

22. Draft Budgets for 1929 connected with the Work of the Fifth Committee.

Dame Rachel CROWDY, Secretary, referring to the request of the Fourth Committee that the Fifth Committee should carefully review the budgets connected with its work, submitted the draft budgets, approved by the respective Committees and by the Supervisory Commission, for : Child Welfare (Annex 5) ; the Traffic in Women and Children (Annex 6) ; and the Traffic in Opium and other Dangerous Drugs (Annex 7). These budgets had all been carefully scrutinised and reduced to some extent both by the Committees concerned and by the Supervisory Commission.

There were three other subjects for the Fifth Committee to consider : (1) the token vote of 100 francs for the Opium Conference to be held in 1929 under Article 12 of the Geneva Agreement ; (2) the token vote of 100 francs for the 1929 Conference on Obscene Publications, the postponement of which had, however, been recommended by the Traffic in Women and Children Committee, which recommendation had been approved by the Council ; and (3) the budget estimate for the Central Board (Annex 8), which had been approved in principle by the Fourth Committee in the previous year, but which had not been included in the 1928 budget as the Convention had not then come into force.

Dr. SLAVIK (Czechoslovakia) said that it was obvious that 100 francs would not suffice for the expenses of the 1929 Opium Conference, and enquired whether the countries concerned intended to hold the Conference in 1929, in order that the necessary financial provision might be made in the budget.

Dame Rachel CROWDY, Secretary, replied that there was a contractual obligation to hold the Conference in 1929. The Conference could only be postponed by agreement among the countries which had ratified. She did not know whether the parties to the Agreement proposed to defray the expenses of the Conference or whether the latter were to be borne by the League.

Dame Edith LYTTTELTON (British Empire) said that her Government thought that the Commission of Enquiry to the Far East would be a most important prelude to the 1929 Conference and, if the Commission were sent out, it might be well to ascertain whether the other Powers concerned would agree to postpone the Conference to 1930, since it was quite possible that the Commission might be unable to complete its report for 1929. If the Commission were not sent to the Far East, the British Government had no objection to holding the Conference in 1929, but it felt that the Conference would be deprived of very important information. As to the expenses of the Conference, the normal procedure was for the expenses of the delegates to be paid by their own Governments, only the material cost being borne by the League.

Dr. SLAVIK (Czechoslovakia) pointed out that the Fifth Committee would have a forcible argument at its disposal if it could be said that a Conference was to be held in 1929 which, according to the experts, would be greatly facilitated by the sending of a Commission of Enquiry to the Far East. As things were at present, however, the Fourth Committee might object that the Conference could not be held in 1929 because there was no adequate appropriation in the budget.

Dame Edith LYTTTELTON (British Empire) advised the Czechoslovak delegate to vote for the Commission of Enquiry, because the signatory States would then probably find it possible to postpone the Conference until 1930, thus ensuring an economy in the 1929 budget.

On the proposal of Dr. SLAVIK (Czechoslovakia), who pointed out that the budgets of the Child Welfare Committee, Traffic in Women and Children Committee and the Advisory Committee on Traffic in Opium and other Dangerous Drugs had been fully scrutinised by the competent organs of the League, *the budgets of these Committees were adopted en bloc.*

On the proposal of Dame Edith LYTTTELTON (British Empire), seconded by Dr. SLAVIK (Czechoslovakia), *the budget of the Central Board was adopted.*

Dame Rachel CROWDY, Secretary, estimated the material cost to the League of the 1929 Opium Conference at not more than 20,000 francs.

On the proposal of Baron RHEINBABEN (Germany), seconded by M. VAN WETTUM (Netherlands) and Dame Edith LYTTTELTON (British Empire), *the Committee decided to request the Fourth Committee to make an appropriation in the budget of 20,000 francs for the expenses of the 1929 Opium Conference.*

The Committee further authorised the Chairman to write a letter to the Chairman of the Fourth Committee communicating the foregoing resolutions of the Fifth Committee in regard to the budgets connected with its work.

NINTH MEETING.

Held on Wednesday, September 19th, 1928, at 3 p.m.

Chairman: M. MATOS (Guatemala) ; later, M. FORTICH (Kingdom of the Serbs, Croats and Slovenes), Vice-Chairman.

23. Control of Opium-Smoking in the Far East: Proposal of the British Government for a Commission of Enquiry : Draft Report to the Assembly presented by Dame Edith Lyttelton (British Empire) (Continuation).

Mr. DANDURAND (Canada) thought that the Committee, in voting on the British proposal, should consider first and foremost the question whether the enquiry was likely to be useful, since this would enable the delegates to justify the proposal either in the Fourth Committee or in their

respective Parliaments. Mr. Dandurand was prepared to vote for the enquiry, which he would have no difficulty in justifying in the Canadian Parliament.

COUNT DE PENHA GARCIA (Portugal) reminded the Committee that he agreed with the principle of the enquiry, although it was of no special interest so far as Portuguese territories were concerned. On the other hand, he must make a reservation as to the urgency and expediency of the enquiry from the point of view of the efficacy of its positive results, and thought that it would be as easy to prepare for the 1929 Conference by obtaining information from the Governments concerned. Owing to the abstention of China, the enquiry had lost much of its significance. Lastly, as a member of the Fourth Committee, he was in favour of the policy of economy and would therefore oppose any increase in the budget for 1929. It would be very desirable to postpone the enquiry until 1930. There was a good deal of uncertainty as regarded the draft scheme and it could not lead to any results in connection with the application of the 1925 Agreement, which would only enter into force in a few months' time.

M. LO-HOAI (China) explained the reasons for which his Government persisted in its point of view. It desired the field of the investigations to be extended, for it was keenly alive to the dangers with which its people was threatened from the smuggling of narcotics other than opium for smoking. Furthermore, China had asked to be represented on the Commission of Enquiry from a strong desire to take an active part in a campaign which the Chinese Nationalist Government had itself undertaken in China in the general interests of the human race. The Chinese Government's attitude was dictated by its wish to ensure the total suppression of the drugs evil, a wish that was certainly shared by the British Government, with which China desired to maintain cordial relations.

DAME EDITH LYTTTELTON (British Empire), Rapporteur, in reply to a question from the Chairman, said that she could not speak on behalf of the other delegations concerned upon the principle of their Governments' contributions to the cost of the enquiry.

She would now submit to the Committee two separate resolutions, the first of which laid down the principle of the necessity of an enquiry into opium-smoking, while the second asked the Fourth Committee to make the necessary appropriations in the budget.

DAME EDITH LYTTTELTON asked that the two resolutions should be voted separately, since she believed that the majority of the Committee was in agreement as to the principle of the enquiry, but felt certain objections as to the financial aspect.

M. BASTID (France) thought it impossible to take separate votes on the principle and the execution of the proposal. He asked that the Committee should vote on the resolution as a whole. The French delegation, as already explained, would very regretfully be obliged to abstain from voting.

M. CASARES (Spain) was opposed to a separate vote. If the procedure proposed by the British delegate were followed, it might have the paradoxical result that, while the Committee said that the enquiry was indispensable, it nevertheless refused the requisite credits for carrying it out. He urged, therefore, that the resolutions should be put to the vote as a whole. The Minutes would show the reasons for which delegations voted or abstained from voting.

SIR JAMES PARR (New Zealand) pointed out, after reading the first resolution, that it was extremely vague and did not mention any time-limit for carrying out the enquiry. He failed to understand how any delegate who thought that the British Government had made out its case could have any difficulty in voting for the principle of the enquiry, especially as the first resolution did not commit the Fifth Committee to anything but a declaration of principle. There might be some hesitation as to the desirability of spending the funds required in the following year, but there could be no doubt of the necessity for holding the enquiry.

M. FOTITCH (Kingdom of the Serbs, Croats and Slovenes), Vice-Chairman, thought it difficult to take the resolutions separately. The first part was addressed to the Assembly and the second to the Fourth Committee. If the first part were adopted, the Assembly would be embarrassed, as it would have no indication from the Fourth Committee concerning the requisite credits.

DAME EDITH LYTTTELTON (British Empire), Rapporteur, proposed that the Committee should vote on the question whether the resolutions should be voted as a whole or separately, and submitted her draft resolutions in the following amended form :

I.

“ The Assembly recommends the Council to appoint a Commission of three persons to enquire into and report upon the situation in the Far Eastern territories of the Governments which agree to such an enquiry as regards the use of opium prepared for smoking ; the measures taken by the Governments concerned to give effect to the obligations undertaken in Chapter II of the Hague Opium Convention of 1912 and in the Geneva Opium Agreement of February 1925 ; the nature and extent of the illicit traffic in opium in the Far East and the difficulties which it causes to the fulfilment of those obligations ; and to suggest what action should in the circumstances be taken by the Governments concerned and by the League of Nations.

“ That the Assembly also expresses the hope that the Government of the United States will permit the Commission to visit the Philippines and inform itself of the experience of the system of prohibition in operation there.”

II.

“ The Fifth Committee recommends to the Fourth Committee to make provision not exceeding 250,000 Swiss francs in the budget for the cost of the Commission to the Far East, after consultation with the representatives of the Governments agreeing to the enquiry as to the transport, accommodation and other facilities they would be prepared to provide for the Commission in their respective territories.”

The Committee decided by 15 votes to 10 to vote the resolutions as a whole.

M. YOSHIDA (Japan) said that he was ready to vote for the British proposal, but the last amendment in the resolution placed him in an awkward position. He asked, therefore, whether the amendment in any way implied acceptance of the principle that the various countries concerned should contribute to the expenses of the enquiry.

Dame Edith LYTTTELTON (British Empire), Rapporteur, replied that her resolution did not in any way commit the Governments to a contribution to the costs of the Commission of Enquiry.

M. YOSHIDA (Japan) said that it should be expressly understood that his voting for the British proposal had nothing to do with the question of a contribution.

M. DENDRAMIS (Greece) said that he was not opposed to the principle of the resolution, but that, for financial reasons, he would be obliged to abstain from voting. In order to avoid any misunderstanding, he suggested that the vote should be taken by roll-call.

Mr BASTID (France) supported the Greek delegate's proposal.

The delegations voted as follows on the amended resolutions submitted by the British delegation :

<i>For :</i>	<i>Against :</i>	<i>Abstained :</i>
Australia	China	Cuba
Belgium		Czechoslovakia
British Empire		Denmark
Canada		France
Finland		Germany
India		Greece
Japan		Guatemala
Netherlands		Hungary
New Zealand		Irish Free State
Poland		Italy
Roumania		Norway
Siam		Persia
Union of South Africa		Portugal
		Kingdom of the Serbs, Croats and Slovenes
		Spain
		Sweden
		Switzerland

The resolutions were declared adopted by 13 votes to 1, with 17 abstentions.

Dame Edith LYTTTELTON was requested to act as Rapporteur to the Assembly for the Enquiry into opium-smoking in the Far East, and if necessary, to represent the Fifth Committee during the discussion of the question in the Fourth Committee.

**24. Measures in favour of Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees :
Draft Report to the Assembly presented by M. Bastid (France).**

(Dr. Nansen, High Commissioner for the League of Nations for Refugees, and M. Albert Thomas, Director of the International Labour Office, came to the table of the Committee.)

M. BASTID (France), Rapporteur, read his draft report (Annex 9) and the following resolutions :

“ The Fifth Committee :

“ (1) After examining the report submitted by the High Commissioner for Refugees and by the Director of the International Labour Office on questions connected with Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish refugees :

“ (2) Recognises the progress achieved in the course of the year ;

“ (3) Notes that a complete solution of the problem can only be provided by the return of the refugees to their country of origin or their assimilation by the countries at present giving them shelter ;

“ (4) Earnestly invites the Governments concerned to provide the refugees with all possible facilities for acquiring the nationality of the countries in which they at present reside ;

“ (5) Whereas, however, in present circumstances international action is still necessary for some time to come ;

“ (6) In conformity with the resolution of the International Labour Office, invites the Council urgently to take all necessary steps to appoint an Advisory Commission to be attached to the High Commissioner ;

“ (7) Recommends the Council to invite this Advisory Commission to submit to it, before the next session of the Assembly, a general report on the possibility of reaching a final solution and the means by which this object can be attained ;

“ (8) And earnestly invites States Members to adopt and apply on as wide a scale as possible the Inter-Governmental Arrangements concluded on July 5th, 1922 ; May 31st, 1924 ; May 12th, 1926 ; and June 30th, 1928, which provide the Refugee Services with means by which they may gradually become financially independent.”

Dr. NANSEN (Norway), High Commissioner of the League of Nations for Refugees, wished to thank the Rapporteur for his very appreciative report and for the exceedingly helpful suggestions it contained. He entirely shared the Rapporteur's view that the only final and satisfactory solutions of the refugee problems would be for the refugees to return to their own countries or to obtain naturalisation in the countries where they were now residing.

In regard to the first solution, the Committee would doubtless recall the efforts made by the High Commission to secure the repatriation of the Russian refugees, efforts which had had to be abandoned after some 6,000 refugees had been transferred to Russia, because the Soviet Government had not seen its way to accept conditions which were considered indispensable in the interests of the refugees. Dr. Nansen was sorry to say that, so far as Russia was concerned, he saw no possibility of the resumption of that movement in the near future.

As to the repatriation of Armenian refugees to the Republic of Erivan, after the meeting held that morning it might be hoped that it would be possible to move a considerable number of Armenian refugees to that country, thereby greatly alleviating the difficult position in which the refugees in question were at present situated, especially those in Greece.

The second solution also encountered very serious difficulties, on the one hand, because many countries found it impossible, for economic and other reasons, to assimilate the refugees in their territories, and, on the other hand, because the majority of the refugees, for reasons which it was difficult not to respect, did not wish to adopt other nationalities.

Dr. Nansen had caused unofficial enquiries to be made in several of the States concerned, and these showed that even those countries which were disposed to facilitate the naturalisation of the refugees were opposed to any compulsory measures in that connection. In other cases, the opinion appeared to prevail that countries which, largely owing to the accident of their geographical position, had been forced to offer hospitality to large numbers of refugees, who had, in consequence, become a heavy charge on their public and private funds, should not, for that reason, be asked to accept definitely a charge which was essentially of an international character.

It should therefore be emphasised, as stated in the Rapporteur's report, that the refugees would continue to stand in need of the measures outlined in the reports to the Assembly, and that, as the British delegate, as Rapporteur for the refugee questions, had warned the Assembly in the previous year, the League would be called upon to deal with these problems for some years to come.

It should, moreover, be remembered that the High Commission had, in accordance with the terms of the Inter-Governmental Arrangement of May 1926, obtained credits from Governments for the settlement of the refugees, and, as stated in the reports to successive sessions of the Assembly, had also obtained loans for the same purpose from private institutions. Special thanks were due to the German and Czechoslovak Governments for the credits opened by them. The High Commission had naturally been obliged to accept responsibility, not only for the proper administration of those loans, but also for their repayment by the refugees within varying periods of years.

It should, however, be noted that, as the Arrangements adopted by the various Inter-Governmental Conferences became more widely applied, there were good prospects that the refugees' work would become progressively self-supporting from the income derived from the issue of the Nansen certificate stamps and from the fees charged for the services rendered to the refugees by the representatives of the High Commission in connection with the regularisation of their legal and personal status.

There were two acute refugee problems to which Dr. Nansen wished to draw the attention of the Committee : first, the crisis at Constantinople ; and, second, the precarious situation of the refugees in China. The Committee would remember that, at the time of the Assembly's last session, it was faced with the necessity of evacuating some 2,500 Russian refugees from Turkey in the course of a few months. With great difficulty, a further extension of time until February 6th, 1929, had been obtained for the final departure of the refugees, and, thanks to a most generous grant of \$100,000 from American philanthropic organisations, 800 refugees had been evacuated in the course of the present year. Dr. Nansen took the opportunity to thank Mr. Stokes-Phelps, Mr. Atcheson, Miss Ruggles, Mrs. Mitchell, the Laura Spelman Rockefeller Fund and other important Committees for their generous help. There still remained more than 1,000 refugees who must be evacuated in the next four months, and Dr. Nansen would beg the Committee to adopt a resolution urging the various Governments, as an exceptional measure, to come to their rescue by authorising the issue of emergency visas to save these refugees from the results of the expulsion measures with which they were threatened.

The question of the refugees in China also called for urgent attention. Owing to the recent events in China, the situation of the 88,000 Russian refugees in that country was very unstable. About 17,000 of them were unemployed and threatened with serious hardship during the coming

winter. Dr. Nansen ventured, therefore, to urge that favourable consideration be given to appeals made on their behalf for visas to enable them to settle in other countries.

The work for the refugees in Syria had been carried on by the representative of the High Commission in co-operation with the French Government ; and Dr. Nansen was glad to say that the result of the work in that part of the world had been extremely successful and satisfactory. The High Commission was very anxious to finish that work and, thanks to the splendid co-operation of the French Government, there were hopes of finishing it within a comparatively short period. He trusted that the French Government would continue its co-operation and would put up the loan which it was prepared to raise. In that way, the refugee question would, he was sure, be finally settled in Syria and the misery of the unhappy refugees now living there would be transformed into a condition of prosperity in the future. The results in Syria had been very encouraging and afforded some hope that work of a similar kind would be done for the other refugees.

Baron RHEINBABEN (Germany) said that the reports by the High Commissioner and the Director of the International Labour Office and that by the French delegate now before the Fifth Committee, in regard to the measures taken for the refugees, showed that considerable and encouraging progress had been made towards the final settlement of the various difficulties with which the refugee problem was beset. This fact had been forcibly emphasised by the results of the Inter-Governmental Conference which had been held at Geneva in June 1928, and had dealt with the legal status of the refugees and the extension of the measures taken for the Russian refugees to other classes of refugees.

Baron Rheinbaben was glad to be able, as in the previous year, to congratulate the High Commissioner, Dr. Nansen, and the Director of the International Labour Office, M. Albert Thomas, on the progress made, which would help to strengthen the legal status of the refugees and to free them at last from that feeling of insecurity which so commonly handicapped their material and moral existence. He was happy to be able to say, on behalf of the German Government, that the recommendations made in the Arrangement of June 1928 had been transmitted to the State Departments concerned, with a request that they should be carried out to the fullest possible extent. The German law in force at present made it impossible to carry out the recommendations immediately as regards certain points. The amendment of the regulations in question formed at the moment the subject of conversations between the services concerned and every endeavour was being made to secure the success of those conversations. The Government of the Reich would do everything in its power to acquaint the Secretary-General as soon as possible with the result of that examination, namely, whether and how far the recommendations in question could be carried into effect in Germany.

While assuring the High Commissioner of the German Government's full support in his efforts to improve the situation of the refugees, and while expressing his Government's intention of giving any support that might be required to such measures as were calculated to lead to a rapid settlement of the refugee problem, Baron Rheinbaben wished nevertheless to examine certain points in the reports of the High Commissioner and of the Director of the International Labour Office (Annex 11).

The report stated : " The information thus placed at the disposal of the Conference . . . resulted in the adoption of an Arrangement and Agreement. . . ". From this passage it might be inferred that the Conference had passed resolutions having binding force instead of merely recommendations. The Conference had only concerned itself with the conclusion of an Arrangement containing a number of recommendations which were submitted to the respective Governments. That was the object of the Conference, and that was the object which it had attained to the general satisfaction.

It might also be supposed from the report that the Governments represented at the June Conference had consented to give the representatives of the High Commissioner consular rights, or to regard the actions of those representatives as being equivalent to the actions of consular representatives. It seemed necessary to make it quite clear that the word " consular " was not used anywhere in the Arrangements, whereas the report used it twice. The Arrangement provided, under point 1, that each Government was free to decide whether and how far it would be prepared to regard the actions of the representatives of the High Commissioner specified in the Arrangement as having an official character.

As to the question of the fees which the High Commissioner's representatives would be empowered to collect from the refugees in return for their services, it seemed necessary to propose to the Assembly some more definite text in order to obviate any possibility of advantage being taken of the refugees. It appeared advisable to recommend that the amount of the fees should be fixed in consultation with the respective Governments and that only the representatives of the High Commissioner should be authorised to collect the fees for the services in question ; the use of the fees should be subject to the control of the High Commissioner.

As to the Arrangement for the extension to other classes of refugees of the measures taken on behalf of the Russian refugees, the German delegate ventured to call to mind the resolution which had been taken by the Council in June 1921, at the time when the High Commission for Refugees was set up and which read as follows :

" 1. That the High Commissioner must not be a Russian.

" 2. That no Russian should be appointed as expert adviser to the High Commissioner or as a member of the section of the Secretariat which will deal with refugee questions. "

It was therefore logical that similar procedure should be adopted in regard to the other categories of refugees.

The German delegate hoped that the Advisory Commission, to the appointment of which the German Government had agreed, would succeed in settling the refugee problem rapidly and finally.

He ventured to request the Rapporteur to insert in the report the views he had put forward relative to the following points :

(1) That the Arrangement of June 30th, 1928, accepted by the Conference consisted only of recommendations ;

(2) That the respective Governments must be left free to decide whether and how far they were prepared to accord the force of law to the actions of the representatives of the High Commissioner ;

(3) That the fees to be collected should be fixed in consultation with the respective Governments, that only the representatives of the High Commissioner should have the right to collect them, and that the use of these fees should be subject to the control of the High Commissioner ;

(4) That any action taken in regard to the extension of the measures already adopted for other categories of refugees should be in accordance with the Council's resolution of June 1921 ; and

(5) That the Governments concerned should be acquainted as soon as possible with the measures which the High Commissioner proposes to take to effect the final settlement of the refugee problem.

Dr. NANSEN (Norway), High Commissioner for Refugees, said that he was in entire agreement with the different points made by the German delegate in his statement.

Dr. SLAVIK (Czechoslovakia) was glad to note that the final settlement of the refugee work was in sight. There were still some tens of thousands of refugees whose fate had to be decided, but it must not be forgotten that at the beginning over a million Russian refugees had had to be assisted. The results obtained were due to the meritorious and zealous efforts of the High Commissioner, to the disinterested help given by private organisations and to the assistance of the Governments. Czechoslovakia had spent more than half a milliard Czechoslovak crowns on behalf of the refugees, and had done so notwithstanding the very heavy burdens imposed by national economic reconstruction. She would most probably sign the Arrangement of June 1928.

Dr. Slavik wished to associate himself in a general manner with the conclusions of the German delegate, although he had not quite followed all his proposals in detail. He could assure the Committee of his country's goodwill and assistance in the future work for the refugees.

Mr. DUFF COOPER (British Empire) said that, on behalf of his Government, he was empowered to offer his heartiest congratulations on the work which Dr. Nansen had done and was still doing with unflagging zeal and undiminished devotion on behalf of the unfortunate refugees in every part of the world.

He would like also to congratulate the Rapporteur. There was very little to criticise in his report, which was extremely interesting and represented most careful study. There was one point which he would have liked to see emphasised, and this perhaps had been done in the resolutions put forward by the honourable delegate of Germany. It was desirable not to lose sight — and he was sure that the High Commissioner had never lost sight — of the importance of putting an end to this work and of the danger of prolonging unnecessarily a situation which everyone deplored. Everyone sympathised with the feelings of men who, finding themselves in refugee colonies, hoped that the opportunity might arise for them to return to their native land and resume their natural position. At the same time, it was deplorable to think that children should be born refugees and that people should grow up from their earliest youth to think of the country in which they found themselves as a foreign country and be striving always to go back somewhere else. In the history of the world, there had been many instances of vast movements of populations who had been turned out of their own country and obliged to seek shelter elsewhere, but who had settled down in and been absorbed by their new country, and had contributed very largely, by a mixture of blood, in bringing to it new force, new virility, new talent and new life. It should plainly be the policy of those responsible for the refugees in the various countries to encourage them to take upon themselves as soon as possible the nationality of the country which they had adopted and to train up their children as natives of that country. He thought this was the view taken in the report.

There were certain phrases in the English text of the report which did not perhaps quite accurately represent the equivalent phrases in the French text, but Mr. Duff Cooper thought that the Committee could wholeheartedly recommend the report.

The High Commissioner had referred briefly to the situation of those refugees who now found themselves in Constantinople, a situation which aroused great anxiety for the immediate future. Mr. Duff Cooper was glad to hear that their numbers had been reduced, but the permission accorded to those still there to stay on in Turkey would end in February, 1929, and every effort should be made to remove them in time from the dangers threatening them. He therefore suggested the addition of the following resolution to the report :

“ The Assembly,

“ Recalls with gratitude the endeavours of the High Commission for Refugees and the International Labour Office by which some 800 Russian refugees in Constantinople have been successfully evacuated during recent months ;

“ Cognisant of the very difficult situation of some 2,000 of these refugees who still remain in Turkey and who, in accordance with the Decree of the Turkish Government, must be evacuated from Turkey before February 6th, 1929 :

“ Expresses the hope that the High Commissioner for Refugees will seize every opportunity to press forward the rapid evacuation of those who remain, and that the various Governments will, as an exceptional measure, authorise the issue of emergency visas to enable these refugees to leave Turkey.”

M. Suvich (Italy) congratulated the Rapporteur on his lucid and accurate review of the question, Dr. Nansen on his clear-sighted and earnest work and the International Labour Office on its persistent endeavours. At the outset, it had been thought that the work of settling the refugees was temporary work which could be finished in a comparatively short time. There were, however, still some refugees to be settled. It was essential to convey the impression that the end of that work was close at hand in order to obviate any increase in the number of refugees applying for help to the League. The League must not be transformed into a vast charitable organisation. In these circumstances, the essential task of the Commission to be set up was to examine the quickest means of concluding its activities. The Commission should not be regarded as an advisory body set up permanently side by side with the High Commissioner.

Dr. Nansen (Norway), High Commissioner for Refugees, expressed his gratitude to M. Slavik, and especially to the Czechoslovak Government, which might be cited as an example to other countries on account of its work for the refugees. He also thanked the British delegate and recognised the necessity of finding a satisfactory and final solution for the work. There could be no question of setting up a permanent organisation for refugees, and Dr. Nansen might recall that the problem had only been taken up by the League in consequence of the exceptional conditions prevailing owing to the war. He believed that many of the measures that had been taken would be found to be helpful towards the discovery of a final solution.

He had already pointed out that the question of the absorption of the refugees, especially by border countries, which had received a far greater proportion of refugees than they could be expected to absorb in a short time, was a difficult one.

As to the Italian proposal, Dr. Nansen did not see in what way it differed from his own. There was obviously no intention of making the Advisory Commission a permanent body, but the sudden suspension of the work would be most unfortunate, since it would to some extent destroy the results obtained hitherto. An endeavour, however, must be made to fix a time-limit for the conclusion of the work, so as to encourage the refugees to discover some way of looking after themselves.

A final solution would be greatly facilitated if the Governments were to follow the example of Germany and create special offices to deal with the refugees. If the Governments would show greater readiness in accepting the Arrangements proposed by the High Commissioner, the problem would be solved sooner. It might, however, be hoped that within a short period the question would be wound up in circumstances that would redound to the credit of the League.

Mlle. Vacaresco (Roumania) said that she came to Geneva year after year and was in a position to record the results of the splendid work done by Dr. Nansen, to whose grandeur of character she wished to pay a tribute.

The Roumanian Government had taken a very great interest in the refugee work. Roumania, however, was one of the border countries and the refugees had sometimes a harmful effect there. Some sort of supervision must therefore be admitted. Mlle. Vacaresco highly appreciated M. Bastid's report and she warmly supported the point of view expressed by the British delegate; it was bitter for a people to see other peoples drink at its wells and share the bread of its children, and yet remain aliens. Roumania wished the refugees to find a new fatherland in Roumania.

With regard, however, to passports, the British proposal could only be accepted by the Roumanian delegation subject to the inclusion of the following amendment: after the words “ as an exceptional measure ” insert the words “ in so far as is compatible with their security ”.

Mlle. Vacaresco believed that she was voicing the feelings of her Government in expressing its urgent desire that the refugee question should be solved by new methods.

In actual fact, the number of refugees was becoming smaller, and their situation had undergone a change.

M. Bastid (France), Rapporteur, wished to reply briefly to the observations that had been made.

He was in full agreement with what the German delegate had said and proposed to include in the draft resolution the various amendments suggested by him.

In reply to the British and Italian delegates, M. Bastid wished to emphasise that the resolutions proposed insisted on the necessity of putting an end to the essentially temporary arrangements made for refugees.

M. Bastid thanked Dr. Nansen for the kind words he had said in regard to the mandatory Power in Syria. He assured Dr. Nansen that France appreciated at its true worth the help given her by the High Commissioner.

In the previous year, the French delegate had said that his Government would study the question of a loan with all due attention. He could now say that the question was under consideration. He hoped that the result would be such as to give satisfaction to the High Commissioner.

The Chairman pointed out that the British delegate had also suggested an amendment concerning the refugees to be evacuated from Constantinople and that Mlle. Vacaresco had suggested an addition to that amendment.

M. Albert Thomas, Director of the International Labour Office, said that he had a thankless task to perform, since the Governing Body of the International Labour Office had asked to be released from the share of responsibility it had assumed in regard to the Russian and Armenian refugees. The reasons for the decision in question were mentioned in the report. The Governing

Body had come to the conclusion that the International Labour Office had finished the special work assigned to it, namely, the finding of employment for the refugees and the obtaining of emigration facilities. It had further been considered whether it would be possible to find employment in South America for some thousands of Russian and Armenian refugees, but, for this purpose, it would have been necessary to assume responsibility for a vast work of colonisation. The Governing Body had thought it impossible for the International Labour Office to take such a heavy responsibility. It had succeeded in finding employment for some 50,000 refugees, but in the past year it had concerned itself largely with questions of contracts.

M. Albert Thomas thanked the Rapporteur for having mentioned the Governing Body's decision and for having proposed in his draft resolution that the Council of the League should be invited to take urgent steps for the appointment of an Advisory Commission attached to the High Commissioner. The resolution as it stood showed that the new situation was to be defined without delay. Everyone would agree that it was better to decide to apportion at once the responsibility in this matter.

M. Albert Thomas ventured to suggest to the Rapporteur that it would be desirable to add to the resolutions a paragraph saying that the Fifth Committee recommended to the Fourth Committee the adoption of the credit of 298,000 francs for the refugee work. It would be well for the Fifth Committee to defend the High Commission's budget in the Fourth Committee.

In conclusion, M. Albert Thomas wished to transmit to the Rapporteur a recommendation made by the Governing Body with reference to the staff that had been dealing with the refugee question hitherto. That staff, which M. Albert Thomas praised warmly, had hitherto lived under a system by which their engagements were renewed from year to year, whereas the permanent staff of the International Labour Office, working side by side with them, enjoyed all the advantages of security afforded by the staff regulations. M. Albert Thomas begged the Rapporteur to commend this admirable staff to the new body which was to take in charge the interests of the refugees.

M. BASTID (France), Rapporteur, said that he accepted the amendments proposed by M. Albert Thomas and those suggested by the British and Roumanian delegates.

In reply to a question by M. Suvich (Italy), M. Albert THOMAS said that the salaries of the officials to whom he had referred were provided for in the budget for 298,000 francs, which he had proposed. He added that the proceedings of the Advisory Commission would not necessitate any supplementary credit on condition that the Governments concerned paid the travelling expenses of their representatives.

The CHAIRMAN, on behalf of the Fifth Committee, expressed his thanks to the International Labour Office and to the Director for the results obtained by their indefatigable energy. He was sure that he was expressing the unanimous feelings of the Committee in tendering his gratitude to M. Albert Thomas and his colleagues.

M. Albert THOMAS, Director of the International Labour Office, did not wish to reply to an expression of thanks by a further expression of thanks, but would say that the International Labour Office was not entirely unmoved at seeing itself released from a task to which it had wholeheartedly devoted itself for three years. The Office would continue, so far as it could, to help those who would henceforth be responsible for the Refugee Service.

M. Bastid was requested to submit his report again at the next meeting with the amended resolutions and to act as Rapporteur to the Assembly on the question of refugees.

TENTH MEETING.

Held on Thursday, September 20th, 1928, at 4 p.m.

Chairman: M. MATOS (Guatemala).

25. Measures in favour of Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees : Draft Report to the Assembly submitted by M. Bastid (France) (*Continuation*).

M. BASTID (France), Rapporteur, read his amended report (Annex 9a) and the following resolutions as amended by himself and Baron Rheinbaben (Germany) :

“ The Assembly :

“ (1) After examining the report submitted by the High Commissioner for Refugees and by the Director of the International Labour Office on questions connected with Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish refugees ;

“ (2) Recognises the progress achieved in the course of the year ;

“ (3) Notes that a complete solution of the problem can only be provided by the return of the refugees to their country of origin or their assimilation by the countries at present giving them shelter ;

“ (4) Earnestly invites the Governments concerned to provide the refugees with all possible facilities for acquiring the nationality of the countries in which they at present reside ;

“ (5) Whereas, however, in present circumstances international action is still necessary for some time to come ;

“ (6) In conformity with the resolution of the Governing Body of the International Labour Office, invites the Council to take urgently all necessary steps to appoint an Advisory Commission to be attached to the High Commissioner ;

“ (7) Recommends the Council to invite this Advisory Commission to submit to it, before the next session of the Assembly, a general report on the possibility of reaching a final solution as soon as possible and on the means by which this object might be attained ;

“ (8) Earnestly invites States Members to adopt and apply on as wide a scale as possible the Inter-Governmental Arrangements concluded on July 5th, 1922 ; May 31st, 1924 ; May 12th, 1926 ; and June 30th, 1928 ; which provide the Refugee Services with means by which they may gradually become financially independent ;

“ (9) Points out, however, that the respective Governments must be left free to decide whether and how far they are prepared to give force of law to the recommendations adopted by the Inter-Governmental Conference of June 30th, 1928 ;

“ (10) Notes that the taxes to be levied will be fixed in consultation with the respective Governments, that only the representatives of the High Commissioner will be entitled to levy them and that the employment of the proceeds will be subject to the control of the High Commissioner ;

“ (11) Declares that the Council's resolution of June 27th, 1921, shall be applied in regard to all the new categories of refugees ;

“ (12) Recalls with gratitude the endeavours of the High Commission and of the International Labour Office by which about 800 Russian refugees in Constantinople, have been successfully evacuated during recent months ;

“ Cognisant of the very difficult situation of some 2,000 of these refugees who still remain in Turkey and who, in accordance with a Decree of the Turkish Government, must be evacuated from Turkey before February 6th, 1929 :

“ Expresses the hope that the High Commission will seize every opportunity to press forward their evacuation and that the various Governments will, as an exceptional measure and subject to the safeguarding of their own interests, authorise the issue of emergency visas to enable the refugees to leave Turkey ;

“ (13) Adopts the budget for the Refugees Service for 1929, as already approved by the Governing Body of the International Labour Office and by the Supervisory Commission ; and

“ Requests the Supervisory Commission to take into consideration the uncertainty of the position of the officials employed in that Service, to which attention has been drawn by the Governing Body of the International Labour Office, and to grant them the improvements asked for on their behalf.”

The report and resolutions, as amended, were adopted.

ELEVENTH MEETING.

Held on Saturday, September 22nd, 1928, at 5.30 p.m.

Chairman: M. MATOS (Guatemala).

26. **Control of Opium-Smoking in the Far East : Proposal by the British Government for a Commission of Enquiry : Draft Report to the Assembly submitted by Dame Edith Lyttelton (British Empire) (Continuation).**

Dame Edith LYTTELTON (British Empire), Rapporteur, reporting on the decision taken by the Fourth Committee, said that, after a long discussion, the Fourth Committee had voted a credit of 100,000 Swiss francs on the condition that the British Government furnished an exact estimate for the Commission of Enquiry, to be examined in November by the Supervisory Commission, which would report to the Council at its December session. The British Government had offered 50,000 Swiss francs towards the expenses of the enquiry and the sole question that remained was whether the further sums required would be contributed by other countries and in what proportions. The British Government had undertaken to make the necessary enquiries. Pending the decision to be taken by the Council in December, the sum of 100,000 Swiss francs voted by the Fourth Committee would not be released by the Secretary-General. If in December the Council decided that everything was in order, the enquiry in the Far East would go forward.

After the meeting had been suspended for a quarter of an hour, Dame Edith Lyttelton, submitted her revised draft report to the Assembly (Annex 4a), with the following amendment in the last paragraph :

“The Fifth Committee further recommended that the Fourth Committee should make provision in the budget for the cost of the Commission to the Far East. The probable cost of the Commission was therefore examined by a Sub-Committee of the Fourth Committee, which, after consultation with the Rapporteur of the Fifth Committee, and taking into consideration the assistance offered by certain Governments towards the enquiry, recommended that the sum of 100,000 francs should be included in the budget of the League. The British Government undertook to consult with the other Governments concerned as to the arrangements for the enquiry and to prepare a report for the consideration of the Council at its fifty-third session. This report will be forwarded to the Secretary-General in time for its examination by the Supervisory Commission, which will submit its observations to the Council, with whom will lie the final decision.

“ The Fifth Committee agrees that this course should be adopted.”

The resolution attached to the report was as follows :

“ The Assembly recommends the Council to appoint a Commission of three persons to enquire into and report upon the situation in the Far Eastern territories of the Governments which agree to such an enquiry as regards the use of opium prepared for smoking ; the measures taken by the Governments concerned to give effect to the obligations undertaken in Chapter II of the Hague Opium Convention of 1912 and in the Geneva Opium Agreement of February 1925 ; the nature and extent of the illicit traffic in opium in the Far East and the difficulties which it causes to the fulfilment of those obligations ; and to suggest what action should in the circumstances be taken by the Governments concerned and by the League of Nations.

“ The Assembly also expresses the hope that the Government of the United States will permit the Commission to visit the Philippines and inform itself of the experience of the system of prohibition in operation there.”

M. CAVAZZONI (Italy) said that, while he recognised that the report gave a true picture of the situation and of the discussions on the question, he would, for the reasons which he had already given, be obliged to vote against it.

On the proposal of M. LO-HOAI (China), seconded by M. CASARES (Spain), *it was decided to take the vote by roll-call.*

The report as amended and the resolution were adopted by 14 votes to 2, with 6 abstentions.

The delegations voted as follows :

<i>For :</i>	<i>Against :</i>	<i>Abstained :</i>
Austria	China	Denmark
Belgium	Italy	Estonia
British Empire		Latvia
Canada		Norway
Czechoslovakia		Persia
France		Spain
Germany		
Guatemala		
India		
Japan		
Netherlands		
Poland		
Kingdom of the Serbs, Croats and Slovenes		
Siam		

27. Close of the Session.

The CHAIRMAN, closing the proceedings of the Fifth Committee, congratulated the members on the industry they had shown in seeking for a satisfactory solution of the important problems referred to the Committee. The great work done by the League in the political and legal spheres found a valuable complement in the humanitarian work it had undertaken, from a feeling of justice and fairness, for the purpose of making international peace a reality.

He would conclude the proceedings by thanking the members of the Committee for their kind indulgence and the assistance they had given him in carrying out his duties.

Dr. SLAVIK (Czechoslovakia) said that the task of the Chairman of the Fifth Committee had perhaps been even more difficult this year than in previous years. The successful conclusion of the Committee's work was very largely due to the efforts of the Chairman, to whom he proposed a vote of thanks.

The proposal was adopted unanimously.

M. FOTITCH (Kingdom of the Serbs, Croats and Slovenes), Vice-Chairman, said that he would be voicing the feelings of all members of the Committee in thanking the members of the Secretariat who had co-operated with the Committee, and in particular, Dame Rachel Crowdy, Secretary of the Committee.

Dame Edith LYTTLETON (British Empire), speaking on behalf of the women delegates, warmly supported M. Fotitch.

M. LO-HOAI (China) also desired to associate himself with the vote of thanks to the Chairman and to the Secretariat.

The CHAIRMAN declared closed the proceedings of the Fifth Committee at the ninth ordinary session of the Assembly.

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ANNEX I.

A.V.1.1928.

WORK OF THE CHILD WELFARE COMMITTEE DURING ITS FOURTH SESSION.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY MR. DANDURAND
(CANADA).

The report of the Child Welfare Committee on the work of its fourth session has been circulated to the members of the Fifth Committee as document A.8.1928.IV. I am sure all my colleagues have read it and will join me in expressing to the Committee their appreciation of the work it has accomplished.

The Committee resumed its enquiry into the effects of the cinematograph on children and confirmed the recommendations it adopted in 1926, recommending that the attention of every country should be drawn to the advisability, from the point of view of the moral and physical welfare of the young, of showing films in diffused light and in daylight.

The Council of the League asked the Secretary-General to call the attention of the Governments to these recommendations and to forward to them the report of the Child Welfare Committee on its fourth session.

The Committee, to whom the Council had referred a scheme for setting up an International Educational Cinematographic Institute at Rome, examined the draft statutes submitted to it.

After examining the report on the enquiry into juvenile courts conducted by the International Prison Commission, the Committee appointed three Rapporteurs to submit proposals, after consulting the International Prison Commission, regarding the form in which an enquiry into the different auxiliary services of juvenile courts could be pursued.

The Committee decided to keep the question of illegitimate children on its agenda and requested the Secretariat to complete its report on the legislation in the different countries. It also considered various other questions, such as blind children, recreation, family allowances, alcoholism and feeble-minded children, with a view to subsequent investigations or studies.

The Child Welfare Committee formed from among its members a Legal Sub-Committee, which at the fourth session, arranged the order of its future work. The questions entrusted to this Sub-Committee seem to me to be most important and I am sure the Fifth Committee will wish to place on record its hope that the Legal Sub-Committee may diligently go forward with the work allotted to it.

Lastly, the Committee considered the best way of using the gift of \$5,000, so generously offered in 1925 by the American Social Hygiene Association and decided that the money can be most usefully employed in studying the problem of the child whose environment is bad or who is exposed to moral and social danger. It decided to conduct a preliminary enquiry in seven or eight countries.

Together with the Committee on the Traffic in Women and Children, it formed a Joint Committee to enquire into the question of the legal age of marriage; the Joint Committee's recommendation on this question was forwarded to the various Governments after receiving the approval of the Council.

The Child Welfare Committee has commendably endeavoured to narrow its field of action and concentrate on a small number of important questions, and I think it should be encouraged to persevere in this direction.

I shall close this report by appealing to the Fifth Committee to give its wholehearted support to the work of the Child Welfare Committee and by asking it to include the following resolutions in its report to the Assembly :

“ The Fifth Committee notes the report submitted by the Child Welfare Committee, thanks it for the work it has accomplished and requests it to go forward along the lines described in the report on its fourth session.

“ The Fifth Committee, remembering that, at its first meeting in 1925 and at all its later meetings, the Child Welfare Committee has made a study of the various factors involved in the question of the cinematograph in relation to children, is glad to see that the Committee will be represented by at least one member on the Governing Body of the International Educational Cinematographic Institute. It requests the Child Welfare Committee to keep in close touch with the Institute.

“ The Fifth Committee attaches particular importance to the work of the Child Welfare Committee's Legal Sub-Committee and requests the latter diligently to pursue its efforts in this direction.”

ANNEX 1a.

A.V.5.1928.

WORK OF THE CHILD WELFARE COMMITTEE DURING ITS FOURTH SESSION.

AMENDED DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY
MR. DANDURAND (CANADA).

The Fifth Committee, having taken note of the report of the Child Welfare Committee on the work of its fourth session, expresses to that Committee its appreciation of the work it has accomplished.

The Child Welfare Committee resumed its enquiry into the effects of the cinematograph on children and confirmed the recommendations it had adopted in 1926, and recommended that the attention of every country should be drawn to the advisability, from the point of view of the moral and physical welfare of the young, of showing films in diffused light and in daylight. The Council of the League asked the Secretary-General to call the attention of the Governments to these recommendations when forwarding to them the report of the Child Welfare Committee on its fourth session.

The Committee, to whom the Council had referred a scheme for setting up an International Educational Cinematographic Institute at Rome, examined the draft statutes submitted to it.

When discussing the report of the Child Welfare Committee, the Fifth Committee evinced particular interest in the enquiry into the relation of the cinematograph to child welfare. In view of the influence exerted by the film on the development of the young, several delegates considered that women should be represented on the Governing Body of the International Educational Cinematographic Institute, and that care should be taken to secure representation for the views of Asiatic countries on that Body.

The examination of the report on the enquiry into juvenile courts conducted by the International Prison Commission was placed on the agenda of the fourth session of the Child Welfare Committee, and the Committee eventually appointed three Rapporteurs to submit proposals, after consulting the International Prison Commission, regarding the form in which an enquiry into the different auxiliary services of juvenile courts could be pursued.

The Committee also decided to keep the question of illegitimate children on its agenda and requested the Secretariat to complete its report on the legislation on that subject in the different countries. It also considered various other questions, such as blind children, recreation, family allowances, alcoholism and feeble-minded children, with a view to subsequent investigations or studies.

The Child Welfare Committee formed from among its members a Legal Sub-Committee, which, at the fourth session, arranged the order of its future work. The questions entrusted to this Sub-Committee seem most important and the Fifth Committee wishes to place on record its hope that the Legal Sub-Committee may diligently go forward with the work allotted to it.

Lastly, the Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association, and decided that the money can be most usefully employed in studying the problem of the child whose environment is bad or who is exposed to moral and social danger. It decided to conduct a preliminary enquiry in seven or eight countries.

Together with the Committee on the Traffic in Women and Children, it formed a Joint Committee to enquire into the legal age of marriage; the Joint Committee's recommendation on this question was forwarded to the various Governments after receiving the approval of the Council.

The Fifth Committee wishes to place on record the fact that the Child Welfare Committee has commendably endeavoured to narrow its field of action and concentrate on a small number of important questions, and is of the opinion that it should be definitely encouraged to persevere in this direction.

In closing this report, the Fifth Committee proposes the following resolutions to the Assembly :

“ The Assembly notes the report submitted by the Child Welfare Committee, thanks it for the work it has accomplished and requests it to go forward along the lines described in the report on its fourth session.

“ The Assembly, remembering that, at its first session in 1925 and at all its later sessions, the Child Welfare Committee has made a study of the various factors involved in the question of the cinematograph in relation to children, is glad to see that at least one member of the Committee will be represented on the Governing Body of the International Educational Cinematographic Institute. It requests the Child Welfare Committee to keep in close touch with the Institute.

“ The Assembly attaches particular importance to the work of the Child Welfare Committee's Legal Sub-Committee on the drawing up of :

“ (1) A preliminary draft convention for the repatriation of minors who have escaped from the authority of their parents or guardians ;

“ (2) A preliminary draft convention on the relief of minors of foreign nationality; this draft would be in the nature of a model to facilitate subsequent work on the question ;

“ (3) A preliminary draft convention on the execution of judgments relating to maintenance payable on behalf of children by persons responsible for their support who have deserted them and gone abroad.

“ The Assembly invites the Child Welfare Committee diligently to pursue its efforts in this direction. ”

ANNEX 2.

A.V.2.1928.

WORK OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE DURING ITS SEVENTH SESSION.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY MME. HAINARI (FINLAND).

The seventh session of the Traffic in Women and Children Committee was held at Geneva from April 25th to 30th, 1928, and was presided over by His Excellency M. Regnault, delegate of France.

It will be remembered that, at its previous session, the Committee devoted considerable time to the consideration of the report of the Special Body of Experts. This year the Committee examined Part II of the report and paid a tribute to the valuable work accomplished by the investigators. It proposed that the Governments and voluntary organisations should be invited to send to the League such additional information as they might have on the subject of the enquiry. The question of continuing the enquiry was also discussed. The Committee was unanimously of the opinion that the enquiry of the Experts should be continued, and as it was felt that the nature and scope of the enquiry required further consideration, it proposed to put this subject on the agenda of its 1929 session.

I feel sure that the Fifth Committee will follow this question with great interest and keep in mind the importance of the enquiry being extended in whatever way may be found possible.

My colleagues will also remember that the Assembly at its eighth ordinary session adopted a resolution requesting the Traffic in Women and Children Committee to examine as soon as possible the desirability of recommending to all Governments the abolition of the system of licensed houses. During its last session, the Committee discussed this question and passed a resolution expressing the hope that the Governments of all those countries which still retain the licensed-house system will investigate the question as soon as possible in the light of the report made by the Body of Experts. In order to facilitate this investigation, the Committee asked the Secretariat to make a study of the laws and regulations in force in those countries where the system has been abolished.

The Fifth Committee, which has always shown great interest in this matter, will be anxious to learn the results of this study, which can only be undertaken with the help of the various Governments which have been asked to furnish the Secretariat with the necessary information.

Discussion in the Committee showed that it was necessary to adopt stricter measures against *souteneurs* in order to put a stop to their operations, which are among the main causes of the traffic in women. The Committee therefore requested the Secretariat to submit at its next session a concise study of the laws and penalties relating to the *souteneur*.

The Committee occupied itself with the dangers to which a particular class of person is exposed, *i.e.*, music-hall and similar artistes travelling abroad. It was decided to consult Governments on certain points connected with the conditions of employment for these young artistes and a questionnaire was drafted for this purpose. The Committee decided to ask the International Labour Office to consult some of the principal professional organisations and ask them to furnish their observations upon the different subjects dealt with in the questionnaire.

The subject of obscene publications will be dealt with at greater length during the next session of the Committee. It will then consider the question of the desirability of calling a further Conference to deal with the matter, as provided for in Article 16 of the Convention of 1923 for the Suppression of Obscene Publications ; the Committee decided to suggest to the Council that the time had not yet come for such a step.

The report of the Committee was considered by the Council on June 5th, 1928. The Council took note of the report of the Traffic in Women and Children Committee on the work of its seventh session, and approved the resolutions contained therein. The Secretary-General was instructed to take the necessary action arising from the report.

ANNEX 2a.

A.V.10.1928. •

WORK OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE DURING ITS SEVENTH SESSION.

AMENDED DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY
MME. HAINARI (FINLAND).

The Fifth Committee has considered the report on the work of the seventh session of the Traffic in Women and Children Committee. It takes note of the fact that the Council, during its June session, approved the resolutions contained in this report and instructed the Secretary-General to take the necessary action arising therefrom.

The Traffic in Women and Children Committee devoted considerable time, during its seventh session, to the consideration of Part II of the report of the Special Body of Experts. It proposed that the Governments and voluntary organisations should be invited to send to the League such additional information as they might have on the subject of the enquiry. The question of continuing the enquiry was also discussed; the Committee was unanimously of the opinion that the enquiry of the Experts should be continued, and the Fifth Committee agrees with this view.

The Assembly at its eighth ordinary session adopted a resolution requesting the Traffic in Women and Children Committee to examine as soon as possible the desirability of recommending to all Governments the abolition of the system of licensed houses. During its last session, the Committee discussed this question and passed a resolution expressing the hope that the Governments of those countries which still retain the system of licensed houses would examine the question in the light of the report made by the Body of Experts. In order to facilitate this examination, the Secretariat was asked to make a study of the laws and regulations in force in those countries where the system has been abolished. Various delegates from such countries on the Fifth Committee informed their colleagues of the experiences gained in this respect; they were unanimous in stating that experience had shown that the policy of abolition had been attended with nothing but good results.

The Fifth Committee agrees with the Advisory Committee as to the necessity of adopting stricter measures against *souteneurs* in order to put a stop to their operations, which are among the main causes of the traffic in women. The Fifth Committee therefore noted with satisfaction that the Secretariat has been requested to prepare a concise study of the laws and penalties relating to the *souteneur*.

The Fifth Committee also expresses its satisfaction with the fact that the Advisory Committee has taken up the question of the dangers to which music-hall and similar artistes are exposed when travelling abroad.

Note was taken of the decision relating to the subject of obscene publications, namely, that the question of calling a further Conference to deal with the matter will be considered at the next session of the Advisory Committee.

The Fifth Committee once more draws attention to the necessity of the employment of women police in order to combat the traffic, and to the good work women police can perform in protecting the morals of young people. A resolution was adopted on this subject.

The Fifth Committee has the honour to submit the following resolutions to the Assembly :

I. " The Assembly takes note of the report of the Traffic in Women and Children Committee, thanks the Committee for the good work it has accomplished and expresses the hope that this work will be continued along the same lines."

II. " The Assembly takes note of the Second Part of the Experts' Report published November 1927, and expresses its appreciation of the splendid work done by the Special Body of Experts and their helpers. It expresses the hope that it will be possible to extend the investigations to countries where no investigation has taken place before."

III. " The Assembly notes with satisfaction that the Advisory Committee has examined the resolution passed by the Assembly at its eighth ordinary session as to ' the desirability of recommending to all Governments the abolition of licensed houses ' and it supports the Advisory Committee's request that the Governments of all those countries which still retain the licensed-house system will investigate the question as soon as possible in the light of the report made by the Body of Experts."

IV. " The Assembly desires to call attention to the great importance of the employment of women police as a preventive measure."

ANNEX 3.

A.V.3.1928.

WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS DURING ITS TENTH AND ELEVENTH SESSIONS.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY DR. CHODZKO (POLAND).

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has held two sessions since the last meeting of the Assembly, namely the tenth (extraordinary) session, held from September 28th to October 8th, 1927, and the eleventh session, held from April 12th to 27th, 1928.

The tenth (extraordinary) session was convened by the Chairman, then Sir John Campbell (India), in virtue of the discretion conferred upon him by the resolution of the Council dated March 21th, 1927. The primary object of the session was to consider the question of the illicit traffic, but advantage was taken of the opportunity presented to discuss various cognate questions, and to deal with certain questions which had been referred to the Committee by the Council.

Amongst these was the question of the ratification by the Swedish Government of the Geneva Convention of 1925, subject to a reservation regarding Article 6 (c), requiring chemists, among others, to enter in their books all the sales and other distributions of certain narcotic drugs, unless they should adopt the alternative course which is provided for by the Convention, of filing and preserving the relevant medical prescriptions.

The Committee felt that it would be undesirable for it to pronounce a definite opinion on the point at issue and recommended to the Council that a copy of the section of its report dealing with this question, together with copies of the relevant Minutes of the meetings, should be forwarded to the Swedish Government officially, and, as the Norwegian Government had made it known unofficially that it felt difficulties similar to those experienced by Sweden, the Committee thought that the document mentioned should be communicated unofficially to the Norwegian Government in order that both the Governments in question should be informed of the general trend of the discussion which had taken place in the Committee.

With a view to combating the illicit traffic, M. Cavazzoni, the representative of Italy on the Committee, presented to the Committee for its consideration a memorandum containing an elaborate scheme for the control of the drug traffic. The Committee felt that the moment was opportune for a general examination of the question of the best methods of ensuring administrative control over the drug traffic and for the preparation of a report on the subject. A Sub-Committee was therefore appointed to undertake this work, including a detailed study of M. Cavazzoni's memorandum.

The Committee discussed at great length the ways and means of combating effectively the illicit traffic. With a view to rendering any form of clandestine and illicit traffic impossible, the Committee adopted a resolution requesting the Council to urge as insistently as possible upon all Governments Members of the League and parties to the Opium Convention that all factories manufacturing dangerous drugs should either be State-owned or placed under effective Government supervision. Under either system the Governments would at least :

- (1) Regulate and require an accurate accounting of all internal traffic, including the purchase of raw materials, manufacture, sales, distribution, storage ;
- (2) Strictly control the issue and possession of licences or authorisations for the manufacture, sale, distribution and storage of the drugs ;
- (3) Adopt and rigidly enforce the import and export certificate system ;
- (4) Strictly control the export of dangerous drugs to any country which does not enforce the import and export certificate system. Where this system is not in force in the importing country, the Government of the exporting country must satisfy itself, beyond reasonable doubt, that the demand is for legitimate purposes only. This precaution is particularly important, since the readiest route which the illicit traffic can follow is through those countries which do not enforce the import and export certificate system. It is recognised that this will present various difficulties until the Central Board has been constituted ; but it is imperative that such control should be exercised, as far as that is practicable, by the exporting countries until the Central Board begins to function. Experience in certain countries has shown that, even in present circumstances, a large measure of effective control can in fact be exercised in such cases.

Another resolution was passed asking Governments to give all information as to the manner in which narcotic substances which have been seized are dealt with, in order that the Committee might be in a position to form an accurate idea as to the traffic.

The report of the tenth (extraordinary) session of the Committee was examined by the Council during its meeting held in December 1927, and the Secretary-General was instructed to take the necessary action in order to give effect to the resolutions adopted by the Committee. During the discussion which took place, the representative of Italy called attention to the establishment of the Central Board, as provided for in the Geneva Convention of 1925. He suggested that the Secretariat of the Central Board ought to form part of the Social Section of the League of Nations Secretariat. This question was referred to the Advisory Committee for examination, and was dealt with at the eleventh session of the Committee, which was held in April of this year, and presided over by Dr. Carrière (Switzerland).

The Committee adopted by a majority a resolution stating that the Italian delegate's proposal that the Secretariat of the Central Board should form an integral part of the Secretariat of the League was in complete agreement with the stipulations of Article 20 of the Opium Convention of 1925, whereby the Secretary-General of the League of Nations is requested to provide for the control of the staff in administrative matters. The resolution further contained a statement that the proposal did not in any way affect the right which is conferred on the Central Board to nominate the members of its staff, who will be appointed by the Secretary-General subject to the approval of the Council.

The question of the Swedish reservation was also touched upon during the eleventh session. The Swedish Government had informed the Secretary-General that, after careful consideration of the discussion which had taken place during the tenth session of the Opium Committee, its apprehensions were not entirely dispelled, and it could not, therefore, see its way to make any definite examination of the question of Sweden's accession to the Convention until it knew whether its reservation would be accepted. The Committee concluded from this communication that the Swedish Government was not prepared to withdraw its reservation. It therefore considered whether the Council should be advised or not to accept it. A resolution was adopted pointing out that the Convention allows two alternatives: the registration by the pharmacist of the details of the supply of the drug or the retention by the pharmacist of the prescription; that the difficulties in the way of registration were not, in the Committee's opinion, such as to justify a reservation on the point, and that the Committee deprecated the acceptance of the Swedish reservation.

The Committee noted with satisfaction the steps taken by the Persian Government to limit opium-poppy cultivation in Persia.

It appears from the documents submitted to the Committee that the position with regard to the illicit traffic is still highly unsatisfactory; that the manufacture of harmful drugs goes on unrestricted and, in fact is increasing; that new methods of manufacture are rendering the supervision of manufacture more and more illusory. The situation is therefore extremely serious, if not alarming. The Committee thought that the attention of Governments should be drawn to the necessity of inflicting on traffickers heavy penalties, and that the courts everywhere should energetically associate themselves with the action of the administrative authorities. A resolution was adopted emphasising the urgent necessity for:

(a) The immediate ratification and enforcement by all States Members of the League of the Geneva Convention of 1925;

(b) The adoption and strict application of the other measures which have been recommended by the Committee from time to time, and in particular the following:

(i) Withdrawal of the licence to manufacture or trade in the drugs from any firm if there is sufficient evidence to show that the firm is engaged in or is knowingly supplying drugs for the illicit traffic;

(ii) Strict control over exports to countries not exercising adequate supervision over the trade in the drugs, and the rigid limitation of such exports to the quantities that may reasonably be required for medical purposes in the country itself;

(iii) Immediate communication of the fullest particulars relating to any important seizures of smuggled drugs to the Governments of any countries in which the persons connected with the transaction may be or may have been residing at the time or in which any part of the transaction may have taken place;

(iv) Immediate and full investigation by the Government on the receipt of particulars of such a transaction, whether directly or from the League;

(v) Exercise of an adequate control by every Government to ensure as far as possible that its territories shall not be used for the transit or transshipment of consignments of drugs (whether declared as such or not) for the illicit traffic;

(vi) Provision in each country's national law of severe penalties for persons convicted of organising the smuggling of drugs whether into that or into other countries.

In order to facilitate the efforts of each individual Government to stamp out the illicit traffic, the Committee once more insisted upon the necessity of full co-operation; Governments were recommended to supply each other with all particulars necessary for enquiries with regard to persons implicated in smuggling offences, and to communicate to each other, whenever this was recognised as essential, copies of telegrams relating to the transactions of smugglers.

As regards the situation in China, I wish to draw my colleagues' attention to the fact that the British Government has decided to withdraw its protection, and withhold the right to fly the British flag, from any vessel proved to have been engaged in smuggling in the navigable waterways of China. I think we may congratulate the British Government on its important decision.

The Committee was very much concerned at the efforts of certain manufacturers to find substitutes for morphine since this alkaloid was made subject to control. One of these substitutes is benzoylmorphine, which is already manufactured in comparatively large quantities and has been shown to possess all the properties of a drug of addiction. Moreover, the morphine contained in the benzoylmorphine can readily be recovered, and hence quantities of morphine which will escape supervision can be put on the market. In addition to benzoylmorphine there is a whole series of other morphine "esters", i.e., combinations of morphine with an organic acid having the same properties. The danger of this situation is obvious. The Committee therefore thought it necessary to consider the possibility of applying Article 10 of the Geneva Convention to all these products. As, however, the procedure laid down under this article would still require a certain amount of time, the Committee adopted a resolution requesting the Council to draw the attention of Governments to the necessity of placing benzoylmorphine, and possibly other similar substances, under control forthwith.

These constant and unremitting efforts are the outstanding feature of the present phase of the drug problem. On the other hand, the efforts made by the signatory countries are wanting in vigour, intermittent and not sufficiently drastic to meet the present situation. I think it necessary, therefore, to lay special stress on the importance of the Cavazzoni proposals which provide an effective system of supervision.

I would like to ask my colleagues to devote their attention to this question, and impress upon their respective Governments the necessity for dealing immediately with the situation with which we are faced, in view of the constant efforts of the persons concerned to circumvent all laws and regulations promulgated by countries which have signed the Conventions.

Paragraph 14 (d) of the Hague Convention stipulates that the laws and regulations respecting the manufacture and sale of morphine shall apply also to all new derivatives of morphine or its salts and to every other opium alkaloid liable to similar abuse and productive of like ill-effects.

But it is mainly to paragraph 9 of the 1912 Convention and article 5 of the 1925 Convention, concerning the limitation of manufactures, that the attention of the various Governments should be drawn.

The Committee has noted with keen interest a communication stating that the Spanish Government had decided to institute a monopoly system for the trade in drugs. We may further note, with great satisfaction, that this question was settled by a law passed on May 5th last.

As I have already mentioned, a Sub-Committee was appointed during the tenth session to consider the whole question of administrative control. For this purpose, it was furnished with a great deal of material received from a number of countries, which was studied at the same time as the memorandum submitted by M. Cavazzoni. The Sub-Committee selected from this memorandum, and from the information placed at its disposal regarding the systems in force in the various countries, the provisions which it considered sound or which had proved valuable in practice. These provisions were embodied in a standard set of regulations or code for the supervision of the traffic in narcotics. This code is appended to the Committee's report to the Council, and I feel sure that it will prove of great value to the Governments, which will in this code find many useful suggestions for handling the difficult and serious questions of controlling the drug traffic.

I should also, I think, draw your attention to certain very interesting proposals for the limitation of the manufacture of drugs transmitted by the Government of the United States of America to the League of Nations through the Netherlands Government and published by the Secretariat of the League. This document was submitted to the Advisory Committee at its eleventh session, and it was decided to postpone the examination of these proposals until the Committee's next session.

The report on the work of the eleventh session of the Advisory Committee was examined by the Council at its June session, and the Secretary-General was instructed to take action on the resolutions contained therein.

At its meeting on August 31st, the Council took note of the coming into force of the Geneva Convention on the 25th of this month.

Although I have felt obliged to emphasise the seriousness of the present situation as regards the danger of drug addiction, I may conclude my report by pointing to a few bright spots on the very dark horizon. In the first place, we have the new Spanish law on the control of drugs, and also the Cavazzoni proposals and the American scheme for limiting the manufacture of dangerous drugs. I should also mention the code prepared by the Advisory Committee, which may prove to be of considerable help to the various Governments.

Governments should not treat the Advisory Opium Committee of the League of Nations as a scapegoat and adopt the convenient attitude of observers of its endeavours which are unfortunately not always crowned with success — since these efforts are the result of a fervent desire to succeed and to deliver humanity from an evil which dishonours it and is leading it to its ruin.

I propose to the Fifth Committee the adoption of the following resolution :

" The Fifth Committee notes with approval the reports of the Advisory Committee on Traffic in Opium and other Dangerous Drugs on the work of its tenth and eleventh sessions, together with the resolutions contained therein."

ANNEX 3a.

A.V. 14.1928

WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS DURING ITS TENTH AND ELEVENTH SESSIONS.

AMENDED DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY DR. CHOŹZKO (POLAND).

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has held two sessions since the last meeting of the Assembly, namely the tenth (extraordinary) session, held from September 28th to October 8th, 1927, and the eleventh session, held from April 12th to 27th, 1928.

The tenth (extraordinary) session was convened by the Chairman, then Sir John Campbell (India), in virtue of the discretion conferred upon him by the resolution of the Council dated March 11th, 1927. The primary object of the session was to consider the question of the illicit traffic, but advantage was taken of the opportunity presented to discuss various cognate questions, and to deal with certain questions which had been referred to the Committee by the Council.

With a view to combating the illicit traffic, M. Cavazzoni, the representative of Italy on the Committee, presented to the Committee for its consideration a memorandum containing an elaborate scheme for the control of the drug traffic. The Committee felt that the moment was opportune for a general examination of the question of the best methods of ensuring administrative control over the drug traffic and for the preparation of a report on the subject.

A Sub-Committee was therefore appointed to consider the whole question of administrative control, including a detailed study of M. Cavazzoni's memorandum. As a result of the work of the Sub-Committee, a standard set of regulations or code for the supervision of the traffic in narcotics, embracing certain proposals put forward by M. Cavazzoni in his memorandum, was drawn up.

The Committee discussed at great length the ways and means of combating effectively the illicit traffic. With a view to rendering any form of clandestine and illicit traffic impossible, the Committee adopted a resolution requesting the Council to urge as insistently as possible upon all Governments Members of the League and parties to the Opium Convention that all factories manufacturing dangerous drugs should either be State-owned or placed under effective Government supervision. Under either system the Governments would at least :

- (1) Regulate and require an accurate accounting of all internal traffic, including the purchase of raw materials, manufacture, sales, distribution, storage ;
- (2) Strictly control the issue and possession of licences or authorisations for the manufacture, sale, distribution and storage of the drugs ;
- (3) Adopt and rigidly enforce the import and export certificate system ;
- (4) Strictly control the export of dangerous drugs to any country which does not enforce the import and export certificate system. Where this system is not in force in the importing country, the Government of the exporting country must satisfy itself, beyond reasonable doubt, that the demand is for legitimate purposes only. This precaution is particularly important, since the readiest route which the illicit traffic can follow is through those countries which do not enforce the import and export certificate system. It is recognised that this will present various difficulties until the Central Board has been constituted ; but it is imperative that such control should be exercised, as far as that is practicable, by the exporting countries until the Central Board begins to function. Experience in certain countries has shown that, even in present circumstances, a large measure of effective control can in fact be exercised in such cases.

Another resolution was passed asking Governments to give all information as to the manner in which narcotic substances which have been seized are dealt with, in order that the Committee might be in a position to form an accurate idea as to the traffic.

The report of the tenth (extraordinary) session of the Committee was examined by the Council during its meeting held in December 1927, and the Secretary-General was instructed to take the necessary action in order to give effect to the resolutions adopted by the Committee. During the discussion which took place, the representative of Italy called attention to the establishment of the Central Board, as provided for in the Geneva Convention of 1925. He suggested that the Secretariat of the Central Board ought to form part of the Social Section of the League of Nations Secretariat. This question was referred to the Advisory Committee for examination, and was dealt with at the eleventh session of the Committee, which was held in April of this year, and presided over by Dr. Carrière (Switzerland).

Two opposite opinions were expressed on this point. On the one hand, M. Cavazzoni held that, in virtue of Article 23 of the Covenant, which entrusts the League with the supervision over the traffic in opium and dangerous drugs, it is not permissible to create an organisation independent of the League of Nations and the Secretariat. On the other hand, it was pointed out that

M. Scialoja's proposal was not in conformity with Article 20 of the Geneva Convention, and that, while Article 23 of the Covenant entrusts the League with the supervision over the traffic in opium, this supervision should be exercised in accordance with the stipulations of the Conventions in force.

The Committee adopted by a majority a resolution stating that the Italian delegate's proposal that the Secretariat of the Central Board should form an integral part of the Secretariat of the League was in complete agreement with the stipulations of Article 20 of the Opium Convention of 1925, whereby the Secretary-General of the League of Nations is requested to provide for the control of the staff in administrative matters. The resolution further contained a statement that the proposal did not in any way affect the right which is conferred on the Central Board to nominate the members of its staff, who will be appointed by the Secretary-General subject to the approval of the Council.

The Committee noted with satisfaction the steps taken by the Persian Government to limit opium-poppy cultivation in Persia.

It appears from the documents submitted to the Committee that the position with regard to the illicit traffic is still highly unsatisfactory; that the manufacture of harmful drugs continues greatly in excess of the legitimate requirements, and that new methods of manufacture are rendering the supervision of the international traffic increasingly difficult. The situation is therefore extremely serious, if not alarming. The Committee thought that the attention of Governments should again be drawn to the various measures which the Committee had most earnestly recommended.

In order to facilitate the efforts of each individual Government to stamp out the illicit traffic, the Committee once more insisted upon the necessity of full co-operation; Governments were recommended to supply each other with all particulars necessary for enquiries with regard to persons implicated in smuggling offences, and to communicate to each other, whenever this was recognised as essential, copies of telegrams relating to the transactions of smugglers.

As regards the situation in China, I wish to draw my colleagues' attention to the fact that the British Government has decided to withdraw its protection, and withhold the right to fly the British flag, from any vessel proved to have been engaged in smuggling in the navigable waterways of China. I think we may congratulate the British Government on its important decision.

The Committee was very much concerned at the efforts of certain manufacturers to find substitutes for morphine since this alkaloid was made subject to control. One of these substitutes is benzoylmorphine, which is already manufactured in comparatively large quantities and has been shown to possess all the properties of a drug of addiction. Moreover, the morphine contained in the benzoylmorphine can readily be recovered, and hence quantities of morphine which will escape supervision can be put on the market. In addition to benzoylmorphine there is a whole series of other morphine "esters", i.e., combinations of morphine with an organic acid having the same properties. The danger of this situation is obvious. The Committee therefore thought it necessary to consider the possibility of applying Article 10 of the Geneva Convention to all these products. As, however, the procedure laid down under this article would still require a certain amount of time, the Committee adopted a resolution requesting the Council to draw the attention of Governments to the necessity of placing benzoylmorphine, and possibly other similar substances, under control forthwith.

In answer to a question asked by the representative of New Zealand, a statement was made to the effect that twenty-seven Governments had replied to the request made to the Governments for the inclusion of eucodal and dicodide under the Convention. The efforts made by a number of the signatory countries are wanting in vigour, intermittent and not sufficiently drastic to meet the present situation.

The Fifth Committee urges the delegates to devote their attention to this question and impress upon their respective Governments the necessity for dealing immediately with the situation with which we are faced, in view of the constant efforts of the persons concerned to circumvent all laws and regulations promulgated by countries which have signed the Conventions.

Paragraph 14 (d) of the Hague Convention stipulates that the laws and regulations respecting the manufacture and sale of morphine shall apply also to all new derivatives of morphine or its salts and to every other opium alkaloid liable to similar abuse and productive of like ill-effects.

But it is mainly to paragraph 9 of the 1912 Convention and Article 5 of the 1925 Convention, concerning the limitation of manufactures, that the attention of the various Governments should be drawn.

The Committee has noted with keen interest a communication stating that the Spanish Government had decided to institute a monopoly system for the trade in drugs. We may further note, with great satisfaction, that this question was settled by a law passed on May 5th last.

A further scheme for the limitation of the manufacture of drugs was transmitted by the Government of the United States of America to the League of Nations through the Netherlands Government, and was circulated to the members of the Committee. It will be examined at its next meeting.

However, in view of the enormous difficulties which are met with in the really effective fight against the illicit traffic, the limitation of the manufacture of these drugs aimed at by the various systems and schemes examined by the Advisory Committee in the course of last year must be taken into consideration.

The Committee will no doubt follow with the greatest interest the experience gained by the Spanish Government since the coming into force of its new Drug Act.

The report on the work of the eleventh session of the Advisory Committee was examined by the Council at its June session, and the Secretary-General was instructed to take action on the resolutions contained therein.

At the present moment, it seems to the Committee that the most important new fact is the coming into force of the Convention. There are now twenty-nine parties to this Convention.

It appeared also, according to statements made by the delegates of Estonia, Hungary, Italy, Norway and the Kingdom of the Serbs, Croats and Slovenes, that additional ratifications may shortly be expected.

It is thought that this Convention, if strictly applied, should prove a powerful instrument in the suppression of the traffic. Then, again, the Fifth Committee draws attention to the code previously mentioned, which is based on the experiences of the manufacturing countries. • •

I propose to the Fifth Committee the adoption of the following resolution :

“ The Fifth Committee notes with approval the reports of the Advisory Committee on Traffic in Opium and other Dangerous Drugs on the work of its tenth and eleventh sessions, together with the resolutions contained therein.”

ANNEX 4.

A.V.11.1928.

CONTROL OF OPIUM-SMOKING IN THE FAR EAST : PROPOSAL BY THE BRITISH GOVERNMENT FOR A COMMISSION OF ENQUIRY.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED
BY DAME EDITH LYTTETON (BRITISH EMPIRE).

The proposal of the British Government which is before the Fifth Committee is explained in the printed memorandum A.40 which has been circulated to the members of the Committee. It will not be necessary therefore for me as Rapporteur to do more than summarise very briefly the nature of the proposal and the reasons for it. The proposal has arisen out of the difficulties with which the British Government find themselves confronted in the attempt to carry out the undertaking into which they have entered in the Hague Convention in regard to the suppression of the practice of the smoking of opium. That undertaking was “ to take measures for the gradual and effective suppression of the use of prepared opium, with due regard to the varying circumstances of each country concerned ”.

The difficulties arise from the existence of a large illicit traffic in opium in the Far East, which nullifies the efforts of the Governments concerned to control and restrict the consumption.

These difficulties existed already in 1924-25, when the first Geneva Conference was held. Since that Conference they have not diminished but have actually increased. The memorandum refers specially to the difficulties experienced in Hong-Kong, where the Government of the colony estimates the consumption of illicit opium to be many times that of the Government monopoly opium, but the difficulties are considerable also in Malaya, and it would appear from the proceedings of the Opium Advisory Committee of the League that other Governments experience the same difficulties.

The British Government state that they have proceeded with the measures agreed upon by the Conference of 1924-25, but the present situation appears to them to be such as to call for a fresh examination and review on the spot, especially in view of the fact that, under the terms of the agreement of the first Geneva Conference, a further Conference is due to be held not later than next year.

Their proposal, therefore, is that a perfectly independent Commission of Enquiry should be appointed by the League of Nations to which is entrusted by the Covenant the supervision of the traffic.

In view of the many controversies in the past which have surrounded this subject, it is, in the opinion of the British Government, most desirable that an unbiased statement of the actual position should be laid before the world, so that an exact and just appreciation of the situation may be made possible. They also think and hope that such a Commission covering the whole field may be in a position, as the result of its enquiries, to make valuable suggestions as to the measures to be adopted in the present circumstances, and that the enquiry should provide material on which the next Conference would be able to base its work.

It will be seen that the proposal of the British Government is for an enquiry directed to a definite question, viz., the ascertainment of the actual position at the present time in regard to the control over the smoking of opium, the difficulties encountered and the possible means of remedying them. An enquiry of this definite and practical character would, in the view of the British Government, be one which would not impose too heavy a task, and which could be completed within a reasonable time, and they hold the view that its results would be of great value to the League in exercising the supervision entrusted to it by the Covenant, as well as to the Governments concerned.

The British Government's request has reference in the first place to the British possessions, but they considered it proper to communicate their intention to the other Governments concerned and to invite them to associate themselves with the proposal. The representatives of those Powers will no doubt place their views fully before the Fifth Committee. The first delegate of Siam, whose absence we all so greatly regret, has desired me to say here, what he has already stated to the Council, that the Siamese Government fully supports the proposal.

It is not necessary for me, as Rapporteur, to say anything about the constitution of or arrangements for the Commission except that its members would naturally be persons selected by the Council as being absolutely impartial and independent, but the precedent of the Commission which was sent by the League to Persia two or three years ago to enquire into the opium situation there will be useful as a guide in this connection.

If the Fifth Committee approves the proposal of the British Government, I will suggest the adoption of the following resolution :

“ That the Assembly recommends the Council to appoint a Commission of . . . persons to enquire into and report upon the situation in the . . . as regards the use of opium prepared for smoking; the measures taken by the Governments concerned to give effect to the obligations undertaken in Chapter II of the Hague Opium Convention of 1912 and in the Geneva Opium Agreement of February 1925 ; the nature and extent of the illicit traffic in opium in the Far East and the difficulties which it causes to the fulfilment of those obligations ; and to suggest what action should in the circumstances be taken by the Governments concerned and by the League of Nations.”

ANNEX 4a.

A.V.25.1928.

CONTROL OF OPIUM-SMOKING IN THE FAR EAST : PROPOSAL BY THE BRITISH
GOVERNMENT FOR A COMMISSION OF ENQUIRY.

AMENDED DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED
BY DAME EDITH LYTTTELTON (BRITISH EMPIRE).

The Fifth Committee has considered the proposal of the British Government which was referred to the Assembly by the Council (see League document A.40) that the League should send a small Commission to the Far East to study on the spot the problem of the control of the practice of opium-smoking under the conditions existing at the present time. The proposal has arisen out of the difficulties with which the British Government find themselves confronted in the attempt to carry out the undertaking into which they have entered in the Hague Convention to take measures for the gradual and effective suppression of the use of prepared opium, with due regard to the varying circumstances of each country concerned ”.

The British memorandum explains in detail the nature of these difficulties, which arise from the existence of a large illicit traffic in opium in the Far East, and hamper or even nullify the efforts of the Governments concerned to control and restrict the consumption.

These difficulties existed already in 1924-25, when the first Geneva Conference was held. Since that Conference they have not diminished but have actually increased. The memorandum refers specially to the difficulties experienced in Hong-Kong, where the Government of the colony estimates the consumption of illicit opium to be many times that of the Government monopoly opium, but the difficulties are considerable also in Malaya, and it would appear from the proceedings of the Opium Advisory Committee of the League that other Governments experience similar difficulties.

The British Government state that they have proceeded with the measures agreed upon by the Conference of 1924-25, but the present situation appears to them to be such as to call for a fresh examination and review on the spot, especially in view of the fact that, under the terms of the agreement of the first Geneva Conference, a further Conference is due to be held not later than next year.

In view of the many controversies in the past which have surrounded this subject, the British Government suggest that it is most desirable that an unbiased statement of the actual position made by a perfectly independent Commission appointed by the League, to which is entrusted by the Covenant the supervision of the traffic, should be laid before the world. Such a commission might, further, be able, as the result of its enquiries, to make valuable suggestions as to the measures to be adopted in the present circumstances. The enquiry would thus provide the material on which the next Conference would be able to base its work.

The British Government's request had reference primarily to the situation in the British possessions, but the principle of such an enquiry has been accepted also by the other Governments which are parties to Chapter II of the Hague Convention and the Geneva Agreement of 1925.

A suggestion was made in the course of the discussion that the enquiry should be extended to the opium situation in China, but this proposal was only assented to by the representative of China on the condition that the enquiry should be extended to all the countries in the world which manufacture dangerous drugs or which produce the raw material for such manufacture. He called attention to the great danger to the Chinese people which is caused by the smuggling of such drugs into China on a large scale. The Fifth Committee, while appreciating and sympathising with the point of view of the Chinese Government, felt that it would be impossible to propose to the Assembly such an extension of the enquiry, for two main reasons. In the first place, an investigation into production and manufacture would enormously extend the scope of the enquiry and would in fact necessitate the appointment of a special commission or commissions of a different character. In the second place, the control of the manufacture of and trade in dangerous drugs has been dealt with in the Geneva Convention of 1925, which comes into force on the 25th of this month, and which contains new and much stricter provisions designed to strengthen that control. It seemed to the Fifth Committee desirable to await the results of these new provisions before taking up the question of a further enquiry as regards dangerous drugs.

It should be added that a number of delegations, while not opposing the principle of the enquiry proposed by the British Government, felt considerable difficulty in voting for it in view of the present financial situation, and abstained on this ground from recording their vote.

The following resolution was adopted by thirteen votes, with one vote against and seventeen abstentions :

“ The Assembly recommends the Council to appoint a Commission of three persons to enquire into and report upon the situation in the Far Eastern territories of the Governments which agree to such an enquiry as regards the use of opium prepared for smoking ; the measures taken by the Governments concerned to give effect to the obligations undertaken in Chapter II of the Hague Opium Convention of 1912 and in the Geneva Opium Agreement of February 1925 ; the nature and extent of the illicit traffic in opium in the Far East and the difficulties which it causes to the fulfilment of those obligations ; and to suggest what action should in the circumstances be taken by the Governments concerned and by the League of Nations.

“ That the Assembly also expresses the hope that the Government of the United States will permit the Commission to visit the Philippines and inform itself of the experience of the system of prohibition in operation there.”

The Fifth Committee recommends to the Fourth Committee to make provision not exceeding 250,000 Swiss francs in the budget for the cost of the Commission to the Far East, after consultation with the representatives of the Governments agreeing to the enquiry as to the transport, accommodation and other facilities they would be prepared to provide for the Commission in their respective territories.

ANNEX 5.

A.V.15.1928.

CHILD WELFARE COMMITTEE.

BUDGET AS APPROVED BY THE CHILD WELFARE COMMITTEE AND THE SUPERVISORY COMMISSION.

	Estimates			Expenditure
	1929	1928	1927	1927
	Swiss Francs			
(a) Sessions of Sub-Committees.....	8,000	14,000	14,000	1,200
(b) Work of experts.....	10,000	16,000	16,000	2,524
(c) Printing and documentation.....	13,000	13,000	10,000	4,919
(d) Cables, telegrams, etc.....	500	1,000	1,000	42
(e) Miscellaneous petty expenses and unforeseen contingencies.....	500	1,000	4,000	100
Other social questions entrusted to the Section, and unforeseen contingencies.	500	1,000	2,000	240

ANNEX 6.

A.V.16.1928.

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

BUDGET AS APPROVED BY THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE AND THE SUPERVISORY COMMISSION.

	1929	Estimates		Expenditure
		1928	1927	1927
Swiss Francs				
(i) Sessions of the Committees.....	2,000	2,500	2,500	694
(ii) Suppression of Traffic in Women and Children :				
(a) Printing and documentation....	15,000	15,000	8,500	45,325
(b) Cables, telegrams, etc.....	500	1,000	1,000	448
(c) Miscellaneous petty expenses and unforeseen contingences.....	500	500	500	—

ANNEX 7.

A.V.17.1928.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

BUDGET AS APPROVED BY THE ADVISORY COMMITTEE AND THE SUPERVISORY COMMISSION.

	1929	Estimates		Expenditure
		1928	1927	1927
Swiss Francs				
(i) Sessions of the Advisory Committee.	10,000	8,500	10,000	8,552
(ii) Printing and documentation of the Committee	22,000	18,000	12,500	24,613
(iii) Cables, telegrams, etc.....	1,000	1,000	1,000	560
(iv) Miscellaneous petty expenses and unforeseen contingencies.....	500	500	500	—

ANNEX 8.

A.V.18.1928.

EXPENSES OF THE PERMANENT CENTRAL BOARD TO BE SET UP IN ACCORDANCE WITH ARTICLE 7 OF THE FINAL ACT OF THE CONVENTION DRAWN UP BY THE SECOND OPIUM CONFERENCE AND SIGNED ON FEBRUARY 19TH, 1925.

BUDGET ESTIMATES.

	Swiss Francs
1. Sessions of the Board :	
(a) Subsistence allowance for 60 days at the rate of 70 francs per day	33,600
(b) Travelling expenses of the members : six members from countries near the seat of the League at an average cost of 500 francs per journey for four meetings a year.....	12,000
One member will probably come from America : his travelling expenses will amount approximately to.....	f 9,000
One member will probably come from the Far East : his travelling expenses, probably two journeys a year, will amount approximately to.....	12,000
	33,000

	Swiss Francs
2. Secretariat of the Board :	
1 Member of Section, Category A.	25,000
1 Secretary shorthand typist.....	10,000
1 Copying typist.....	7,000
1 Statistician	8,000
Printing and general expenses.....	10,000
	60,000

ANNEX 9.

A.V.22.1928.

MEASURES IN FAVOUR OF RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN AND TURKISH REFUGEES.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY M. BASTID (FRANCE).

As their title indicates, the reports on the refugee question submitted this year to the Assembly do not, as in the past, concern Russian and Armenian refugees alone ; they also refer to other categories of refugees (Turkish, Assyrian, Assyro-Chaldean and refugees assimilated to them) to which the Council at its fiftieth session decided to extend the measures previously adopted on behalf of Russian and Armenian refugees.

The extension of these measures to these new categories of refugees, who in all can hardly number more than 29,000, does not appreciably affect the general policy of the work undertaken by the High Commissioner for Refugees.

Looking at this work as a whole, we cannot but be satisfied with the progress achieved in 1928. In spite of difficulties due to the general economic situation, over 7,000 refugees have this year been transferred to countries in which they have found work. Moreover, the settlement in the country and towns of over 7,000 Armenian refugees from the Aleppo, Alexandretta and Beirut camps is proceeding smoothly. We should also point out that these figures do not in any way represent the full results of official activity, since the competent services may claim credit for a large number of "invisible placings".

This does not mean, however, that our task is at an end. Though we are now a long way from the originally estimated figure of 1,300,000 indigent refugees, there nevertheless remain 200,000 refugees unemployed, though capable of work. In certain countries, particularly in Bulgaria, China, Syria and Czechoslovakia, very many refugees are in a most precarious situation. In some cases, indeed, the problem is an urgent one — for instance, in Turkey, from which 2,000 refugees will be obliged to emigrate before February 6th, 1929.

Apart from the problem of finding work for refugees, we should mention the progress achieved in the administrative and legal sphere. This very progress makes it desirable to organise the Refugee Service on more rational lines.

Each of these various aspects of the problem calls for the Assembly's consideration.

1. PROGRAMME OF REFUGEE SETTLEMENT.

The most urgent problem in 1929 will be the evacuation of the refugees from Constantinople : these refugees are living under the threat of a decree of expulsion in virtue of which the Turkish Government calls upon them to leave Turkish territory before February 6th, 1929. Thanks to a subsidy of \$100,000 granted by American philanthropic organisations, preparations are already being made to transfer the refugees still left in this town to countries where they will be able to obtain work. The refugees in question numbered, at the beginning of 1928, 2,500 ; 750 have already been evacuated. In view of the gravity of their situation, an appeal has been issued to the various Governments to authorise their consuls in Constantinople to waive the usual procedure and issue immigration visas without requiring refugees to prove that they will obtain immediate employment.

Considerable progress was made last year with the settlement of Armenian refugees in Syria ; 7,660 were taken from the Aleppo, Beirut and Alexandretta camps and settled elsewhere. The Armenian Advisory Committee attached to the League of Nations High Commission for Refugees has expressed its gratification at these results, and has tendered its thanks to the mandatory Power. The work will be proceeded with this year. The work that still remains to be accomplished is very considerable, since at least 40,000 refugees had to be settled. It may be hoped that the solutions contemplated by the Armenian Advisory Committee will help to expedite the conclusion of this task.

The report of the High Commissioner for Refugees gives very detailed and interesting information on this subject. The High Commissioner lays special stress on the progress due to methodical and regular agricultural colonisation, the main idea of which is that the refugees should be settled definitely on land which will eventually, through their own efforts, become theirs. The results are all the more remarkable in that the experiment was a very difficult one

to carry through. This has been done without prejudice to the work accomplished in the matter of urban settlement. There are now 1,533 families in process of being settled (375 in the country and 1,158 in the towns), at the relatively low cost of £51,850.

The High Commissioner's report also mentions other tasks, such as the establishment in certain countries of re-adaptation centres and agricultural colonies intended to facilitate the assimilation of refugees who cannot find employment in their own trade or profession. The execution of these plans, which during the next five years would affect 63,000 refugees, including 32,000 Armenian refugees in Syria, depends, however, on the funds that the High Commissioner will have at his disposal. In his report, Dr. Nansen estimates the necessary expenditure at £203,000. The working fund in his possession amounts at present to £130,000, from which must be deducted the cost of evacuating refugees from Constantinople. It may be hoped that the revenue derived from the Nansen stamp and gifts from philanthropic societies will enable the Refugee Service to continue this work unremittingly.

2. INTER-GOVERNMENTAL ARRANGEMENTS IN CONNECTION WITH REFUGEES.

In the administrative and legal sphere, the progress achieved this year may be summarised under two headings: a wider adoption of existing passport rules and the establishment of new rules for the unification of the legal status of refugees.

The Inter-Governmental Arrangements of July 5th, 1922, and May 31st, 1924, concerning passports for Russian and Armenian refugees have now been recognised by fifty-one and thirty-eight Governments respectively. The important Arrangement adopted by the Inter-Governmental Conference in May 1926, endorsing the previous Arrangements and creating a working capital fund to which refugees themselves contributed (Nansen stamp system), has been accepted by twenty Governments. Over 200,000 Swiss francs have already been collected by this method. Large credits have also, in response to the recommendation contained in this Arrangement, been granted by the Czechoslovak and German Governments for the settlement of unemployed refugees in their territory. It may be hoped that a wider application of this system will enable the High Commission to expedite the solution of the problem of ensuring the refugees' material welfare.

The Inter-Governmental Conference which met on June 28th last endorsed the conclusions of the previous Conferences and also considered the possibility of regularising the personal status of refugees, which is at present very insecure, owing to the inadequacy and variety of the relevant provisions. It adopted an Arrangement which, on behalf of the refugees, confers certain powers on the High Commissioner's delegates, such as that of certifying civil status. These powers can only be exercised under the supervision of the Government of the country in which the delegates are established. Indeed, the representatives themselves will not be appointed without the full approval of the Government concerned. These stipulations provide Governments with every safeguard as regards the choice of persons.

The fresh duties thus entrusted to the League of Nations High Commission will not involve the League in any expenditure, since the Arrangement lays down that the working costs will be covered out of the proceeds levied on non-indigent refugees.

In conformity with the resolution adopted by the Council at its fiftieth session, the above Conference also extended previous Arrangements to Assyrian, Assyro-Chaldean and Turkish refugees, who were held by the Council to be "in a condition analogous" to that of the Russian and Armenian refugees, *i.e.*, that they had lost their nationality of origin as a result of the world war. The Council formally stated that the refugee Arrangements should only apply to these categories of refugees.

3. REORGANISATION OF THE REFUGEE SERVICE.

The complexity of the problems arising in connection with refugees proves the necessity of organising the Refugee Services on a more rational and uniform basis. The International Labour Office itself recognised at its last session — at which were represented twelve of the Governments most closely concerned in the refugee problem — that it was hardly qualified to deal with refugee problems, and that the work for which it had hitherto been responsible might profitably be entrusted to the High Commission. The authority of the High Commission, which already deals with passports, legal protection and financial problems, would be enhanced by the fact of its undertaking to assist the 200,000 refugees still unemployed; such a solution would, in all probability, be of advantage to all concerned.

In order to lighten the inordinately heavy responsibility thus laid upon the High Commissioner, it will be necessary to afford him assistance in the shape of a Mixed Commission consisting of representatives appointed, one half by the League of Nations and the other by the Governing Body of the International Labour Office. In this connection, the Labour Office has suggested that the members of the Mixed Commission should be chosen from among the representatives of the countries most directly interested in the refugee question, and that the Secretary-General of the League and the Director of the International Labour Office should be authorised to be present, in an advisory capacity, at the meetings of the Mixed Commission, or to send their representatives for the purpose.

4. CONCLUSION.

Neither the reorganisation of the Refugee Service on more rational lines nor the establishment of rules to govern the legal status of refugees must be taken to imply that the question, as it at present stands, is a matter capable of final solution.

The very expression "refugees" shows that we are dealing with a transitional situation which can only be terminated by the return of the refugees to their country of origin, or by naturalisation in their adoptive countries. Clearly these are the two solutions to which all the efforts of the Services dealing with refugees should be directed.

At the present time, however, general political conditions make it impossible, in most cases, to contemplate the former solution; the second is only practicable if the naturalisation of refugees is preceded by a settled sojourn long enough to establish a real bond of interest between the refugees and their adopted country. We think, therefore, that it will be necessary, without losing sight of these final solutions which must continue to be the League's ultimate goal, to maintain the present system for some time to come.

As the Arrangements adopted by the various inter-Governmental Conferences come to be applied on a more effective and general scale, the work of refugee settlement should become financially more independent, thanks to the revenue derived from Nansen stamps and the taxes levied on refugees for the regularisation of their legal and personal status. It would seem very desirable, however, that the League should continue to supervise these activities until the above-mentioned final solution can be attained.

I will therefore venture, for the convenience of the Committee, to summarise the various recommendations put forward in this report, and submit them to the Fifth Committee in the form of a draft resolution:

"The Fifth Committee:

"(1) After examining the report submitted by the High Commissioner for Refugees and by the Director of the International Labour Office on questions connected with Russian, Armenian, Turkish, Assyrian and Assyro-Chaldean refugees:

"(2) Recognises the progress achieved in the course of the year;

"(3) Notes that a complete solution of the problem can only be provided by the return of the refugees to their country of origin or their assimilation by the countries at present giving them shelter;

"(4) Earnestly invites the Governments concerned to provide the refugees with all possible facilities for acquiring the nationality of the countries in which they at present reside;

"(5) Whereas, however, in present circumstances, international action is still necessary for some time to come;

"(6) In conformity with the resolution of the International Labour Office, invites the Council to take all necessary steps to appoint an Advisory Commission to be attached to the High Commissioner;

"(7) Recommends the Council to invite this Advisory Commission to submit to it, before the next session of the Assembly, a general report on the possibility of reaching a final solution and the means by which this object can be attained;

"(8) And earnestly invites States Members to adopt and apply on as wide a scale as possible the Inter-Governmental Arrangements concluded on July 5th, 1922; May 31st, 1924; May 12th, 1926; and June 30th, 1928, which provide the Refugee Services with means by which they may gradually become financially independent."

ANNEX 9a.

A.V.24.1928.

MEASURES IN FAVOUR OF RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN
AND TURKISH REFUGEES.

AMENDED DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY M. BASTID
(FRANCE).

As their title indicates, the reports on the refugee question submitted this year to the Assembly do not, as in the past, concern Russian and Armenian refugees alone; they also refer to other categories of refugees (Turkish, Assyrian, Assyro-Chaldean and refugees assimilated to them) to which the Council at its fiftieth session decided to extend the measures previously adopted on behalf of Russian and Armenian refugees.

The extension of these measures to these new categories of refugees, who in all can hardly number more than 29,000, does not appreciably affect the general policy of the work undertaken by the High Commissioner for Refugees.

Looking at this work as a whole, we cannot but be satisfied with the progress achieved in 1928. In spite of difficulties due to the general economic situation, over 7,000 refugees have this year been transferred to countries in which they have found work. Moreover, the settlement in the country and towns of over 7,000 Armenian refugees from the Aleppo, Alexandretta and

Beirut camps is proceeding smoothly. It should also be pointed out that these figures do not in any way represent the full results of official activity, since the competent services may claim credit for a large number of "invisible placings".

This does not mean, however, that the League's task is at an end. Though it is a long way from the originally estimated figure of 1,300,000 refugees, most of whom were indigent, there nevertheless remain 200,000 refugees unemployed, though capable of work. In certain countries, particularly in Bulgaria, China, Greece, Syria and Czechoslovakia, very many refugees are in a most precarious situation. In some cases, indeed, the problem is an urgent one: for instance in Turkey, from which 2,000 refugees will be obliged to emigrate before February 6th, 1929.

Apart from the problem of finding work for refugees, the progress achieved in the administrative and legal sphere should be mentioned. This very progress makes it desirable to organise the refugee service on more rational lines.

Each of these various aspects of the problem calls for the Assembly's consideration.

1. PROGRAMME OF REFUGEE SETTLEMENT.

The most urgent problem in 1929 will be the evacuation of the refugees from Constantinople: these refugees are living under the threat of a decree of expulsion in virtue of which the Turkish Government calls upon them to leave Turkish territory before February 6th, 1929. Thanks to a subsidy of \$100,000 granted by American philanthropic organisations, preparations are already being made to transfer the refugees still left in this town to countries where they will be able to obtain work. The refugees in question numbered, at the beginning of 1928, 2,500; 750 have already been evacuated. In view of the gravity of their situation, an appeal is being made to the various Governments to authorise their consuls in Constantinople to waive the usual procedure and issue immigration visas without requiring refugees to prove that they will obtain immediate employment.

Considerable progress was made last year with the settlement of Armenian refugees in Syria; 7,660 were taken from the Aleppo, Beirut and Alexandretta camps and settled elsewhere. The Armenian Advisory Committee attached to the League of Nations High Commission for Refugees has expressed its gratification at these results, and has tendered its thanks to the mandatory Power. The work will be proceeded with during the coming year. The work that still remains to be accomplished is very considerable, since at least 40,000 refugees had to be settled. It may be hoped that the solutions contemplated by the Armenian Advisory Committee will help to expedite the conclusion of this task.

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The High Commissioner's report also mentions other tasks, such as the establishment in certain countries of re-adaptation centres and agricultural colonies intended to facilitate the assimilation of refugees who cannot find employment in their own trade or profession. The execution of these plans, which during the next five years would affect 63,000 refugees, including 32,000 Armenian refugees in Syria, depends, however, on the funds that the High Commissioner will have at his disposal. In his report, Dr. Nansen estimates the necessary expenditure at £203,000. The working fund in his possession amounts at present to £130,000, from which must be deducted the cost of evacuating refugees from Constantinople. It may be hoped that the revenue derived from the Nansen stamp and gifts from philanthropic societies will enable the Refugee Service to continue this work unremittingly.

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on the High Commissioner's delegates, such as that of certifying civil status. These powers can only be exercised under the supervision of the Government of the country in which the delegates are established. Indeed, the representatives themselves will not be appointed without the full approval of the Government concerned. These stipulations provide Governments with every safeguard as regards the choice of persons.

The fresh duties thus entrusted to the League of Nations High Commission will not involve the League in any expenditure, since the Arrangement lays down that the working costs will be covered out of the proceeds levied on non-indigent refugees.

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3. REORGANISATION OF THE REFUGEE SERVICE.

The complexity of the problems arising in connection with refugees proves the necessity of organising the Refugee Services on a more rational and uniform basis. The International Labour Office itself recognised at its last session — at which were represented twelve of the Governments most closely concerned in the refugee problem — that it was hardly qualified to deal with refugee problems, and that the work for which it had hitherto been responsible might profitably be entrusted to the High Commission. The authority of the High Commission, which already deals with passports, legal protection and financial problems, would be enhanced by the fact of its undertaking to assist the 200,000 refugees still unemployed; such a solution would, in all probability, be of advantage to all concerned.

In order to lighten the inordinately heavy responsibility thus laid upon the High Commissioner, it will be necessary to afford him assistance in the shape of a Mixed Commission consisting of representatives appointed, one half by the League of Nations and the other by the Governing Body of the International Labour Office. In this connection, the Labour Office has suggested that the members of the Mixed Commission should be chosen from among the representatives of the countries most directly interested in the refugee question, and that the Secretary-General of the League and the Director of the International Labour Office should be authorised to be present, in an advisory capacity, at the meetings of the Mixed Commission, or to send their representatives for the purpose.

4. CONCLUSION.

Neither the reorganisation of the Refugee Service on more rational lines nor the establishment of rules to govern the legal status of refugees must be taken to imply that the question, as it at present stands, is a matter capable of final solution.

The very expression "refugees" shows that we are dealing with a transitional situation which can only be terminated by the return of the refugees to their country of origin, or by naturalisation in their adoptive countries. Clearly these are the two solutions to which all the efforts of the Services dealing with refugees should be directed.

At the present time, however, general political conditions make it impossible, in most cases, to contemplate the former solution; the second is only practicable if the naturalisation of refugees is preceded by a settled sojourn long enough to establish a real bond of interest between the refugees and their adopted country. We think, therefore, that it will be necessary, without losing sight of these final solutions which must continue to be the League's ultimate goal, to maintain the present system for some time to come.

As the Arrangements adopted by the various inter-Governmental Conferences come to be applied on a more effective and general scale, the work of refugee settlement should become financially more independent, thanks to the revenue derived from Nansen stamps and the taxes levied on refugees for the regularisation of their legal and personal status. It would seem very desirable, however, that the League should continue to supervise these activities until the above-mentioned final solution can be attained.

The Fifth Committee accordingly submits the following resolutions to the approval of the Assembly:

" The Assembly :

" (1) After examining the report submitted by the High Commissioner for Refugees and by the Director of the International Labour Office on questions connected with Russian, Armenian, Turkish, Assyrian and Assyro-Chaldean refugees :

" (2) Recognises the progress achieved in the course of the year ;

" (3) Notes that a complete solution of the problem can only be provided by the return of the refugees to their country of origin or their assimilation by the countries at present giving them shelter ;

" (4) Earnestly invites the Governments concerned to provide the refugees with all possible facilities for acquiring the nationality of the countries in which they at present reside ;

" (5) Whereas, however, in present circumstances, international action is still necessary for some time to come ;

“ (6) In conformity with the resolution of the International Labour Office invites the Council to take urgently all necessary steps to appoint an Advisory Commission to be attached to the High Commissioner ;

“ (7) Recommends the Council to invite this Advisory Commission to submit to it, before the next session of the Assembly, a general report on the possibility of reaching a final solution as soon as possible and on the means by which this object might be attained ;

• “ (8) Earnestly invites States Members to adopt and apply on as wide a scale as possible the Inter-Governmental Arrangements concluded on July 5th, 1922 ; May 31st, 1924 ; May 12th, 1926 ; and June 30th, 1928, which provide the Refugee Services with means by which they may gradually become financially independent.

“ (9) Points out, however, that the respective Governments must be left free to decide whether and how far they are prepared to give force of law to the recommendations adopted by the Inter-Governmental Conference on the Legal Status of Refugees on June 30th, 1928 ;

“ (10) Notes that the taxes to be levied will be fixed in consultation with the respective Governments, that only the representatives of the High Commissioner will be entitled to levy them and that the employment of the proceeds will be subject to the control of the High Commissioner ;

“ (11) Declares that the Council's resolution of June 21st, 1921, shall be applied in regard to the new categories of refugees ;

• “ (12) Recalls with gratitude the endeavours of the High Commission and of the International Labour Office by which about 800 Russian refugees in Constantinople have been successfully evacuated during recent months ;

“ Cognisant of the very difficult situation of some 2,000 of these refugees who still remain in Turkey and who, in accordance with the Decree of the Turkish Government, must be evacuated from Turkey before February 6th, 1929 ;

“ Expresses the hope that the High Commission will seize every opportunity to press forward their evacuation and that the various Governments will, as an exceptional measure, and subject to the safeguarding of their own interests, authorise the issue of emergency visas to enable the refugees to leave Turkey ;

“ (13) Requests the Fourth Committee to adopt the budget for the Refugees Service for 1929, as already adopted by the Supervisory Commission ; and

“ Requests it to take into consideration the uncertainty of the position of the officials employed in that Service, to which attention has been drawn by the Governing Body of the International Labour Office, and to grant them the improvements asked for on their behalf.”

ANNEX 10.

A.40.1928.XI.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS: CONTROL OF
OPIUM-SMOKING IN THE FAR EAST.

PROPOSAL BY THE GOVERNMENT OF GREAT BRITAIN FOR A COMMISSION
OF ENQUIRY.

Note by the Secretary-General:

In accordance with the decision taken by the Council at its meeting on August 31st, 1928, the Secretary-General has the honour to communicate the following documents to the Assembly:

1. Letter and Memorandum respecting the Control of Opium-Smoking in the Far East, with Appendix. (Communicated by the British Government.)
2. Extract from the Minutes of the Council, August 31st, 1928.

I.

LETTER FROM THE BRITISH GOVERNMENT, DATED AUGUST 1ST, 1928, TO THE SECRETARY-GENERAL
OF THE LEAGUE OF NATIONS.

I am directed by Secretary Sir Austen Chamberlain to enclose a copy of a memorandum respecting the control of opium-smoking in the Far East, which has been prepared by His Majesty's Government in Great Britain. I am to request that copies of this memorandum may be communicated to all Members of the Council and that the question may be placed upon the agenda of the forthcoming session of the Council in September.

2. The French, Japanese, Netherlands, Portuguese and Siamese Governments, as signatories of the Geneva Opium Agreement of 1925, have been invited to associate themselves with the proposal put forward in the last paragraph of the memorandum.

(Signed) George MOUNSEY.

II.

MEMORANDUM RESPECTING THE CONTROL OF OPIUM-SMOKING IN THE FAR EAST.

By Article 6 in Chapter II of the International Opium Convention, 1912, the contracting Powers undertook to:

“ Take measures for the gradual and effective suppression of the manufacture of, internal trade in, and use of prepared opium, with due regard to the varying circumstances of each country concerned, unless regulations on the subject are already in existence.”

2. In 1923, the League of Nations Opium Advisory Committee reviewed the progress which had been made in carrying out this undertaking, and came to the conclusion that the measures which had been adopted had met with a considerable measure of success, but that the maximum effect of these measures appeared to have been reached and that the position as to the reduction of the consumption of prepared opium had become stationary. The Committee accordingly recommended that the Powers concerned should meet and consider the possibility of taking in concert further measures to secure the more effective application of Chapter II of the Hague Convention.

3. The recommendation of the Advisory Committee was adopted by the Assembly in September 1923, and representatives of the Powers having territories in the Far East in which opium-smoking was still permitted met at Geneva in the First Opium Conference in November 1924. A draft Agreement was prepared prescribing certain measures, mainly of an administrative character.

4. Before, however, the First Opium Conference had concluded its labours, the Second Conference met, and the United States delegate gave notice of a motion to present for the consideration of the Conference and for reference to an appropriate committee certain proposals. These proposals were to the effect that each of the Far-Eastern Powers should agree to reduce its imports of opium for smoking by 10 per cent annually, starting from the date of ratification of the Convention, and not to “ supplement the reduction by domestically produced opium ”, so that at the end of ten years the use — or, rather, the legal use — of opium for smoking in the Far-Eastern territories would be ended.

5. The discussions which took place on these proposals are on record, and it will be sufficient for the purpose of this memorandum to recall that, while the Powers concerned recognised the value of the principle of suppression within a definite period, they were unable to bind themselves by an undertaking of this nature.

6. The obstacle to the adoption of the United States proposal was the fact that, in spite of their efforts to combat it, the prevalence of the smuggling of opium into their territories, mainly as a result of the recrudescence of the growth of the opium poppy in China, had become a serious obstacle to the effective enforcement of the measures of control which had already been adopted.

7. The Powers concerned accordingly felt that circumstances beyond their control rendered it impossible for them to undertake to bring about the complete suppression of opium-smoking in their Far-Eastern territories within any fixed period of time. By a Protocol appended to the Agreement adopted by the First Conference, the Powers undertook, however, to suppress the consumption of prepared opium in these territories within a period of fifteen years from the date, as determined by a League of Nations commission, when the smuggling of opium from the producing countries ceases to be a serious obstacle to the enforcement of restrictive measures.

8. At the same time, a Protocol was appended to the Convention concluded at the Second Conference, by which the signatory States agreed to "take such measures as may be required to prevent completely, within five years from the present date, the smuggling of opium from constituting a serious obstacle to the effective suppression of the use of prepared opium in those territories where such use is temporarily authorised".

9. So far, however, from the situation adumbrated in this Protocol having been realised, the situation in regard to the smuggling of opium in the Far East has materially deteriorated. At the present time, there are no signs that the situation is likely to improve. Consequently, the prospects of the undertaking in the First Conference Protocol coming into effective operation have receded indefinitely.

10. The amount of opium smuggled into the British dependencies in the Far East has greatly increased in spite of the increased efforts on the part of the preventive staff to combat it, and has seriously embarrassed the Governments of those territories. His Majesty's Government in Great Britain also understand, from information received from the Government of India, that there is a considerable amount of Chinese opium smuggled into Burma.

11. In Malaya, the Governments have been faced by an increase in the consumption of Government prepared opium, as a result of the general improvement of trade which has taken place in the past few years, which has naturally been attended by an increase in the purchasing power of the individual and also by a great increase in the numbers of Chinese attracted to the country. This increase in consumption has been the occasion of great concern to His Majesty's Government in Great Britain, who have given the most careful consideration to the problem. The measures arising out of the agreement of 1925 are being steadily pursued, but His Majesty's Government have been forced to the conclusion that, so long as the smuggling of such large quantities of illicit opium into the country continues, no further measures beyond those already in hand can be devised which would be likely to lead to an effective diminution in consumption.

12. In Hong-Kong, the situation is even more serious. In October last, the Governor reported that, in his view, the situation could only again be brought under control by a radical modification of the policy hitherto followed in the Colony of selling Government opium at a very high price (as a deterrent to purchasers) and strictly enforcing the laws prohibiting the possession of any but Government opium. The Colony is inundated with smuggled opium, which can be bought at a fraction of the price of Government opium, and wholesale prosecutions and convictions have failed to stem the tide. The gaols of the Colony are crowded to overflowing, the native police and preventive staff are open to the most serious temptations, and the good government of the Colony is seriously endangered by the flagrant breaches of the anti-opium laws.

13. In the view of the Governor, the only effective method of regaining control of the situation was by drastically reducing the price of Government opium with a view to driving the smugglers off the market. To this end, as an experiment, new brands of Government opium were placed on sale at much reduced prices. These were designed to compete with those of definite brands of smuggled opium after making due allowance for the risks attendant on the possession of illicit opium. The immediate effect of this measure was that the sales of Government opium increased from 500 to 2,000 taels a day. These figures afford some indication of the extent to which the use of cheap illicit opium had become prevalent.

14. The stocks of opium held by the Government and the restricted supplies of Indian opium which the Government could expect to receive were, however, inadequate to meet this increased demand, and the Governor applied to His Majesty's Government for permission to

supplement his supplies by buying Persian opium in order that the experiment might have a fair trial. This request was most carefully considered by His Majesty's Government, who were deeply concerned at the embarrassments under which the Colonial Government were labouring. While, however, they were in entire sympathy with the desire of the Governor that as great a proportion as possible of the sale of opium should be under Government control (which is in strict accordance with the spirit of the Geneva Opium Agreement, 1925), and while they see no reason to doubt the view of the Governor that the increased sales of Government opium did not imply any increase in total consumption, His Majesty's Government did not feel that these considerations alone, unaccompanied by any certainty that the experiment would, in fact, lead to a reduction in the total amount of opium smoked in the Colony, were sufficient to justify their sanctioning the importation of Persian opium for the purpose of continuing the experiment.

15. In the meantime, the smuggling of immense quantities of illicit opium into the Colony continues to give grounds for the most serious concern. His Majesty's Government in Great Britain have accordingly thought it desirable that the difficulties which confront the Governments of the British dependencies in the Far East in regard to the execution of their obligations under Chapter II of the Hague Convention, and for which they have not been able to find a solution, should be brought to the notice of the Council of the League of Nations.

16. In accordance with Article 12 of the Geneva Opium Agreement 1925, a further conference of the Powers concerned is to take place not later than in 1929. Being, as indicated in this memorandum, acutely aware of the difficulties created by the continued, and indeed the increasing, prevalence of the smuggling of opium not only into their dependencies, but also into the Far-Eastern territories of other Powers, His Majesty's Government fear that the next conference will be confronted by an exceedingly difficult, and in many respects invidious, task. They also have in mind the acute controversies and widespread misapprehensions which arose in connection with the conferences held in the winter of 1924-25.

17. His Majesty's Government feel that it would be of great assistance to the next conference if its deliberations could be based on a comprehensive review of the facts of the situation in the Far East, prepared by a body of able and impartial persons, whose report would also be accepted as authoritative by the world at large. His Majesty's Government feel, moreover, that such an investigation would be most helpful to them in their endeavours to carry out their international obligations in the difficult circumstances described in this memorandum. They accordingly propose that the Council of the League of Nations should send a small commission, so constituted, to the Far East to study the problems on the spot.

Appendix.

The following tables give some indication of the extent of the illicit opium traffic in the British territories in the Far East.

I. Seizures of Opium: Hong-Kong.

A. TOTAL SEIZURES.

(Note. — 1 tael (or tahlil) = 1¹/₃ ounce.)

	Number	Taels		Number	Taels
1918	352	72,000	1923	1,868	300,567
1919	387	49,967	1924	2,691	62,163
1920	547	132,258	1925	2,880	62,982
1921	1,865	167,536	1926	2,331	60,208
1922	1,386	75,503	1927	2,261	48,921

II. Consumption of Opium: Hong-Kong.

	Prepared Opium Sold Taels	Per head Taels		Prepared Opium Sold Taels	Per head Taels
1918	639,684	1.10	1923	384,124	0.38
1919	457,968	0.76	1924	351,560	0.35
1920	294,376	0.46	1925	233,495	0.23
1921	262,805	0.39	1926	195,224	0.195
1922	370,332	0.52	1927	292,830	0.30

B. DETAILS OF SEIZURES.

Year	Raw Opium				Prepared Opium				Totals			
	Chinese		Other		Chinese		Other		Chinese		Other	
	Number	Quantity	Number	Quantity	Number	Quantity	Number	Quantity	Number	Quantity	Number	Quantity
		Taels		Taels		Taels		Taels		Taels		Taels
1918	—	—	66	40,277	—	—	286	31,723	—	—	352	72,000
1919	2	1,558	61	19,178	44	6,088	280	23,143	46	7,646	341	42,321
1920	31	8,828	38	13,441	247	100,911	231	9,078	278	109,739	269	22,519
1921	272	102,960	16	31,404	365	22,537	1,212	10,635	637	125,497	1,228	42,039
1922	145	15,347	34	41,967	572	4,040	635	14,149	717	19,387	669	56,116
1923	240	38,146	28	246,067	962	8,362	638	7,992	1,202	46,508	666	254,059
1924	232	19,018	8	10,013	1,623	21,406	828	11,726	1,855	40,424	836	21,739
1925	189	15,548	18	1,023	1,888	35,679	785	10,732	2,077	51,227	803	11,755
1926	177	15,086	10	5,526	1,680	28,302	464	11,294	1,857	43,388	474	16,820
1927	174	20,745	5	3,718	1,989	20,307	93	4,151	2,163	41,052	98	7,869

N.B. — Price of Government opium has remained at 14.50 dollars per tael since 1918, except during the period October 3rd, 1927, to December 31st, 1927, during which three different brands of Government opium were sold experimentally at 15 dollars, 8.33 dollars and 6.66 dollars per tael. (At present rates of exchange, 1 dollar = 2s. approximately.)

III. Offences under Opium Ordinance: Hong-Kong.

	Number of Cases	Persons convicted		Number of Cases	Persons convicted
1918	307	411	1923	2,775	3,510
1919	314	686	1924	5,019	6,167
1920	452	875	1925	4,407	5,835
1921	2,147	3,040	1926	4,644	6,428
1922	1,879	2,396	1927	5,114	6,726

IV. Seizures of Opium: Straits Settlements.

	Raw. Tael	Prepared. Tael	Total. Tael
1918	52,811	15,028	67,839
1919	15,219	8,419	23,638
1920	12,154	5,087	17,241
1921	4,462	6,723	11,185
1922	5,398	3,732	9,130
1923	6,887	29,438	36,325
1924	12,613	90,539	103,152
1925	36,656	275,089	311,745
1926	18,602	170,014	188,616
1927	6,200	183,115	189,315

Notes.

1. Seizures are occasionally made in the Malay States, but they are negligible in quantity.
2. Although exact figures are not available, all but a very small percentage of the opium seized is of Chinese origin.

V. Opium Offences in Burma.

Cases of smuggling and illicit possession, in which the opium was probably Chinese:

	Number of persons convicted.	Total amount of Opium seized. Equivalent, in tael	
		Seers	(approx.)
1920-21	962	1,284	31,700
1921-22	1,021	1,127	27,800
1922-23	1,028	1,052	26,000
1923-24	1,087	1,677	41,400
1924-25	1,007	2,441	60,250
1925-26	1,075	3,020	74,550
1926-27	1,221	2,580	63,700

Extract from the Minutes of the Council, August 31st, 1928.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS: CONTROL OF OPIUM-SMOKING IN THE FAR EAST: PROPOSAL BY THE GOVERNMENT OF GREAT BRITAIN FOR A COMMISSION OF ENQUIRY.

The PRESIDENT noted that the Portuguese representative, who had been invited to be present at the examination of this question, was absent.¹

The following letter from the Siamese Government was read:

“ I have the honour to acknowledge the receipt of your letter of to-day’s date inviting me to attend the meeting of the Council at which will be discussed the proposal of the British Government for a Commission of Enquiry into the Control of Opium-Smoking in the Far East.

¹ The absence of the representative of Portugal, who was invited to be present, was due to a misunderstanding as to his address.

“ I had hoped to be well enough to attend this meeting but unfortunately my hopes were not realised, the journey from Paris having over-fatigued me. I therefore very much regret that I shall not be able to attend this meeting and shall be much obliged if you will be good enough to express my regret to the President and Members of the Council.

“ I am in a position to inform you that His Majesty's Government fully supports the proposal of the British Government, to which has been made known the view of my Government. Needless to say, His Majesty's Government will be very glad to extend its hospitality to any Commission of Enquiry sent out by the League and will give every facility for the carrying out of its work in Siam.

(Signed) CHAROON.”

Mr. Mackenzie KING reminded members of the Council that they had before them a memorandum respecting the control of opium-smoking in the Far East communicated by the British Government (document C.386.1928.XI).

This memorandum gave the necessary information with regard to the general nature of the proposal, but the Rapporteur thought that the representative of His Majesty's Government of Great Britain would desire to discuss the proposal of his Government.

After hearing the views of his colleagues on this matter, Mr. Mackenzie King would be glad, if necessary, to move a resolution. Since this was a matter which would affect the budget of the League, he assumed that the Council would wish to refer it to the Assembly for its consideration.

Lord CUSHENDUN desired first to acknowledge, on behalf of the British Government, the courtesy of the letter which had just been read from the Government of Siam, and to tender its thanks for the support which the Siamese Government had promised to the proposal.

He did not think it necessary to go into the details of the history of the matter which had given rise to the British Government's proposal. The Council was well aware that, under the Hague Convention of 1912, the British and other Governments were pledged to take measures for the gradual and effective suppression of the manufacture of, internal trade in and use of prepared opium. From time to time, since that year, efforts had been made to carry out this undertaking, but, in the circumstances existing in the Far East, which were known to all the world—unhappy circumstances in many respects—very great difficulties had been experienced by His Majesty's Government, especially in Hong-Kong, in effecting the gradual suppression of this traffic. In Hong-Kong, in fact, which was close to a country like China, where conditions were disturbed and where enormous quantities of opium could be produced, it had proved impossible to prevent illicit traffic. Those who had followed events in another part of the world, and who had seen the enormous efforts which had had to be made by the United States to prevent illicit traffic in alcohol, would appreciate how infinitely more difficult it was for the Government of a small colony like Hong-Kong to prevent illicit traffic in a commodity like opium, which was so much more easily smuggled than alcohol.

It was in view of these circumstances that His Majesty's Government thought that it would be desirable for the League of Nations to appoint a Commission to go to the Far East to examine the conditions independently and impartially, and to report as to the facts and the difficulties of carrying out this undertaking. The Commission would no doubt offer advice as to how those difficulties could be overcome.

He would add that there were two considerations which should be mentioned. The first was that, if the League of Nations accepted—as he had every confidence that it would—the British Government's proposal, it would be a proof of the great usefulness of the machinery of the League to all nations when they found themselves confronted by such a difficulty as that just mentioned. Secondly, Lord Cushendun hoped it would be taken as a proof of the extreme confidence which the British Government reposed in the League that it should be willing to hand over, as it were, to a completely impartial and disinterested body like the League of Nations the examination of and report upon a matter which touched very vast commercial and material interests in Great Britain and the British Empire.

Such action showed, he hoped, that the efforts which the British Government had made hitherto unsuccessfully to stop this illicit traffic had been entirely sincere; otherwise it would be laying itself open to an exposure by the examination of the matter by an impartial body. It showed that the British Government was quite confident that any report that might be made on what had taken place since 1912 would be of assistance to it in carrying out its international undertakings, and it would at the same time establish the complete *bona fides* of that Government's efforts. For that reason, he hoped very much that the proposal put forward would be acceptable to the Council, and he therefore seconded the proposal of his colleague, the Prime Minister of Canada, that the matter should be referred to the Assembly for action.

M. ADATCI said that he had followed closely the clear statement of the representative of the British Empire, with whom he was in agreement on all points. He wished, however, to explain his Government's position in this matter.

Some time ago, the Japanese Government had very carefully examined the British Government's proposal. After close scrutiny, it had notified the British Government that it was in favour of the proposal, and that it was prepared to receive this Commission in those parts of its territory

concerned. The Japanese Government would receive it with all the honour due to a Commission of the League.

Moreover, the Japanese Government considered that it was its duty to do all in its power to contribute to the success of this splendid undertaking. The more complete the Commission's enquiry, the more successful would be the work. In view of this legitimate preoccupation, the Japanese Government would propose to the Council that the Commission's enquiry should cover all the territories in which it might be made with advantage. The Japanese Government would therefore be most happy if all Far Eastern countries and India were to give a favourable reception to the Commission's useful enterprise. It was the keen desire of his Government, which was anxious for the success of this pre-eminently humanitarian work, that other countries, including China and India, should willingly give as favourable support as his own.

M. Adatci said that it was his earnest hope that the Japanese Government's proposal would be favourably received by the Council. He would add that, of course, he entirely agreed with the Prime Minister of Canada that this question should be examined from all points of view if a satisfactory solution were to be found. It was for the Assembly and its Committees to study the proposal in detail.

M. PAUL-BONCOUR said that his Government had already informed the British Government that it highly appreciated the desire shown by the latter that the League should be asked to set up the necessary instrument for the fulfilment of its international obligations. If, therefore, a decision were taken in conformity with the desire expressed by the British Government, France would do all in her power to ensure that in Indo-China the Commission would be afforded every facility for its investigations, together with the assistance of the local authorities. As, however, the Japanese representative had said, and as the French Government had already intimated to the British Government, M. Paul-Boncour thought that, for the fulfilment of the task that had been so clearly defined by Lord Cushendun, the enquiry should extend to all opium-producing countries without exception, and not only to the signatories of the 1925 Agreement.

Lord Cushendun had drawn special attention to the importance of the production of opium in that immense country, China—to cite only a single example—as regards the question under consideration; obviously, any enquiry which did not include that country would be futile. As, however, there could be no question of deciding on an enquiry without the consent of the Governments concerned, the French Government thought that the points to be laid before the Assembly for its appreciation should include the opinion of the Governments of the opium-producing countries, which were, like all the other countries, to form the subject of an enquiry with which the French Government wholeheartedly associated itself, subject to the above reservation.

M. BEELAERTS VAN BLOKLAND said that the Netherlands Government had considered the British Government's proposal with great interest. The interest of the Netherlands Government was increased by the fact in its colonies it had to combat difficulties similar to those encountered by the British Government in its colonial administration.

For this reason the Netherlands Government was quite prepared, if the proposal were adopted, to invite the Commission which would be set up to visit all those parts of the Netherlands colonial territories which might be concerned. M. Beelaerts van Blokland wished merely to add that, in his Government's view, the enquiry could only produce fully satisfactory results if it extended to all countries in the Far East. The French representative had referred to the producing countries. M. Beelaerts van Blokland suggested that the enquiry should extend not only to the producing countries but also to those countries which were the victims of the opium scourge, and to those countries which were attempting by a system of total prohibition to eradicate the evil from their territory. He thought that, in order to have a good idea of the different systems and of what could be done to ensure the success of this campaign, it was altogether desirable that the Commission's enquiry should extend to the whole of the Far East.

M. WANG-KING-KY said that China recognised that the British Government's proposal for an enquiry arose from humanitarian considerations. China always welcomed with joy anything that might help to free humanity from the great scourge of opium. He must, however, state that, since he had not yet received any instructions from his Government with regard to its support of the proposed enquiry, he could not himself give a final reply to the Council.

He would add that it was the deeply felt desire of the Chinese Government that, as a point of principle, the enquiry should cover not only all Far Eastern countries but the whole world, and not only producing States but also States manufacturing products derived from opium. His personal view was that it would be necessary to contemplate a far more extensive system for suppressing this terrible scourge than the one now under consideration.

In conclusion, M. Wang-King-Ky said that he would reserve his reply until he had received a telegram from his Government.

Mr. Mackenzie KING, referring to the observations of the Chinese representative to the effect that he had not yet received word from his Government, hoped that, by the time the matter was before the Assembly, M. Wang-King-Ky would have received a favourable answer, since the views expressed by China would no doubt have their influence upon other countries.

He proposed that the Council should adopt the following resolution:

“ The Council decides to refer to the Assembly for its consideration the proposal of the representative of His Majesty's Government in Great Britain respecting the control of opium-smoking in the Far East. ”

The PRESIDENT proposed that the Council should adopt the resolution proposed by the Canadian representative, and that the Minutes of the present meeting should be transmitted to the Assembly.

The Council adopted the draft resolution and the proposal of the President.

ANNEX 11.

A.33.1928.VIII.

MEASURES IN FAVOUR OF RUSSIAN, ARMENIAN, ASSYRIAN,
ASSYRO-CHALDEAN AND TURKISH REFUGEES.

Report to the Ninth Ordinary Session of the Assembly.

Note by the Secretary-General:

The Secretary-General has the honour to communicate to the delegates at the ninth ordinary session of the Assembly:

- I. A letter forwarding the Report of the High Commissioner for Refugees to the Assembly;
 - II. A letter from the Director of the International Labour Office forwarding his Report on the Work of the Refugee Section of the International Labour Office.
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LETTER TO THE SECRETARY-GENERAL FROM THE HIGH COMMISSIONER FOR REFUGEES.

Geneva, August 14th, 1928.

In conformity with instructions received from Dr. Nansen, I have the honour to enclose, for transmission to the ninth ordinary session of the Assembly, the English and French texts of the report on refugee questions by the High Commissioner for Refugees.

(Signed) T. F. JOHNSON,
Assistant High Commissioner for Refugees.

PART I.

REPORT BY THE HIGH COMMISSIONER OF THE LEAGUE.

I. INTRODUCTION.

Part I of this report covers the activities of the High Commission for Refugees concerning the political, legal and financial aspects of the various refugee problems since the meeting of the eighth ordinary session of the Assembly. Part II of the report, submitted by the Director of the International Labour Office, deals with the activities of the Refugee Section and refers to the technical work of placing refugees in employment.

For the purpose of convenient reference, the resolutions on these subjects adopted by the Assembly at its last session, on the recommendation made to the Fifth Committee by its Rapporteur, the British delegate, and by the Council at its fiftieth session, are reproduced hereunder.

The resolution passed by the eighth ordinary session of the Assembly was as follows:

“ The Assembly:

“ Having carefully examined the reports of the High Commissioner and of the International Labour Office on the refugee questions;

“ Recognises the progress that has been made towards the solution of a problem that at one time constituted a very serious danger;

“ Expresses its high appreciation of the important work that has been accomplished on behalf of the refugees;

“ Invites the High Commissioner to convene a small Conference, on the lines indicated in his report, to formulate proposals for submission to the Council in regard to the legal status of refugees. This should be preceded by a full and careful examination of the juridical situation of the refugees in the different countries, the necessary information to be communicated to the respective Governments beforehand;

“ Congratulates those responsible for the measures already taken and contemplated for the permanent settlement of Armenian refugees in the Near East;

“ Expresses the hope that, as a result of the efforts described by the High Commissioner in his report, the necessary funds will be secured for the execution of this work and that, with the continued co-operation of the mandatory Power, this aspect of the problem may be successfully liquidated;

“ Approves the provisions in the budget for the Refugee Service in addition to the supplementary credit of 7,500 Swiss francs for the services for establishing Armenian refugees in Syria.

“ Further, the Assembly:

“ Notes with interest the offers of employment now available for refugees in overseas countries;

“ Recognises that the execution of these schemes requires the immediate establishment of an adequate revolving fund;

“ Urges the Governments concerned to inform the High Commissioner as soon as possible what measures they are prepared to take for financing the settlement of refugees from their territories;

“ Requests the Council to invite the Governing Body of the International Labour Office, in examining the budget of the Refugee Service for 1929, to consider whether adequate funds for settlement have been thus provided.”

The resolution adopted by the Council at its last session was in these terms:

“ The Council invites the Governments which have adopted the Arrangements of July 5th, 1922; May 31st, 1924; and May 12th, 1926, in favour of Russian and Armenian refugees to extend the benefits of those Arrangements to the Assyrian, Assyro-Chaldean and Turkish refugees mentioned in the High Commissioner's report, and requests the High Commissioner for Refugees, in consultation with the interested Governments, to take the necessary steps to extend the measures in favour of Russian and Armenian refugees to the above refugees.

“ The Council also invites the Inter-Governmental Conference on the legal status of Armenian and Russian refugees, which has been convened for June 28th next in conformity with the resolution adopted by the Assembly at its last session, to consider the possibility of making appropriate recommendations concerning the issue of passports to the analogous categories of refugees and for the regularisation of their legal status.”

II. LEGAL STATUS OF REFUGEES.

In accordance with the resolution of the last Assembly, an Inter-Governmental Conference was held in Geneva from June 28th to 30th, 1928. Seventeen Governments more directly interested in the refugee problems were invited to send representatives. The Governments of the following fifteen countries were represented at that Conference, which elected M. Delaquis, the Swiss delegate, as its President: Austria, Belgium, Bulgaria, Czechoslovakia, Egypt, Estonia, Finland, France, Germany, Greece, Latvia, Poland, Roumania, Kingdom of the Serbs, Croats and Slovenes and Switzerland.

The Conference accepted as the basis for its deliberations a memorandum on the legal status of the refugees, prepared by a Committee of Russian and Armenian refugee legal experts in consultation with the High Commission for Refugees. That Committee also assisted at the Conference in an advisory capacity.

The information thus placed at the disposal of the Conference enabled it to form an opinion as to the serious disabilities from which over one million Russian and Armenian refugees suffered owing to the absence of a stable and clearly defined legal status, and resulted in the adoption of an Arrangement and Agreement (document C.392.1928) which, if generally applied, will mark an important step towards regularising the situation of the refugees, and thus confer not only appreciable benefits on those refugees but on the nationals of the various countries with whom they have daily intercourse.

The following are the most important provisions of that Arrangement:

I. The High Commissioner is recommended to appoint representatives in the various countries vested with the following functions, which should be given the largest possible official character, and for which moderate fees may be charged:

- (a) To certify the identity of the refugees.
- (b) To certify their civil status.
- (c) To attest the regularity and legality of documents issued in their country of origin.

(d) To certify the signatures of the refugees and of documents drawn up in their own language.

(e) To attest *vis-à-vis* the authorities the character and good conduct of the refugees, their previous records of service, their professional and academic qualifications.

(f) To recommend the refugees to the competent authorities, particularly for obtaining visas; *permis de séjour*, admission to schools, libraries, etc.

2. Definition of the personal status of the refugee.
3. Enjoyment of certain rights usually granted to foreigners on conditions of reciprocity.
4. Benefit under certain conditions of free legal assistance.
5. Recommendation that restrictive regulations concerning foreign labour be not rigorously applied to the refugees.
6. Relaxation, in certain circumstances, of expulsion measures.
7. Taxation equality with nationals.
8. Facilities for obtaining and prolonging passports and visas and for freedom of movement.
9. That the formula in the refugee identity certificate: "The present certificate is *not* valid for the return", etc., should be replaced by the words: "The present certificate *is* valid for return into the country which has issued it during its validity", etc.

This Arrangement has already been signed by the delegates of the following countries, Austria, Belgium, Bulgaria, Estonia,¹ France, Germany, Greece,¹ Latvia,¹ Poland,¹ Roumania: Kingdom of the Serbs, Croats and Slovenes and Switzerland.

III. EXTENSION TO OTHER CATEGORIES OF REFUGEES OF THE MEASURES TAKEN IN FAVOUR OF ARMENIAN AND RUSSIAN REFUGEES.

In conformity with a resolution adopted by the Council on September 15th, 1927, the High Commissioner submitted to the Council, at its meeting in June last, a report concerning the position of the Assyrian, Assyro-Chaldean and Turkish refugees, with proposals as to the steps which might be taken to improve their situation.

The High Commissioner pointed out in that report that it had been necessary to rely, in a large measure, on the information at the disposal of organisations interested in the welfare of these refugees in order to avoid, by means of more direct enquiries, raising hopes among the refugees concerned until the Council had arrived at a definite decision on the subject.

The following table summarises the information thus obtained by the High Commissioner regarding the distribution and number of the refugees mentioned in his report:

Assyrians and Assyro-Chaldeans.

Greece	600
Iraq	12,000
South Russia	15,000
Syria	1,500
Total	29,100

Turkish Refugees.

Albania	2
Bulgaria	3
Cyprus	3
Egypt	14
France	5
Greece	37
Iraq	5
Roumania	32
Syria	30
Other countries	19
Total	150

The Assyrian and Assyro-Chaldean refugees, most of whom were reported to be agriculturists, wished, it was understood, to be settled as Assyrians in colonies in Syria, the Lebanon and Iraq, under the direct protection of the respective mandatory Powers of those States. Failing that solution of their difficulties, they asked that steps might be taken to settle them as colonists on similar lines to those adopted by the High Commissioner and the International Labour Office for the settlement of the Armenian refugees in Syria or in other countries.

¹ With certain reservations.

The resolution adopted by the Council in this connection is quoted in Chapter I of the present report, and requested the Inter-Governmental Conference on the legal status of Armenian and Russian refugees, which had been convened for June 28th, 1928, and the High Commissioner to take the necessary steps to extend to the above-mentioned refugees the measures taken in favour of Armenian and Russian refugees.

The Conference considered that the most urgent requirements of those refugees, notably the provision of passports and of facilities for settlement, would be met by the adoption of an international Arrangement similar to that of May 12th, 1926, in favour of Armenian and Russian refugees. The Conference therefore prepared an Arrangement (document C.392.1928) recommending that the provisions of the Arrangements of July 5th, 1922; May 31st, 1924; and May 12th, 1926, should be extended to the Assyrian, Assyro-Chaldean and Turkish refugees.

The Conference also recommended the adoption of the following definitions:

“ Assyrian, Assyro-Chaldean and assimilated refugee. — Any person of Assyrian or Assyro-Chaldean origin, and also by assimilation any person of Syrian or Kurdish origin, who does not enjoy or who no longer enjoys the protection of the State to which he previously belonged and who has not acquired or does not possess another nationality.

“ Turkish refugee. — Any person of Turkish origin, previously a subject of the Ottoman Empire, who under the terms of the Protocol of Lausanne of July 24th, 1923, does not enjoy or no longer enjoys the protection of the Turkish Republic and who has not acquired another nationality.”

As regards the legal status of these refugees, the Conference came to the conclusion that whilst recognising the necessity of recommending measures similar to those provided for the Armenian and Russian refugees, no definite steps could be taken until the High Commission had had an opportunity of collecting the requisite information as a basis for a full consideration of the question.

IV. REFUGEE SETTLEMENT.

(a) *Settlement of the Armenian Refugees in Syria.*

It is very gratifying to report that, in spite of the difficulties experienced in securing adequate funds, very notable progress has been made during the last year towards the solution of the most acute portion of the Armenian refugee problem in Syria.

It will be remembered that, at the request of the mandatory Power, the seventh ordinary session of the Assembly invited the International Labour Office and the High Commission for Refugees to consider the possibility of making an effective response to the appeals for their co-operation in the permanent settlement of these refugees. In conformity with that request, the undermentioned international Armenian Committee was formed, which includes representatives of the most important relief organisations interested in the welfare of the Armenian refugees:

Dr. NANSEN, Chairman.	
M. Albert THOMAS, Vice-Chairman.	
Senator Victor BÉRARD	French Phil-Armenian organisations.
His Excellency M. VANDERVELDE	Belgian Phil-Armenian organisations.
Senator CIRAULO	} Italian Phil-Armenian organisations.
Dr. Umberto Z. BIANCO	
M. L. PACHALIAN	Armenian organisations.
Miss PYE	} United British Committee, representing the “ Save the Children ” Fund, Armenian (Lord Mayor’s) Fund, Friends of Armenia and the Society of Friends.
Mr. BACKHOUSE	
Mr. L. B. GOLDEN	
Mr. John HARRIS	
Captain G. GRACEY, D.S.O.	A representative of the Comité international de la Croix-Rouge.
Mr. G. L. BERRY	Near East Relief.
M. KRAFFT-BONNARD	International Near East Association.
Mr. A. HACOBIAN	British Armenian organisations.
His Excellency M. THIÉBAUT	Comité central de la Croix-Rouge française.

A close liaison with the situation on the spot was established by means of the creation of a Refugee Settlement Committee at Beyrouth, consisting of representatives of the High Commissioner for the mandated territories, of the local authorities and of M. Burnier, who acts for the Refugee Section, the High Commission for Refugees, and the International Armenian Refugee Committee. Sub-Committees of the Beyrouth Committee supervise the work in the Aleppo and Alexandretta areas. Finally, with a view to securing the closest possible co-operation of the refugees themselves, the actual settlement operations are placed under the control of an outstanding Armenian personality, Moses der Kaloustian, who has enjoyed a widespread influence and popularity among the Armenians since the war, in which he gained distinction in organising the exodus of large numbers of Armenians to Cyprus. Under him has been placed at the head of each colony a mudir,

who has the powers and the duties of the mayor of a native village. He, in turn, is assisted by a council of three members elected by the villagers. The mudir and council are responsible for the establishment and organisation of the colony and for the maintenance of discipline and order. They are likewise charged with the control of applications for advances and with their recovery. As each colony is collectively responsible for the advances made to the population forming part of it, the most economical administration of the Settlement funds is assured by the refugees themselves. In this way, all the interests of the various parties have been safeguarded and the most harmonious collaboration has been ensured.

A thorough investigation of the situation of the Armenian refugees concentrated in the Beyrouth, Aleppo and Alexandretta camps showed that the problem which demanded the most urgent attention consisted of some 40,000 refugees who were existing in those camps under conditions which the mandatory Power considered should be terminated as soon as possible. It was ascertained that 28,000 of those refugees belonged to agricultural categories and that the remaining 12,000 were of the artisan classes. The problem therefore resolved itself naturally into one of transferring these refugees as soon as possible into agricultural colonies and urban settlements. The first experiment of settling refugees as métayers at Ras-ul-Ain, in the region of Tyre and Sidon, although productive of satisfactory material results, was eventually liquidated, as the Armenian refugees found it difficult to adapt themselves to the métayage systems, which did not offer them the possibility of eventually owning their own farms.

Profiting by the experience gained at Ras-ul-Ain, a thorough search was instituted to find a really suitable region which would serve as a centre for the establishment of an Armenian agricultural colony. Good land was necessary which could be obtained at a reasonable price on estates large enough to receive thirty families at a time, some of which estates would be suitable for the mountain folk from Anatolia and some for the peasants from Cilicia. The region had also to be sufficiently sparsely populated to allow for the introduction of some thousands of Armenians without prejudicing the interests of the inhabitants. A choice was finally made and the Sandjak of Alexandretta has been selected as fulfilling all the necessary conditions, and as having the additional advantage of an indigenous Armenian population whose presence would prove an encouragement to the refugees.

The following colonies have been established on those lands:

Colony	Area: Hectares	Refugee families	Approximate cost
Ikiz-Keupru	600	60	£ 2,450
Sooug-Sou	100	50	3,350
Kirik-khan	40	36	1,116
Kirik-khan	20	20	160
Pré militaire	600	209	9,049
Totals		375	£16,125

If such important progress has been made with those agricultural schemes, it is due to the British United Committee, consisting of the Armenian (Lord Mayor's) Fund, the "Save the Children" Fund, the Friends of Armenia and the Society of Friends, who, thanks to the generosity of their subscribers in Great Britain, Australia and Canada, have promised to provide the funds necessary for the establishment of these colonies. The Friends of Armenia have generously agreed to adopt the colony of Sooug-Sou (see Appendix I).

Urban Settlements.

To meet the needs of the artisan refugees, the following settlements have been established in Beyrouth, Aleppo, Kirik-khan and Alexandretta:

Settlement	Houses in course of construction	Refugee families to be accommodated	Approximate cost
Beyrouth (1)	208	208	£ 25,000 ¹
Beyrouth (2)	500	500	6,500
Aleppo (2)	200	200	2,000
Aleppo (1) } Kirik-khan }	180	180	2,000
Alexandretta	70	70	225
Totals	1,158	1,158	£35,725

The cost of the construction of the second Beyrouth and of the Aleppo and Kirik-khan urban settlements is being met largely from funds subscribed by the International Near East Association, the Union arménienne de Bienfaisance, an anonymous subscriber and the Nansen Stamp and Private Funds (see Appendix I).

It will be seen from the foregoing particulars that no fewer than 1,533 families, or about 7,660 refugees, are already being settled for the modest total expenditure of £51,850.

¹ The sum of 3,000,000 francs for the creation of the first Beyrouth urban quarter was made available by the Lebanon Government.

As explained in last year's Assembly report, the funds utilised for the settlement work have to be refunded by the refugees within periods varying from five to ten years. As and when refunded, the sums thus advanced will be employed for the settlement of further groups of refugees.

In some cases, the funds placed at the disposal of the revolving fund are outright gifts; in other cases, a certain proportion of the grants has to be returned to the subscribing organisations on the termination of the settlement work.

In addition to the settlement schemes already in course of execution, M. Burnier has drawn up, in consultation with the mandatory authorities, the following plans for the settlement of further groups of refugees when the necessary funds become available for the purpose:

Colony	Refugee families to be settled	Approximate cost
Djebel-Moussa	350	£14,300
Ras-ul-Ain	200	8,500
Alexandretta (Urban)	250	2,500
Totals	800	£25,300

(b) *Other Settlement Work.*

In addition to the important refugee colonisation in Syria, the High Commissioner has, during the past year, placed funds at the disposal of the Refugee Section of the International Labour Office for the settlement in employment of no fewer than 7,578 Armenian and Russian refugees in various countries. More detailed information regarding these placings will be found in the report of the Director of the International Labour Office, but reference should be made to the important development of the placing of the refugees in France as *métayers* and industrial workers, thanks to the extremely benevolent attitude of the French Government and to the most valuable administrative co-operation of M. Paon and M. Pouillot, the respective chiefs of the competent Services of the Ministries of Agriculture and Labour.

(c) *Settlement of the Refugees from Constantinople.*

The attention of the last Assembly was drawn to the extremely critical situation of the remaining Russian refugees in Constantinople. Those refugees, approximately 2,500 in number, had been required by the Turkish Government to leave Turkey before August 1st, 1927. Thanks to the intervention of the International Labour Office, the Turkish Government consented to extend the final departure date until February 6th, 1929, on condition that active measures were taken for the transfer of the whole of the refugees to other countries before that date. The Office and High Commission were thus confronted with a formidable problem, not so much because of its numerical dimensions, but on account of the categories to which the refugees remaining in Constantinople belonged. Many of those refugees had established themselves in various capacities in Constantinople, and did not possess the technical or physical qualifications to enable them to take advantage of the contracts for industrial or agricultural workers mostly available for the refugees. Moreover, a large number of the refugees were invalids, old people or children, who could not in any case be placed in employment. It was obvious that such a difficult problem would require for its solution a large fund much beyond the small funds collected from the issue of the Nansen stamps. It was in this emergency that American philanthropic organisations once more came to the assistance of the High Commission. Dr. Anson Phelps-Stokes, Canon of Washington Cathedral, who, in the early days of the Constantinople refugee problem, had taken a leading part in raising funds in America, invited the High Commission and the International Labour Office to submit a constructive plan for the final liquidation of the Constantinople refugee problem. Such a plan was drawn up and submitted to Dr. Phelps-Stokes, who, in the space of a few weeks, succeeded in remitting to the revolving fund no less than \$100,000 subscribed chiefly by the following organisations:

- American Jewish Joint Distribution Committee, New York.
- Near East Relief, New York.
- Russian Refugee Relief Society, New York.
- Laura-Spelman Rockefeller Memorial, New York.
- Catholic Near East Welfare Association, New York.
- American Red Cross, Washington.

That fund (see Appendix II), administered in consultation with a local Advisory Committee consisting of representatives of the American donors and of interested refugee organisations, has already enabled 750 refugees to be evacuated from Constantinople, and it is hoped that the remaining refugees will be enabled to become self-supporting or settled in other countries before February 6th, 1929, the date fixed by the Turkish Government for their final departure from Turkey.

The High Commission has once more to record, in this connection, its gratitude for the valuable co-operation afforded by Miss Mitchell and Miss Ruggles, who during the last few years, at great personal and financial sacrifices, have contributed so largely to bringing the Constantinople refugee problem within reasonable distance of a final and satisfactory conclusion.

V. PASSPORTS.

Important progress has been made in connection with the provision of passports to the refugees since the last Assembly. The Cuban and Paraguayan Governments have notified their adhesion to the passport Arrangements for Russian and Armenian refugees respectively, thus bringing the total number of adhesions to the Russian Refugee Arrangement up to fifty-one and the total number of adhesions to the Armenian Refugee Arrangement to thirty-eight.

In addition, the following Governments have notified their adhesion to the important Arrangement of May 12th, 1926, thus increasing the number of Governments applying that Arrangement to a total of twenty: Cuba, Germany, Kingdom of the Serbs, Croats and Slovenes, and Roumania.

It will be remembered that, at the last Assembly, the British Government announced that it would put into immediate application the articles of this Arrangement concerning the issue of the Nansen stamp in the United Kingdom as soon as five of the Governments of the following seven countries had adopted the Arrangement: Czechoslovakia, Germany, Japan, Latvia, Lithuania, Roumania and the Kingdom of the Serbs, Croats and Slovenes. The German, Roumanian and Serb-Croat-Slovene Governments have already adopted the Arrangement, and the Czechoslovak delegate announced to the last Assembly the intention of his Government to take the necessary measures to apply the terms of the Arrangement in Czechoslovakia.

As the application of the articles of this Arrangement concerning the issue of the Nansen stamp constitutes an important source of revenue for the placing of refugees in employment, a most earnest appeal is made to the Czechoslovak, Japanese, Latvian and Lithuanian Governments to enable advantage to be taken of the promise of the British Government, and to the Governments which have signed that Arrangement but have not yet put it into force to consider the possibility of doing so in the near future.

VI. REVOLVING FUND.

It will be remembered that the Arrangement adopted by the Inter-Governmental Conference of May 12th, 1926, recommended the creation of a revolving fund of at least £100,000 to provide for the cost of transportation and settlement of indigent refugees. The Conference recommended, to that end, that States which desired to diminish the heavy annual charge imposed on their national budgets by the existence of large numbers of unemployed refugees on their territories should make contributions or loans to the revolving fund.

The German Government immediately responded to this recommendation by opening a credit of 100,000 Reichsmarks. Since the report to the last Assembly, the Czechoslovak Government has, in spite of the enormous sacrifices it has already made on behalf of the refugees, and which have been mentioned in previous reports, most generously agreed to open the substantial credit of £12,500 per annum for three years for the transfer to employment in other countries of the unemployed refugees in Czechoslovakia. Furthermore, it will be remembered that the Lebanon Government set aside a grant of 3,000,000 French francs for the construction of an urban quarter to relieve the congestion in the Armenian refugee camp in Beyrouth. Needless to say, these credits are being administered in conformity with special arrangements made with the interested Governments.

The Polish Government has also notified that it is considering the possibility of making a grant, in lieu of the issue of the Nansen stamp in Poland, to provide for the evacuation to employment elsewhere of unemployed refugees in Poland.

The Conference moreover recommended that self-supporting refugees should be required to make a contribution of 5 gold francs per annum to the revolving fund by the purchase of a stamp which would be affixed to their passports or *permis de séjour*. An audited copy of this account will be found in Appendix III.

The total funds raised from the issue of the Nansen stamps now amount to more than £8,000, and, thanks to the increasing number of countries which are putting this system into operation, there is every reason to hope that it will constitute an important source of revenue in the future.

A credit of 1,000,000 French francs has been obtained from the Crédit Agricole in France, on guarantees against risks offered by the revolving fund, for the development of the important settlement of refugees as *métayers* in France.

Finally, it is a pleasant duty to record once more the gratitude of the High Commission for the continued and increasing support of the most important international and national relief organisations forming the Advisory Committee for Refugees, which have redoubled their efforts in view of the refugee emergencies in Syria and Constantinople. A special tribute is due in this connection to the British United Armenian Committee, consisting of the Armenian (Lord Mayor's) Fund, the "Save the Children" Fund, the Friends of Armenia and the Society of Friends, to the International Near East Association and its branch Committees, and to the Union arménienne de Bienfaisance for the substantial contribution set forth in the audited accounts forming Appendix I to this report, and to the American organisations which responded with a grant of \$100,000 to the appeal for funds for the final solution of the Constantinople Russian refugee problem (see Chapter IV(c) and Appendix II).

Thanks to this widespread co-operation, the following payments or credits have been made available for refugee settlement:

	Grant made			Credit opened			Grant or credit promised		
	£	s.	d.	£	s.	d.	£	s.	d.
German Government.	—			5,000	0	0	—		
Czechoslovak Government:									
1928	—			12,500	0	0	—		
1929	—			—			12,500	0	0
1930	—			—			12,500	0	0
Crédit Agricole, France.	—			8,000	0	0	—		
Nansen Stamp Fund (less transfer of £1,000 to Armenian Settlement Fund)	7,000	0	0	—			—		
<i>Armenian Settlement in Syria:</i>									
Lebanon Government (for construction of Beyrouth quarter) ¹	24,000	0	0	—			—		
Anonymous loan	1,000	0	0	—			—		
Private organisations (see Appendix I)	16,073	5	5	—			3,000	0	0
Allocation from:									
Nansen Stamp Fund.	1,000	0	0	—			—		
Nansen Private Fund	3,094	6	2	—			—		
<i>Constantinople Account:</i>									
American donation	20,000	0	0	—			—		
Totals	£72,167	11	7	£25,500	0	0	£28,000	0	0

In addition, there is a sum of £9,000 in the High Commissioner's Private Fund, from which he makes settlement or compassionate grants at his discretion, or a total of £134,667 11s. 7d.

The credits on which the revolving fund can now draw represent the substantial increase of more than £81,000 on the credits which were reported to last year's Assembly, or an increase of no less than 150 per cent.

VII. CONCLUSION.

An attempt has been made in the foregoing pages to give a general outline of the present political, legal and financial aspects of the refugee problems, and of the steps taken or contemplated by the High Commission to deal with them.

It should be emphasised that, of the original problem of some 1,300,000 Russian and Armenian refugees, most of whom were indigent, there still remain approximately 200,000 who are able to work but are unemployed, including some 18,000 in China. The situation of the remaining 70,000 Russian refugees in China is, moreover, very precarious in view of the unsettled state of affairs in that country, although recent events tend to improve that situation, and especially the arrangements made by the representative of the High Commission with the Chinese authorities for the issue of the refugee passports to the Russian and Armenian refugees in China. There are, furthermore, some thousands of invalids, old people and children, who look to the High Commission for assistance. To these must now be added some thousands of Assyrians, Assyro-Chaldeans, Syrian and Turkish refugees to whom the refugee measures were extended by the recent recommendations of the Council and of the Inter-Governmental Conference of June 1928.

In addition to the continuation of the work of transferring the unemployed refugees to countries where employment is obtained for them, the experience gained by the International Labour Office during the last four years has, as explained in the Director's report, demonstrated the necessity of creating training centres and agricultural colonies for large numbers of the refugees who are not technically equipped for agricultural and industrial contracts. The success which has attended the settlement efforts in Syria shows that large numbers of refugees can be so settled, even with the modest funds available, given the co-operation of interested Governments and of international and national relief organisations.

The increasing recognition of the Inter-Governmental Arrangements of July 5th, 1922; May 31st, 1924; and of May 12th, 1926, has resulted in important passport facilities which have enormously improved the situation of the refugees; whilst the far-reaching Arrangement adopted by the Inter-Governmental Conference of June 28th to 30th, 1928, opens up at last the prospect of providing the large mass of the refugees with a regular and stable legal and personal status.

The provisions of those various Arrangements either recommend definitely or imply the existence of an international organisation for their execution. In particular, the Inter-Governmental Conference of June 1928, after considering carefully the disabilities from which the refugees as a whole suffered in the absence of a clearly defined legal and personal status, considered it indispensable that provision should be made for services similar to those rendered by consuls to their nationals, and recommended that the High Commissioner should appoint representatives in the various countries for the purpose. Many of those services are already so rendered in an

¹ All reimbursements effected on advances made from this grant are to be applied to the settlement of further Armenian refugees at present in the Lebanon.

unofficial capacity, but it was considered essential that they should be given the largest possible official character.

The recommendations made by successive Inter-Governmental Conferences, which have carefully considered the different aspects of the refugee problem, have shown that the progress made in placing in employment those of the refugees who were suitable for manual labour provided only a partial solution of the problem. There remains much to be done even before this material assistance can be regarded as completely effective, seeing that there are not openings in the majority of the occupations to which the remaining 200,000 unemployed refugees belong.

Their settlement will require the establishment of re-adaptation centres, such as that contemplated in France, which will necessitate, in addition to the requisite funds, the execution of carefully prepared courses and a considerable lapse of time before the refugees can be finally assimilated in the occupations for which they are trained.

With that end in view, the High Commission is negotiating for the establishment of agricultural training centres and colonies in France and South America, and for smaller centres in other European countries.

It is estimated that such a centre could be established in France, which could train and place annually 500 refugees, and that a centre in the Argentine could give similar results for 250 refugees at a total absolute cost of £25,000. These estimated results may at first sight appear to be small, but countries which are battling with similar problems of the re-education of workers will be the first to admit that progress in re-assimilation of this nature is necessarily slow and that the cost per head is necessarily extremely high. As, however, it may be reckoned that, at a very low estimate, the refugee families average at least three persons, it will be seen that the above-mentioned schemes would provide for the settlement of no fewer than $750 \times 3 \times 5 = 12,250$ refugees in five years at an absolute capital cost of less than £2 per head.

During the same period it is reasonable to expect that the 40,000 Armenian refugees in Syria can be settled for a total working capital of £120,000, that 5,000 refugees can be settled as métayers in France for £40,000, and that, if the present demand is maintained, it should be possible during the same period to place 100 refugees per month, or 6,000 refugees in all, on contracts for an average advance of £3 per head, or for a total sum of £18,000.

These estimated placings may be summarised as follows:

Number of refugees	Estimated cost
40,000 Armenian refugees in Syria	£120,000
5,000 métayers.	40,000
6,000 contracts.	18,000
12,250 from re-adaptation centres	25,000
Total	£203,000

or 63,250 refugees for an average advance of £3 7s. 4d. per head.

It should be noted that, in addition to the placings outlined above, a considerable number of individual placings may be expected to continue, given the assistance of the refugee services, of refugees who are in a position to supply a portion or the whole of their transport expenses, but who require the passport, visa, transport and other facilities afforded by the refugee services.

Parallel with this material assistance, the High Commissioner is called upon, as a result of the Arrangements of the various Inter-Governmental Conferences, to ensure for the refugees functions of a political, legal and consular nature after their economic situation has been more or less stabilised.

It is obviously impossible to foresee the length of time during which those functions will be necessary. It is clear, however, that they will be indispensable until such time as the refugees can return to their own countries or obtain some other nationality. There is little indication that the first-mentioned solution will materialise in the near future; and, for reasons which are comprehensible and which it is difficult not to respect, the vast majority of the refugees do not desire to accept another nationality.

In addition to the functions referred to in the preceding paragraphs, which render necessary the existence of an international refugee organisation, it will be remembered that, at the instance of the Inter-Governmental Conference of May 1926, and with the approval of the Assembly and Council, the High Commission has obtained credits from Governments and relief organisations amounting to about £130,000, or an increase of 150 per cent on last year's fund, for the prosecution of the various settlement schemes. That tangible proof of the appreciation of the competent service is a tribute for which it has every reason to be proud. The High Commission is responsible not only for the proper administration of those funds but for their due reimbursement, in whole or in part, to the subscribers within periods ranging from three to ten years, in much the same way as the Greek Refugee Settlement Commission, on a much larger scale, is responsible for the administration of the Greek refugee loans.

Since 1920, the League has recognised consistently that inasmuch as the refugee problems owed their origins to international causes, so also their solution called for international action.

Moreover, when at the seventh ordinary session of the Assembly the general question was discussed as to the problems with which the League should deal, both the British and French delegates, although for different reasons, emphasised that the refugee problems were pre-eminently questions for League action. It was possibly for those reasons that the Council in June 1927, on the recommendation of M. Titulesco, supported by the President of the Council and M. Briand, unanimously urged the High Commissioner not to abandon his efforts for the settlement of the Armenian refugees in the Caucasus.

Furthermore, the British delegate, who was Rapporteur for these questions to the eighth ordinary session of the Assembly, stated that for some years to come it would be necessary for the Assembly to take account of these refugee problems.

The contention has sometimes been advanced that the League ought not to be called upon to meet permanently the budget necessary for the maintenance of an international refugee organisation. Apart from the arguments to the contrary which have been given above, it is not perhaps generally recognised that the alternative would throw still further charges on countries which have already incurred heavy expenditure on behalf of refugees who are on their territories largely owing to the accident of their geographical position. It is not always realised that the League refugee organisation is called upon to ensure the welfare of a number of unfortunate human beings in excess of the total population of certain States Members of the League, nor is it difficult to imagine what would result if the refugees were deprived of the protection at present afforded them. If intelligent human beings are forced to brood over a situation so much against their wishes and efforts that they come to regard it as an injustice, and if they are denied the most elementary forms of protection, there is the danger that their physical and intellectual energies, instead of being turned into constructive channels, may be exploited in other ways which will exact a heavy reckoning out of all proportion to the slight sacrifice they now ask.

It is not perhaps inappropriate, in this connection, to recall the words addressed to the 1924 Assembly by the British delegate, who was the Rapporteur on refugee questions: "Is there anyone who is likely to be a better friend of the League, a better child of the League, than he or she who has its international passport?" By the man in the street the refugees are in fact regarded as the League's children, and it would certainly be considered by the League's greatest sympathisers as inconsistent with its high ideals for them to be abandoned to their own resources.

In spite of the additional difficulties imposed by the lack of a country, the dispersal of the refugees throughout the whole world and their indigence, this large and complicated administration only costs the League the sum of £12,000 per annum. M. Hanotaux, who acted as Rapporteur to the Council at the time it decided to accept responsibility for the Russian refugee work, after a most exhaustive examination of the whole refugee problem, foreshadowed the creation of a permanent organisation with funds estimated at that time at not less than £4,000,000. It must be admitted, in view of that estimate, that the funds with which the work has so far been effected are modest in the extreme.

It has already been remarked that the non-indigent refugees themselves are, by means of the purchase of the Nansen stamp, providing funds for the settlement of their less fortunate brethren. At the recent Inter-Governmental Conference, the Committee of Armenian and Russian refugee legal experts intimated that the refugees are prepared to pay for the services of a consular nature which are to be rendered to them by the delegations of the High Commission under the Arrangement adopted by that Conference. When that Arrangement is applied in the countries where there are the largest concentrations of refugees, it is hoped that considerable economies will be effected by the High Commission. It would, however, be most undesirable, for reasons which will be obvious from a perusal of this report and from a superficial knowledge of the refugee problems, for a course to be contemplated which would be tantamount to an abrogation of the authority of the League in these important questions.

These, apparently, were the considerations that influenced the Governing Body of the International Labour Office at its last meeting, and after an exhaustive examination of the refugee problems, to make the unanimous recommendation that the time had arrived to centralise the whole of the refugee work under the High Commission, which should be consolidated and its authority strengthened for the purpose. The Governing Body, after recalling that, in response to the request of the Assembly of 1924, it assumed temporary responsibility for the technical work of placing the refugees in employment, came to the conclusion that the major portion of that work had been completed by the placing, since 1925, of some 50,000 refugees in employment. It considered that the work which remained to be performed consisted mostly of colonisation, preceded in some cases by the establishment of training centres, in addition to the important aspects of the work relating to political, legal and financial questions, all of which belonged more properly to the competence of the High Commissioner. The Governing Body therefore recommended that, after the year 1929, and in order to avoid duality of functions, the whole of the refugee work should revert to the High Commission, assisted by a mixed Advisory Committee consisting of representatives of the Council of the League and of the Governing Body.

The Governing Body also made a strong recommendation to the effect that due recognition should be made of the services rendered during the last seven years by the staff of the High Commission and of the Refugee Section. The Assembly is well aware of the enormous volume of work which has been performed by that staff under extremely difficult and delicate conditions. This work could not have been accomplished with the comparatively extremely small budget available had not the whole of the staff worked consistently under the maximum possible pressure and with the greatest enthusiasm. That stress, however, has resulted in the invalidity, which in some cases may unfortunately prove to be permanent, of certain members of the staff. I am

therefore glad to learn that the Supervisory Commission is considering the possibility of extending to that staff certain of the privileges enjoyed by the permanent members of the staff of the Secretariat and of the International Labour Office, and would express the earnest recommendation that, at long last, these members of the international Secretariat may be afforded the full benefits of the conditions of service considered as indispensable for the members of the general Secretariat.

Needless to say, I welcomed the recommendations of the Governing Body which, when adopted, will go a long way towards relieving me of the very heavy personal responsibility I have carried during the last seven years. For that reason, I venture to suggest that the mixed Advisory Committee should be created by the present Assembly, with immediate functions.

As to the constitution of the Advisory Committee, the Assembly will probably consider it desirable to afford adequate representation to each group on the Governing Body, and to recommend the appointment of a sufficient number of members for that purpose. The Assembly will doubtless also wish to appoint as members of the Committee representatives of countries most directly and actively interested in the refugee problems and thus drawn from among the following countries: Argentine, Bulgaria, China, Czechoslovakia, France, Germany, Great Britain, Greece, Latvia, Poland, Roumania and the Kingdom of the Serbs, Croats and Slovenes. This mixed Committee could meet at intervals of three months and indicate the general lines of the policy to be followed by the High Commission in conformity with the resolutions adopted from time to time by the Assembly, Council and Governing Body, to whom it would report and make appropriate budgetary recommendations. It would also be desirable, in order to preserve the necessary close liaison with the Secretariat and the International Labour Office, that the Secretary-General and the Director of the Office, or their nominees, should be entitled to attend the meetings of the Committee in an advisory capacity.

Finally, the Committee could have recourse to the Advisory Committee for Refugees for information on specific questions concerning the welfare of the refugees.

If this way, the closest co-operation could be ensured of the Assembly, Council and Governing Body, of the Governments interested in the refugee questions, of the international and national organisations working for the welfare of the refugees and of the refugees themselves.

LETTER TO THE SECRETARY-GENERAL FROM THE DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE

Geneva, August 16th, 1928.

I have the honour to forward to you, herewith, the French and English texts of a Memorandum on the work of the Refugee Service, for transmission to the Assembly of the League of Nations.

(Signed) Albert THOMAS.

PART II.

REPORT BY THE DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE.

The Governing Body of the International Labour Office had under careful consideration at its fortieth session, held in June 1928, the question of the development of the Refugee Section, its present position and its future prospects in the light of the reports which were then before the Governing Body.

Those reports dealt with the results which had been achieved by the Refugee Section since the transfer of the technical part of the refugee work to the Office on January 1st, 1925, with the present state of the refugee problem, and with the plans contemplated for bringing that part of the work to a successful conclusion.

Those reports are brought up to date in the following chapters.

I. PLACING AND SETTLEMENT MEASURES.

At the time when the technical part of the refugee work was transferred to the Office, it was estimated that there were approximately 400,000 Russian and Armenian refugees unemployed though able to work. In spite of the economic crises through which Europe has passed, which resulted in the increase of unemployment in general and considerably aggravated the difficulties which already existed to obtain work for the refugees, the number of refugees unemployed has been reduced during the period under review to approximately 200,000. Of the number of 200,000 refugees who have thus become more or less self-supporting, the Office can claim direct credit for over 50,000. Particulars regarding the placing of 38,000 of the refugees have been given in the reports submitted to the three preceding sessions of the Assembly. As regards the remaining refugees who have been transferred to employment during the past year, 7,578 have been secured employment on industrial, agricultural and métayage contracts in France and Tunis, or transferred to situations procured for them in Canada, South America and other countries,

and over 7,000 have been placed in the various settlement schemes in Syria. The first-mentioned group of refugees came from the following countries:

Austria	12	Latvia	520
Bulgaria	552	*Poland	837 ^a
China	316	Kingdom of the Serbs, Croats and Slovenes .	655
*Czechoslovakia	264	Switzerland	2
Estonia	647	Turkey	753
France	118		
*Germany	659		
Greece	2,243	Total	7,578

It should be emphasised, however, that the figures quoted above do not represent the full results obtained by the Office since the submission of the last report to the Assembly, seeing that the returns for the territories marked with an asterisk only relate to the first eight months of the period in question. In addition, however, to these important results, the Office and High Commission are entitled to claim credit for a large number of what may be described as "invisible placings" due either directly or indirectly to the activities of the High Commission and the Refugee Section, but for which no accurate records are available. Those placings are, however, reflected in the substantial reduction in the total number of unemployed refugees since the Office took over this work.

Without entering into the details of the steps taken by the Refugee Section and its delegations in various countries which have led to the above-mentioned results, it may be of interest to give, by way of illustration, an outline of the methods employed for the transfer and settlement of refugees in France, which has absorbed by far the largest number of refugees in the past, in Syria and in South America, which, as shown in Section (d) of this chapter, is considered, if careful precautions are taken, to be in a position to offer a future to an appreciable number of the refugees

(a) *France.*

In conformity with arrangements entered into with the Office de la Main-d'œuvre étrangère and the Office de la Main-d'œuvre agricole, the Refugee Section obtains from its delegates from time to time lists of refugees who have expressed the desire to obtain employment in France. On the basis of these lists, the competent French authorities send contracts to the Refugee Section and intimate whether the prospective employers are prepared to advance the transport expenses to enable the refugees to proceed to France, or whether it will be necessary to have recourse for that purpose to the High Commissioner's revolving fund. In the case of métayage contracts, the Office de la Main-d'œuvre agricole also indicates the amount of the advance, which ranges from 1,000 to 2,000 French francs per head, to enable the refugees to take advantage of the métayage contracts. These contracts are then transmitted to one of the delegates of the Refugee Section, either with the transport expenses advanced by the employer or with a corresponding advance made from the High Commissioner's revolving fund.

On receipt of the contracts, the delegate invites the refugees for whom they are intended to call at his office and submits them to a careful examination, generally with the assistance of an advisory committee, to ensure that they are technically, physically and morally suitable for the employment offered to them.

As soon as the selection work is completed, steps are taken by the delegates to secure passports, exit, transit and entry visas for the refugees and to fulfil various formalities which may be required by the country of their residence. As a result of negotiations with the various European Governments, many of the visas are now obtained either free of charge or at reduced fees.

When the above-mentioned formalities are completed, arrangements are made for the transport of the refugees by the quickest and cheapest land or sea route. Here, again, the cost to the refugees has been considerably reduced thanks to special facilities which have been obtained from State and private railways and from shipping companies.

In the case of those refugees whose transport and passport expenses have been advanced from the revolving fund, they are required to sign an authority to their future employer to deduct from their wages, in favour of the revolving fund, the percentage allowed by French law until the advance made to them has been fully redeemed.

As a rule, the refugees are transported by convoys of about twenty persons in charge of a convoy leader, who is responsible for their good conduct and who also ensures that the transit visas are not abused or that the transport advances are not employed for other purposes.

On arrival at Marseilles, Toulouse or any other concentration centre indicated by the French authorities, the refugees report to the competent services, which transfer them to the employer mentioned in the contract.

In order that the refugees who accept métayage contracts may be protected as far as possible from failure arising from their ignorance of the French language and French agricultural conditions, a service of Russian-speaking inspectors has been arranged, in agreement with the Office de la Main-d'œuvre agricole, which affords them the necessary advice and guidance for the good management of their holdings.

It is most gratifying to report that this system of settling refugees in France has, with a few isolated exceptions, afforded complete satisfaction to the French authorities and employers, and

has resulted in a steady demand for refugee workers for France. It should, however, be emphasised that the success which has attended those efforts is due, in a very important measure, to the exceedingly sympathetic co-operation extended to the Office by the French Government and by the administrative services of M. Paon and M. Pouillot, the chiefs of the Office de la Main-d'œuvre agricole and of the Office de la Main-d'œuvre étrangère respectively.

(b) *Armenian Refugee Settlement in Syria.*

Very considerable progress has been made with the technical part of the work for the settlement of the 40,000 Armenian refugees who have to be removed from the refugee camps in Aleppo, Alexandretta and Beyrouth. Thanks to the energy of M. Burnier, who acts as the representative of the Refugee Section of the High Commission and of the International Armenian Committee, and to the wholehearted co-operation of the mandatory authorities, a careful registration of the refugees to be evacuated from the camps has been effected, and plans drawn up for the settlement of no fewer than 12,300 of them in six agricultural colonies in the Sandjak of Alexandretta and in urban quarters in Alexandretta, Aleppo, Beyrouth and Kirik-khan, at an average figure of about £40 per family. Of that number, 7,660 refugees are already in course of settlement with the amounts contributed to the revolving fund and referred to in the High Commissioner's report, and no difficulty is anticipated in settling the remaining refugees as soon as the additional necessary funds become available. (Fuller details of these settlement operations are given in the High Commissioner's report.)

It is a matter for regret that, so far, it has not been possible to take advantage of the generous offer made by British philanthropic societies to obtain a loan of £120,000, the minimum sum considered necessary to provide for the settlement of the most indigent refugees in Syria. Those societies intimated that they could obtain a loan for that amount if the French Government would agree to afford a covering guarantee for the securities, offered by the High Commission for Refugees for the purpose, in the shape of the lands purchased for the refugee settlements, the revenue derived from the issue of the Nansen stamp in the mandated territories and the reimbursements of advances effected by the refugees. It was considered that the securities thus offered would be sufficient for the redemption and service of the loan within a period of ten years, and that the mandatory Power would therefore incur little risk in giving a covering guarantee which would enable the loan to be raised forthwith.

A statement made by M. Bastid at the last Assembly that the French Government would afford favourable consideration to that proposal encouraged the expectation that it would be possible to secure the necessary funds on that basis.

That expectation has not up to the present been realised, but there is reason to hope, as a result of recent measures taken by the French Government to study the situation on the spot, that the negotiations in this connection may be brought to a favourable conclusion.

(c) *Constantinople.*

The attention of the last Assembly was directed to the crisis arising at Constantinople in view of the decision arrived at by the Turkish Government that the Russian refugees in Constantinople, numbering some 2,500 persons, should leave Turkey before August 1st, 1927. In deference to urgent representations made by the Office to the Turkish Government that, for technical and financial reasons, it would be quite impossible to secure the evacuation of an appreciable number of refugees by that date, especially in view of the fact that many of the refugees belonged to categories for which no demand existed, or were invalids, old people or young children, the Turkish Government agreed to adjourn the final departure date until February 6th, 1929. The problem with which the Office was thus confronted would, in view of the restricted opportunities of obtaining employment and of the claims of unemployed refugees in other countries, have been a sufficiently formidable one had the refugees belonged to categories which were capable of manual labour. Its solution was, however, rendered infinitely more difficult by reason of the fact that a large proportion of the refugees were only fit for special occupations or were unfit for any form of employment, and would require for their settlement funds far in excess of even the total at the disposal of the revolving fund. It was in this emergency that the American relief organisations came to the assistance of the revolving fund in the circumstances outlined in the High Commissioner's report. Thanks to the grant of \$100,000 thus made by the American organisations and to some hundreds of contracts and of visas most generously placed for the emergency at the disposal of the Office by the French and Tunis authorities, and by the Bulgarian and Serb-Croat-Slovene Governments respectively, it seemed reasonable to hope that the chief obstacles in the way of the departure of the refugees within the specified time had been removed. A new and altogether unexpected difficulty, however, arose. The refugees, the majority of whom had been in Turkey for some six years and had succeeded in obtaining some sort of livelihood, elected to believe that they would be allowed to remain in Turkey indefinitely and refused either to accept the contracts offered or to register for their transfer to other countries. The Office had obviously not the possibility of forcing the refugees to leave Turkey against their will, but it was equally clear that a delegation could not be maintained in Constantinople if it had outlived its usefulness. On the other hand, it appeared to be necessary to give the refugees a fair warning that the facilities offered by the Office could not be kept open indefinitely.

It was in these circumstances that the Office decided to issue a *communiqué* to the refugees in Constantinople calling their attention to the decision of the Turkish Government requiring their departure before February 6th, 1929, and pointing out that the services of the Constantinople Delegation would be at the disposal until May 31st of those refugees who registered the necessary information for their evacuation before a given date. It is satisfactory to note that, as a result of that *communiqué*, the large majority of the refugees registered with the Delegation before the date in question, and that material has thus been furnished for a final constructive solution of this problem.

An Advisory Committee has been formed at Constantinople, consisting of representatives of the American donors and of interested refugee organisations, which submits applications from refugees to the High Commissioner for the use of the funds and generally assists in facilitating the evacuation of the refugees.

Although the Governing Body endorsed the Director's decision to close the Stamboul Delegation on May 31st, it is, of course, understood that the Refugee Section will continue to afford all assistance in its power in order to secure the departure at the earliest possible moment of the refugees remaining in Constantinople.

(d) *South America.*

In order to acquaint the Assembly with the progress made with the settlement of the refugees in South America, with the great difficulties encountered and with the steps taken to overcome them, the following extracts are given from the reports submitted by the delegate of the Refugee Section in Buenos Aires and presented to the Governing Body at its last meeting:

It was hoped that South America would receive important numbers of refugees, and that the measures successfully taken as regards refugee transfers in Europe could be successfully duplicated for South America.

The difficulties inherent in the situation were, of course, realised from the outset and were summed up in the following extract from the report of the High Commissioner for Refugees to the sixth session of the Assembly:

“ The experience gained and the results accomplished in the seven months now under review seem sufficient to enable a clear estimate to be formed of the exact nature of the problem. They suggest that it can be solved; but it would be misleading the Assembly to imply that the refugees who are now out of work, or even the major portion of them, could be transferred to overseas countries next year or the year after. An operation of this character will necessarily be slow.

“ Colonisation cannot be rapid, however willing the receiving countries are to obtain colonists, and even in the case of employment in industry or agriculture, which does not require an outlay of capital, it will obviously be more difficult and more expensive to arrange for transfer overseas than for transfer within Europe.

“ Moreover, in the view of the Office, it would be a mistake to undertake any scheme involving overseas migration unless it was possible to see ahead and to lay out plans over several years.

“ Arrangements would probably have to be made which would extend over longer periods than twelve months if they were to be effective. ”

This point of view was reiterated in the report to the subsequent Assembly.

The South American Delegations began to work in the early part of 1926 and, after preliminary tours of inspection in the various countries of the continent, it was decided that the most promising field for the major effort was Argentine.

Difficulties.

When the Delegation in Buenos Aires was ready to start operations, it became very obvious that a large number of very serious, and apparently almost insuperable difficulties, stood in the way of the achievement of a numerically important refugee transfer. A further study soon made it clear that the programme outlined in the report by Colonel Procter was not completely realisable for many reasons. These difficulties may be briefly described as follows:

- (a) Difficulties connected with visa and entry formalities;
- (b) Financial difficulties;
- (c) Difficulties as regards the finding of employment;
- (d) Difficulties as regards the establishment of an agricultural settlement or colony.

As regards (a), it is a general rule in most South American countries that emigrants who wish to proceed to South America must produce a certificate of good conduct, certifying that the bearer has not been before the judicial authorities of his countries of previous residence for a period of five years, and that he is of good conduct generally.

The obtaining of such a certificate is not unduly difficult in the case of ordinary emigrants who have not, through force of circumstances, been compelled during the last five years to reside

in a number of different countries. In the case, however, of the refugees, many of whom had passed from Constantinople through Bulgaria, Czechoslovakia and the Kingdom of the Serbs, Croats and Slovenes, to France and Germany and had resided in each of these countries for a certain period, it became a matter of almost complete impossibility for them, or for the Refugee Delegation working on their behalf, to produce from the competent authorities the complementary certificates that are required to cover the whole period. Many of the provincial functionaries involved were not in possession of the material which would allow them to issue such certificates, and others had not the necessary authority.

In view of this position, efforts were made to obtain from the countries of reception their agreement to an arrangement by which, when such difficulties occurred, a certificate provided by the Delegations of the Refugee Service might be accepted as sufficient by the various consuls abroad. Considerable progress has been made in this direction and it is hoped that complete success will be obtained. It is obvious that the previous contact of the Delegations of the Refugee Service with the refugee masses renders them the most qualified of all organisations to produce a valid guarantee concerning the character of this class of applicant.

The effect of this regulation was to restrict the possibility of emigration to the Argentine to those refugees who had been settled in one country for a considerable period, or to those for whom this difficulty could be overcome by the institution of laborious negotiations of an individual nature in each case.

Another matter which reacted very unfavourably as regards the question of refugee emigration to the Argentine was the position brought about by the partial, instead of the complete, recognition of the Nansen Passport System by the Argentine Government. Briefly, the situation in this connection is as follows:

It is possible for a Russian or Armenian refugee to obtain admittance to the Argentine when in possession of a Nansen passport provided that he can fulfil the visa regulations in force, but it is impossible for him, supposing that he wishes to leave the Argentine after a year's residence, to obtain either the renewal of the passport with which he came or its substitution by a similar document issued by the Argentine authorities. The standard period of validity of the Nansen passports is one year. The position, therefore, is that it is possible to come into the Argentine but it is not always possible to get out, and this very naturally makes prospective immigrants hesitate before committing themselves to what is apparently an irrevocable step. It is true that the passports issued by the ex-Russian diplomatic agent in Buenos Aires do serve for certain countries in cases of emergency, but many countries which have adopted the Nansen Passport System are unwilling to visa any other type of passport in the case of Russian and Armenian refugees, and consequently in many cases refugees who wish to leave the Argentine for certain countries as a result of urgent private affairs or for business purposes are unable to do so. Efforts are being made to remedy this position and it is hoped that success will shortly be achieved.

(b) *Financial Difficulties.* — The most serious obstacle of all, however, was, as usual, of a financial nature. Before the reductions recently obtained by the Refugee Service as regards fares to South America, the standard steamship fare from Europe for an emigrant going to the Argentine was £20 per head. At this figure, the transatlantic fares for a family of average size very nearly approached the sum of £100 sterling. In addition to the money for the voyage, a minimum of £10 per head to cover incidental expenses and the cost of maintenance during the period between arrival and the finding of employment is necessary. In making this calculation, the period of free lodging at the Immigration Hotel in Buenos Aires has been taken into consideration.

The efficient use of the revolving fund to remedy this state of affairs presented certain difficulties in view of the following facts: (1) The Argentine immigration authorities have adopted a policy of free immigration, that is to say, that they do not demand that the immigrant shall have work waiting for him of a definite nature; (2) the Argentine law regarding the payment of salaries forbids an employer to make any deduction from the wages of workmen or employees.

It is obviously very difficult to obtain contracts for workers in Europe and retain places for them until they arrive, when every week or indeed almost every day some immigrants arrive and come on the labour market. The natural reaction of any employer in such circumstances is to do his recruiting on the spot and not bother with an organisation which promises to bring selected immigrants from Europe after an interval which is necessarily somewhat long. Also the local employer who recruits in the Argentine, as opposed to the European, labour market can see and test the candidates personally, whereas, if he recruits them through a national or international organisation in Europe, he must of necessity depend upon the choice of other people. Furthermore, his obligation towards those whom he recruits locally is obviously less than would be the case had he furnished labour contracts to an organisation in Europe with the result that his workers decided to cross the ocean in order to take up employment with him.

The result of these difficulties was that it became practically impossible, except in very rare cases, to obtain anything in the nature of a labour contract, and, in consequence, good security for an advance on travelling expenses in the case of refugee candidates was practically impossible to obtain and had to be provided by the country of emigration. This difficulty, therefore, made the effective use of the revolving fund extremely hard to arrange.

(c) *Difficulties as regards the Finding of Employment.* — The Russian refugees are not in the happy position of the Italians or Spaniards, who possess two great advantages over other emigrants, namely, the absence of the language difficulty and the presence in the Argentine of large and powerful collectivities containing many important employers of labour, persons in a position to

facilitate the obtaining of employment for their co-nationals and well-organised immigrants, aid societies of long standing and good local connections.

The language difficulty was very noticeable in the case of the Russian refugees who did come, and experience showed that most emigrants required a period of one to three months before they obtained reasonably permanent employment. As a result of this, it is obvious that only those could come who were in a position to put up the necessary funds to cover that period, or who could obtain a loan from the revolving fund with which to meet such a position.

(d) *Difficulties as regards the Establishment of an Agricultural Settlement or Colony.* — In view of the demands made by many refugees for an opportunity to settle on the land, and of the desire of the Argentine authorities to avoid congestion in the cities, many efforts were made to find a possible solution and certain small experimental nuclei were actually formed and established as colonists. The Delegation, however, came to the conclusion that the Russian refugees cannot be transferred from Europe and placed immediately after their arrival in an agricultural colony as self-supporting colonists by means of a scheme by which credits to cover all the necessary elements for their establishment are supplied by the revolving fund without running very grave risk of failure.

The reasons for this state of affairs are briefly as follows: The sum required to take an indigent refugee from Europe and place him on the land in the Argentine, after supplying him with all that is necessary for him to commence agricultural operations, a house and possibly maintenance for a year, is very large. The Railway Colonisation Consortium, an organisation recently formed in the Argentine in the one colony that they have so far established, incurred a total outlay of £2,000 for each family colonised and the assistance credits alone, without taking into consideration the cost of the land, which amounted to £560 per family. It is obvious that no refugee revolving fund could contemplate such large expenditure per family.

A search was made for schemes which provided credit for colonisation supplied from other than revolving fund sources, and voyages were made to Peru and Bolivia to inspect schemes which presented, on paper at any rate, many advantages. After long and careful consideration, however, the Delegation was forced to decide that there was nothing to be gained by the adoption of any of these schemes in view of the grave risks of failure to which they were subject. In some cases, the conditions did not seem suitable for the refugees, and in other cases the refugees did not seem suitable for the conditions.

As a general principle, it became fairly obvious that, when advantageous terms were offered to the refugees, there was usually some grave disadvantage which prevented them from being generally acceptable. When real and possible colonisation opportunities were found to exist, it was practically impossible to introduce refugees to them because of the capital expenditure required to be put up, either as a direct contribution by the refugee or as a loan from the revolving fund, and also because, for such schemes, national emigrants were also available in large numbers and the refugees could not compete with them for preference.

The scheme proposed for the settlement of a large number of families near Lake Gaiba, in Bolivia, seemed to promise a solution of this difficulty. If it could have been carried out, a large and satisfactory movement might have been started. It had to be abandoned, after much time and trouble had been spent on the preliminary details, because the arrangements of the company in the proposed colonised area seemed totally inadequate to cover the execution of the plan that had been proposed. This was a great misfortune, because the promising appearance of the scheme had led to the postponement of other plans and also of decisions of a general nature. It was thought that the Bolivian scheme had provided the solution of our difficulties. Close observation showed that it had not.

General.

In addition to the above-mentioned obstacles and difficulties, one must not forget that the Delegate on arrival in South America found that in general there was a very definite hostility towards the idea of receiving refugee immigrants. This was probably due to illusions which had been formed as to the nature of our operations and as to their impact on South America. They still exist, but gradually they are being destroyed. They were, however, very prevalent and exercised a most unfavourable influence upon all the negotiations for settlement and emigration conducted by the Delegation.

In spite of these very serious and formidable difficulties, the Delegation has been able to create a small but satisfactory movement of refugees to the Argentine, and in a much lesser degree to Brazil and Paraguay.

Results obtained.

Some 450 persons have been placed in various countries, principally in the Argentine.

On the whole, the result, though small, is very satisfactory, and there is no doubt that the employed refugees in the Argentine are generally more prosperous than those in a similar position in Europe or elsewhere. There is no doubt but that their future prospects are bright and that their economic situation will improve gradually as they gain experience of local conditions.

Already the persons settled are beginning to attract relations and friends from overseas, and the arrival and absorption of these latter is already appreciably easier than it was, owing to the improved position of the pioneers.

The process, however, is slow and sometimes painful.

At times the pressure in Buenos Aires is extremely high, and recently there came to the notice of the Delegation the case of a firm which had advertised for an assistant book-keeper at a salary of 120 pesos per month, which may roughly be calculated at £120 per annum, and for which no fewer than 154 persons presented themselves in one day.

It is, however, very satisfactory to think that a prosperous refugee collectivity has been established in the Argentine and, to a lesser extent, in the neighbouring countries, in spite of the difficulties that have previously been referred to. It is hoped that the result obtained will do something to provide a bright spot in the generally difficult refugee situation, will continue to exercise a beneficial influence on that situation and will redress the general level by acting as a counterpoise to situations such as Constantinople.

II. PRESENT STATE OF THE REFUGEE PROBLEM.

The table which appears in Appendix IV affords a general idea of the present state of the Armenian and Russian refugee problems. It should be emphasised, however, that in a large number of cases the figures are approximate, as both the Governments and the Delegations of the Refugee Section have to rely largely on a voluntary registration of the refugees, seeing that it is only in exceptional cases that the latter are entitled to unemployment benefits, and cannot therefore be registered under a system of unemployment payments. Even this voluntary registration has to be accomplished with considerable prudence, in order not to raise hopes of employment among the refugees which it may be impossible to satisfy. For these and other reasons, it would be wise to regard the figures of unemployed refugees now reported as erring, if anything, on the conservative side. For instance, although the last returns received from China indicate only 15,700 Russian refugees as unemployed, urgent appeals have recently been received from Russian refugee organisations, which have called attention to the fact that the recent unsettled state of affairs in that country has placed the remaining 73,000 refugees in a precarious situation which renders imperative the assistance of the League.

Reference has already been made in previous chapters to the magnitude of the Armenian refugee problem in Syria, which calls for the settlement of a further 33,000 indigent refugees, and to the urgency of the acute, though limited, refugee crisis in Turkey.

Since the last Assembly, the seriousness of the Armenian and Russian refugee questions in Bulgaria and Greece has been grievously aggravated following the disastrous earthquakes which have visited those countries, and which have brought in their train destitution to nationals and refugees alike. Finally, both Czechoslovakia and the Kingdom of the Serbs, Croats and Slovenes are still carrying heavy burdens for the maintenance of some thousands of refugee students and invalids, which they have the right to ask should not be prolonged indefinitely.

III. FUTURE SETTLEMENT WORK.

As has been shown in previous reports, the Office has not confined its activities to forming estimates of the degrees of indigence and unemployment of the refugees or to the prosecution and development of placing measures which were already in operation. It has, on the contrary, initiated enquiries in practically every country in the world conceivably capable of offering employment to refugees, or developed opportunities of settlement in the countries where the refugees already lived. That policy has been fully justified by the substantial progress made with the settlement of the Armenian refugees in Syria, by the important development of the settlement of refugees as *métayers* in France and by the refugee emigration currents which have been created to South America.

If the majority of the 200,000 refugees at present unemployed were agricultural workers, or equipped to accept industrial contracts, it would be a comparatively easy mathematical calculation to state when they could be finally absorbed into the employment market. This unfortunately is not the case. At least one-half of the refugees are, on the contrary, unfitted, at the present time, for agricultural or other manual employment, although physically capable of undertaking the lighter forms of manual work.

A very large number of those refugees were originally trained for the liberal professions, and therefore constitute elements that, for obvious reasons, should not be abandoned to their own resources. Many of those refugees have, with commendable courage, adopted the most humble occupations to gain their livelihood, and still continue to register voluntarily for industrial and agricultural contracts. It is clear, however, that, in the absence of the necessary training, such employment of those refugees is unfair both to them and to the employers who accept them, and must inevitably lead to disappointments and discouragement, and militate eventually against the placing of even qualified refugees.

The High Commissioner has therefore found it necessary to recommend, as mentioned in his report, that, parallel with the active prosecution of the present system of settling refugees, there must be established a system of training centres which will constitute reservoirs from which refugees may be drafted to the countries where experience has taught the Office that employment can be found for properly equipped refugees.

IV. CONCLUSION.

In order to arrive at a more accurate appreciation of the present situation of the refugee problems, it is necessary to remember the various phases through which they have passed. The

transition of the work should be recalled from the original emergency stage, when the High Commissioner was called upon to initiate urgent measures to save the lives of many thousands of refugees, to the second stage, when steps had to be taken, for political, hygienic, economic and other reasons, to disperse the refugees from countries which could not support them; to the stage when the Office was called upon to arrange, on organised lines, the placing of the refugees in the employment for which they were best fitted.

The account given in this report of the activities of the Refugee Service during the past year indicates that it is becoming increasingly difficult to place the refugees in employment on agricultural and industrial contracts, seeing that the remaining 200,000 unemployed refugees belong for the most part to liberal professions, or are otherwise unequipped for or unable to accept such contracts. It is for these reasons that the High Commission has been obliged to concentrate its efforts on colonisation plans, such as those for the settlement of the refugees in Syria, South America and elsewhere and on the placing of *métayers* in France. There is no doubt that many more refugees can still be settled by those means, without any special training, as soon as the necessary funds become available, but a considerable proportion of the remaining refugees require special training in colonies and training centres, such as that contemplated in France and mentioned in Chapter III, before they can be made self-supporting.

The work, however, of making the refugees self-supporting, whatever form it may take, represents only a portion of the activities on behalf of the refugees, and concerns only 20 per cent of their total number. Side by side with that work are the important political, legal and financial duties of the High Commission, which are of vital importance to the whole mass of the refugees, and which will remain indispensable for them either until they return to their own countries or until they obtain the nationality of some country which will afford them protection.

It will be seen, therefore, that the refugee work has entered another phase, which requires services for the consolidation and execution of the various measures which have been adopted by successive Inter-Governmental Conferences with a view to providing the refugees with a more normal existence.

It may not be inappropriate for the Office to give its views on those important measures on which it has been able to form an opinion as a result of its daily contact with the various phases of the refugee problems.

The most important part of the political side of the refugee problems is that concerned with the application of the Inter-Governmental Arrangements of July 5th, 1922, and May 31st, 1924, which created the passports for the Russian and Armenian refugees respectively, and of the Inter-Governmental Arrangement of May 12th, 1926, which amended and completed those Arrangements. Although the first two Arrangements have received the recognition of fifty-one and thirty-eight Governments respectively, it is quite obvious that their application to the individual refugee can only be assured by the daily co-operation of the High Commissioner and his representatives, in the same way that national passport systems would lose the major portion of their efficacy without the active co-operation of the interested consular services. To cite only a few outstanding instances in which the Office has been obliged to appeal to the High Commissioner for co-operation to secure the movement of refugees for whom it has obtained employment, it may be mentioned that many Governments only agree to issue passports, exit, entry or transit visas on the recommendation of the High Commission or its representatives. Other Governments have only agreed to the issue of the Nansen stamp in their countries on the understanding that the work is performed by the representatives of the High Commissioner. It is quite certain that, had the services of the High Commissioner not been available in this way, it would have been impossible for the Office to transfer to employment the major portion of the 50,000 refugees who have been settled during the last 3½ years, as it is highly improbable that the Governments, who are not always in possession of the necessary information considered as an essential preliminary to the issue of passports and visas to the refugees — information which, in the majority of cases is only available to the High Commissioner — would have accepted independently the risk of issuing the requisite passports and visas. Moreover, in addition to those services rendered to the refugees for whom employment has been found, there are the large mass of refugees who, although now self-supporting, have daily recourse to the High Commissioner for similar services when they desire to travel in pursuance of their normal occupations or for family or health reasons. There is no doubt that, in the absence of that assistance, the large mass of the refugees would become once more immobilised.

The necessity of the services of the High Commissioner in connection with assuring the refugees a definite and stable legal status is even more pronounced than in the case of the passport question. One of the foremost reasons which prevents the refugees from adapting themselves to the new conditions under which they are placed is the inadequacy of their legal status. The consequent insecure and unstable position of the refugees is prejudicial not only to themselves but to the citizens of the countries in which they reside, and is incompatible with accepted ideas of law and justice. It was these considerations which inspired the Inter-Governmental Conference of June 28th-30th, 1928, to adopt an Arrangement which recommended that the representatives of the High Commissioner should be vested with at least some of the functions usually exercised by consuls abroad for the nationals of their countries.

As regards the financial issue, it would obviously be idle to labour the point as to the paramount necessity of having a substantial fund available to provide for the settlement of some 200,000 unemployed refugees, not to mention some thousands of invalids, old people and children. In the early days of the refugee problem, it was estimated that four million pounds would be required for the liquidation of the Russian refugee question alone. What progress has been made towards a solution, not only of the Russian refugee problem but of the Armenian refugee problem, with but a small percentage of that sum, has been demonstrated in this and previous reports.

It will be seen, therefore, that the many and complex services which have to be rendered to the refugees fall under the four principal headings of political, legal, financial and settlement assistance, of which the first three have always belonged to the competence of the High Commission, whilst its close co-operation has always been necessary for the prosecution of the measures of a colonisation nature, taken to provide for the settlement of the refugees.

It was in view of those considerations, and because the work which has now to be done to make the remaining 200,000 refugees self-supporting involved settlement work similar to that in progress in Syria — the placing of refugees as *métayers* in France and colonisation work in overseas countries, preceded in some cases by the creation of training centres — that the Governing Body at its last meeting recommended that, in order to obviate duality of functions, the whole work for the refugees should be centralised under the High Commission, whose authority should be strengthened by the creation and co-operation of a Mixed Commission consisting of representatives nominated by the Council of the League and of the Governing Body of the International Labour Office.

The following are the resolutions and recommendations of its Finance and Refugee Committees which were adopted unanimously by the Governing Body at its last meeting:

“ 1. The entire refugee work should be entrusted to the High Commission, assisted by a mixed committee of representatives of the Council of the League of Nations and of the Governing Body of the International Labour Office. This solution should be suggested to the Assembly when it next meets.

“ 2. The 1929 budget should be regarded as the last refugees budget to be administered by the International Labour Office. It is recommended that the Governing Body should adopt the estimates as submitted to it.

“ The Finance Committee and the Refugee Committee, whilst proposing that the refugee work should be wound up in so far as it consists of a service for finding employment attached to the International Labour Office, request the Governing Body to associate itself with them in paying a warm tribute to the officials of the Refugee Service, and to express their profound gratitude for the intelligent and devoted way in which they have carried out their complex and difficult task, and for the considerable measure of success which they have obtained in spite of the difficulties of all kinds which they have encountered and overcome. They also ask the Governing Body to recommend to the Assembly to give full consideration to the position of those officials and the claim which they have on the gratitude of the League of Nations, which most of them have served for nearly seven years (although up to the present they have not enjoyed the secure status of permanent officials), when it is setting up the organisation which will take over the refugee work in its new form from the Office and carry it to a conclusion. ”

It is clear from that recommendation that the Governing Body came to the considered conclusion that the High Commission should be strengthened in order to enable it to deal effectively with the various phases of the refugee work. Such a step would appear to be all the more necessary in view of the request made by the Council at its last meeting that the High Commissioner should extend to certain other categories of refugees the measures taken in favour of Russian and Armenian refugees during the last seven years.

As regards the future status of the High Commission, it would be desirable, with a view to securing the rapid executive action necessary for effective intervention in the daily emergencies inherent in the refugee work, that the present large measure of autonomy should be preserved as much as possible and that the High Commission should continue as an autonomous organisation, under Dr. Nansen, the High Commissioner, assisted by the Assistant High Commissioner and the existing staff of the Refugee Service. Mention should be made, in this connection, of the strong recommendation made by the Governing Body that the members of that staff, most of whom have served the League and the International Labour Office, on temporary contracts, under conditions of great stress for seven years, and have been called upon to perform most arduous, complicated and delicate functions, should be afforded the same conditions of service as the other members of the international Secretariat. The exceedingly heavy strain imposed by the refugee work has already resulted in serious invalidity to certain members of that staff, and in some cases it is feared that this invalidity may prove to be permanent. The temporary contracts at present held by this staff make no provisions for invalidity exceeding a period of six weeks, for indemnities on the termination of their contracts or for their dependents in the event of their decease. It is inconceivable that it should be the wish of the League that its officials should receive not only a treatment inferior to that meted out by its Government members to their officials, but inferior to that provided by many private enterprises for their servants.

As regards the direction of the refugee work, it was considered unreasonable to expect Dr. Nansen to continue to shoulder unaided this heavy and increasing responsibility, which the Governing Body considered should be effectively shared by the Assembly, the Council and the Governing Body by means of the proposed Mixed Commission, consisting of representatives of Governments more directly interested in the refugee questions.

Taking into consideration the constitution of the Governing Body, the Assembly will probably consider it desirable to provide for the representation on the Mixed Commission of each of the three groups forming part of the Governing Body.

The report of the High Commissioner gives the principal general outlines regarding the establishment of the new organisation, and it is believed that, constructed on those lines, it would not only furnish all the necessary safeguards for the efficient prosecution of the refugee work, but would also constitute a valuable instrument for the execution of any work of a similar character with which the League may be called upon to deal in the future.

Appendix I.

REVOLVING FUND FOR THE SETTLEMENT OF ARMENIAN REFUGEES IN SYRIA.

BALANCE SHEET AS AT JUNE 30th, 1928.

ASSETS.	£	s.	d.	LIABILITIES.	£	s.	d.
Bank accounts:				Capital (see Sub-Appendix A)	20,167	11	7
Lloyds and National Provincial Foreign Bank Ltd., Geneva:				Creditor for non-interest-bearing loan (see Sub-Appendix A)	1,000	0	0
Current account, Swiss fr. 8,965.60	357	0	11	Profit and Loss Account . . . }	64	0	3
Deposit account, Swiss fr. 117,283.30	4,634	2	2	Bank interests }			
Deposit account, sterling	5,032	8	0				
Banque Lubersac, Paris	500	0	0				
Settlement advances (Sub-Appendix B):	£	s.	d.				
(a) To refugee colonies							
(b) To Beirut Committee	3,747	9	9				
	10,708	0	9				
Total	21,231	12	10	Total	21,231	11	10

Audited and approved for the Refugee Advisory Committee:

(Signed) C. GOULKÉVITCH.
E. CLOUZOT.
L. PACHALIAN.

Sub-Appendix A.

CONTRIBUTIONS TO THE REVOLVING FUND FOR THE SETTLEMENT OF THE ARMENIAN REFUGEES IN SYRIA.

	£	s.	d.
British United Armenian Committee	9,000	0	0
Remitted through the Treasury of the International Near East Association:			
	2,000	0	0
British United Armenian Committee	4,181	16	7
International Near East Association	162	15	7
Den Danske Armeniervenner	165	19	2
Norwegian and German Societies	57	5	1
Dr. Lepsius, Deutsche Orient Mission	5	9	0
Miss Wallis	6,573	5	5
Union arménienne de bienfaisance	500	0	0
Dr. Nansen's Private Fund	3,094	6	2
Nansen Stamp Fund	1,000	0	0
Non-interest-bearing loan (Anonymous)	1,000	0	0
Total	£21,167	11	7

In addition, there is a grand from the Lebanon Government of 3,000,000 French francs which has been remitted to the Beirut Committee direct.

Sub-Appendix B.

ARMENIAN REFUGEE SETTLEMENT ACCOUNT AS AT MAY 31ST, 1928.

	Estimated total cost			Remitted to Beirut Committee			Sums advanced by Beirut Committee			Balance in hands of Beirut Committee		
	£	s.	d.	£	s.	d.	£T. gold	£	s.	d.		
I. <i>Agricultural Settlements:</i>												
(a) Nor, Zeitoun (ex Ikiz-Keppru)							1,017.35					
(b) Kifik-khan	16,125	0	0	8,708	0	9	2,283.34					
(c) Sooug-Sou							1,589.14					
(d) Pré-Militaire.							648.00					
Administrative expenses							153.22					
							<u>£T.5,691.05</u>					
							£ . s. d.					
							or 5,054 4 5	3,653	16	4		
II. <i>Urban Settlements:</i>												
(a) Kirik-khan	2,134	17	0	2,000	0	0	134 17 0					
(b) Aleppo												
(c) Beirut (2) ¹	6,500	0	0	—			1,771 9 7	93	13	5		
Total	£24,759	17	0	10,708	0	9	6,960 11 0	3,747	9	9		

Audited and approved for the Refugee Advisory Committee:

(Signed) C. GOULKÉVITCH.
L. PACHALIAN.
E. CLOUZOT.

July 28th, 1928.

Appendix II.

CONSTANTINOPLE EVACUATION ACCOUNT.

BALANCE SHEET AS AT JUNE 30TH, 1928.

ASSETS.		LIABILITIES.	
Bank accounts:	\$	Capital (received from American philanthropic organizations)	\$
Lloyds and National Provincial Foreign Bank, Ltd., Geneva:		Profit and Loss Account	100,000.00
On current account	1,067.09	Advance by Constantinople Committee on account of remittances	910.98
On deposit account, 16 days	20,333.06		
On deposit account, 3 months.	55,889.58		195.97
	<u>77,289.73</u>		
Remitted to Constantinople Advisory Committee and advanced for the evacuation and settlement of 465 refugees	22,856.62		
Remitted to Belgrade for refugee settlement.	960.60		
Total	\$ 101,106.95	Total	\$ 101,106.95

¹ Since compiling this statement, a sum of £3,000 has been sent to the Beirut Committee towards the cost of constructing Beirut quarter No. 2.

PROFIT AND LOSS ACCOUNT.

DEBIT.	\$	CREDIT.	\$
Bank charges for transfers of funds, etc.	42.99	Interest on Bank accounts	953.97
Balance (net profit)	910.98		
Total	\$953.97	Total	\$953.97

Audited and approved for the Refugee Advisory Committee:

(Signed) C. GOULKÉVITCH.
L. PACHALIAN.
E. CLOUZOT.

July 28th, 1928.

Appendix III.

I. ADMINISTRATION OF NANSEN STAMPS IN 1927.

	Russian Refugees	Armenian Refugees	Various	Total	Swiss francs
Stamps issued to refugees in:					
Austria	334	16	—	350	1,750
Belgium	870	150	—	1,020	5,100
Bulgaria	3,947	1,138	—	5,085	25,425
Denmark	187 ¹	—	—	187	935
France	4,999 ¹	—	—	4,999	24,995
Luxemburg	19 ¹	—	—	19	95
Norway	21 ¹	—	—	21	105
Sweden	111 ¹	—	—	111	555
Switzerland	1,350 ¹	—	—	1,350	6,750
Syria	—	136	—	136	680
Stamps issued to individuals:					
Refugee Service	—	—	43	43 ²	215
Berlin Delegation	—	—	2	2	10
	11,838 ¹	1,440	45	13,323	66,615
Profit and Loss Account (four stamps lost in France)					
	—	—	—	4	20
	—	—	—	13,327	66,635
Stamps sold in 1926	—	—	—	17,661	88,305
" 1926 " stamps converted into " 1928 " stamps	—	—	—	41,320	206,600
Balance of " 1926 " stamps	—	—	—	1,039	5,195
Balance of " 1927 " stamps	—	—	—	76,653	383,265
	—	—	—	150,000	750,000

Audited and approved for the Refugee Advisory Committee:

(Signed) L. PACHALIAN.
Edmond BOISSIER.
C. GOULKÉVITCH.

¹ These figures also include stamps sold to Armenian refugees, as certain Governments were unable to keep separate accounts.

² Including one " 1926 " stamp.

II. POSITION AT DECEMBER 31ST, 1927.

CREDIT.	Swiss francs	DEBIT.	Swiss francs
Balance in stamps	595,060.00	Capital (see Sub-Appendix 1)	775,675.16
Cash in hand	1,872.70	Creditors (see Sub-Appendix 3)	7,947.70
Balance in bank:		Profit and loss (see Sub-Appendix 2)	3,008.00
Swiss francs			
Deposit account	10,782.50		
Current account	4,468.90		
Deposit, sterling,			
£4,901 17s. 4d.	123,625.10		
Current, sterling,			
£57 2s. 4d.	1,449.70		
	<hr/>		
Advances (Armenians)	140,326.20		
Advances (Russians)	1,187.95		
Various debtors (see Sub-Appendix 3)	31,518.41		
	<hr/>		
	16,665.60		
	<hr/>		
Total	786,630.86	Total	786,630.86

NANSEN STAMP FUND AT DECEMBER 31ST, 1927.

	Swiss francs
Capital	775,675.16
1927 profits	3,008.00
	<hr/>
	778,683.16
Balance of unsold stamps	595,060.00
	<hr/>
Revolving Fund	183,623.16
Four-fifths of above allocated for advances to Russian refugees	146,899.16
One-fifth of above for advances to Armenian refugees	36,724.00
	<hr/>
Total	183,623.16

Audited and approved for the Refugee Advisory Committee:

(Signed) L. PACHALIAN.
Edmond BOISSIER.
C. GOULKÉVITCH.

Sub-Appendix 1.

	Swiss francs
Capital at January 1st, 1927:	
1. 150,000 Nansen stamps (100,000 in French, 50,000 in English)	750,000.00
2. 360 provisional stamps, fees collected by the Swiss Government in 1926 before the stamps were printed	1,800.00
3. Net profits in 1926	23,875.16
	<hr/>
Total	775,675.16

On January 1st, 1928, the capital was 3,008 Swiss francs higher (net profits of 1927) and amounted to 778,683.16 Swiss francs.

Sub-Appendix 2.

PROFIT AND LOSS ACCOUNT FOR 1927.

	Swiss francs		Swiss francs
Expenditure	213.25	Interest on deposits in banks	2,503.35
Losses due to delay in departure of refugees	203.40	Profit on exchange	1,488.17
Losses on exchange	546.87		
Loss of four stamps in France.	20.00		
Balance at December 31st, 1927.	3,008.00		
	Total		Total
	3,991.52		3,991.52

Sub-Appendix 3.

DEBIT AND CREDIT ACCOUNT, 1927.

	Swiss francs		Swiss francs		Swiss francs
Governments which sold "1927" stamps and paid in 1928:		Swiss francs		Governments which paid for "1928" stamps in 1927:	
Belgium	355.85			Switzerland	6,750.—
Denmark.	934.35			Sweden	1,002.70
Luxemburg.	95.00			Norway.	145.—
	1,385.20				7,897.70
Delegations of the Refugee Ser- vice which paid for "1927" stamps in 1928:				Miscellaneous	50.—
Vienna.	70.00				Total
Sofia.	1,080.00				7,947.70
Paris.	10,748.85				
Beirut	719.30				
	12,618.15				
M. Lodge, 1927 interest paid in 1928	2,255.20				
Central Armenian Committee in Paris	204.45				
Refugees Service (printing of stamps)	87.60				
Miscellaneous	115.00				
	Total				
	16,665.60				

According to a balance sheet drawn up at June 30th, 1928, and approved by the Sub-Committee for the distribution of the Nansen Stamp Fund, it appears that during the first six months of the current year the Revolving Fund derived from the sale of stamps was increased by 30,844.74 Swiss francs, of which 28,798.60 represented receipts from actual sales and 2,046.14 the net profit on the distribution of stamps.

The Revolving Fund amounted on June 30th to 214,467.90 Swiss francs, of which four-fifths, or 171,575.90 Swiss francs, are allocated to advances to Russian refugees, and one-fifth, or 42,892 Swiss francs, to Armenian refugees.

There has been a considerable increase in the allocation of advances during the early months of the current year. The balance of the two accounts for advances to Armenian and Russian refugees respectively rose from 32,706.36 Swiss francs on January 1st, 1928, to 102,720.69 Swiss francs on June 30th, 1928.

Appendix IV.

CENSUS OF RUSSIAN AND ARMENIAN REFUGEES.

Country	Total number of refugees		Number of refugees capable of work but unemployed or employed in casual or temporary work		Number of refugees incapable of earning their living (Number of children in parenthesis)	
	Russian	Armenian	Russian	Armenian	Russian	Armenian
Austria	2,505	265	53	—	298 (160)	65 (20)
British Empire:						
Great Britain			Recent statistics not available			
Cyprus	40	2,500				
Iraq	222	6,784	687 R. and A.	—	—	2,975 (2,123)
Palestine	30	1,500	250 R. and A.	—	600	—
Belgium			No statistics available			
Bulgaria	25,942	22,000	5,000	2,500	3,431 (2,459)	6,900 (5,500)
China	88,548	500	15,750	—	10,425 (8,650)	—
Czechoslovakia	24,000	200	16,000	20	4,500 (3,000)	30 (20)
Danzig	269	—	27	—	10 (10)	—
Denmark	300	—	—	—	—	—
Estonia	17,353	—	3,353	—	6,000	—
Finland	14,314	—	10,825	—	—	—
France	400,000	—	—	—	—	—
Germany			No statistics available			
Greece	2,045	39,789	846	28,979	(134)	11,897
Hungary	4,764	15	—	—	1,901	—
Italy	1,154	603	427 R. and A.	—	203 R. and A. (83)	—
Japan	2,356	24	1,657	—	580 R. and A. (455)	—
Latvia	30,000	—	5,800	—	11,500	—
Lithuania	8,000	—	1,500	—	3,500	—
Norway	Very small		—	—	—	—
Poland	100,000	1,000	39,163	—	—	—
Kingdom of the Serbs, Croats and Slovenes	27,345	200	7,000	—	5,200	—
Spain	500	—	—	—	—	—
Sweden	1,000	—	500	—	—	—
Switzerland	2,266	250	—	—	218	—
Syria	—	86,500	—	32,700	—	—
Turkey (Stamboul)	1,747	—	1,300	—	—	—
Total	754,700	162,130	110,138	64,199	48,366	21,867

N.B. — Some of the above figures indicate only an average number. In consequence, the totals have only to be considered as indicating approximately the number of refugees of each category.

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ABBREVIATIONS

Cttee. — Committee
 Perm. — Permanent
 Resol. — Resolution
 Sec. Gén. — Secretary-General

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