

# LEAGUE OF NATIONS

## *Official Journal*

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SPECIAL SUPPLEMENT No. 79.

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# RECORDS

OF THE

TENTH ORDINARY SESSION

OF THE

# ASSEMBLY

MEETINGS OF THE COMMITTEES

# MINUTES

OF THE

# FOURTH COMMITTEE

(BUDGET AND FINANCIAL QUESTIONS)

GENEVA, 1929

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LIST OF MEMBERS OF THE FOURTH COMMITTEE.  
(1929)

*Chairman:* His Excellency Count Carl MOLTKE (Denmark).  
*Vice-Chairman:* His Excellency M. Vladimir MOLLOFF (Bulgaria).

*Members:*

- Abyssinia:* His Excellency the Bettoadded Guetatcheou ABATE.
- Albania:* His Excellency M. Demètre POPPA.
- Australia:* Major-General the Hon. Sir Granville de Laune RYRIE, K.C.M.G., C.B., V.D.
- Austria:* His Excellency M. Max HOFFINGER.  
Dr. Markus LEITMAIER (Substitute).
- Belgium:* M. J. MÉLOT.  
M. O. LOUWERS (Substitute).
- Bolivia:* His Excellency M. Alberto CORTADELLAS.
- British Empire:* Mr. Hugh DALTON, M.P.
- Bulgaria:* His Excellency M. Vladimir MOLLOFF.
- Canada:* The Hon. John Campbell ELLIOTT, B.C.L., D.C.L., K.C., P.C.  
The Hon. Philippe ROY, P.C., M.D. (Substitute).
- Chile:* His Excellency M. L. DE PORTO-SEGURO.  
His Excellency M. Jorge VALDÉS-MENDEVILLE (Substitute).
- China:* His Excellency M. KAO-LOU.  
Dr. Scié TON-FA (Substitute).
- Colombia:* M. Rafael Bernal JIMENEZ.  
Dr. Germán ABADIA (Substitute).
- Cuba:* His Excellency M. Aristides DE AGÜERO Y BETHANCOURT.  
His Excellency M. Guillermo DE BLANCK and  
M. Ramiro Hernández PORTELA (Substitutes).
- Czechoslovakia:* His Excellency Dr. Stephen OSUSKÝ.  
Dr. Vladimír SLAVÍK (Substitute).
- Denmark:* His Excellency Count Carl MOLTKE.  
Dr. Laust MOLTESEN (Substitute).
- Dominican Republic:* His Excellency M. Maximo VASQUEZ.  
M. Salvador E. PARADAS (Substitute).
- Estonia:* M. Auguste SCHMIDT.  
M. Georg MERI (Substitute).
- Finland:* M. Aarne VUORIMAA.  
His Excellency M. Rudolf HOLSTI and  
M. Evald GYLLENBÖGEL (Substitutes).
- France:* M. François LABROUSSE.  
M. Joseph PAGANON and  
M. RÉVEILLAUD (SUBSTITUTES).
- Germany:* Dr. Ludwig KAAS.  
Baron RHEINBABEN and  
Herr KRAUEL (Substitutes).  
Dr. KILLY (Expert).
- Greece:* M. R. RAPHAEL.  
M. B. PAPADAKIS (Substitute).
- Haiti:* His Excellency M. Luc DOMINIQUE.
- Honduras:* M. Froylan TURCIOS.
- Hungary:* His Excellency General Gabriel TÁNCZOS.  
M. Jules LAKATOS and  
M. Paul DE HEVESY (Substitutes).

<i>India:</i>	Sir Chunilal V. MEHTA, K.C.S.I. Syed RAZA ALI, C.B.E. (Substitute).
<i>Irish Free State:</i>	Mr. Sean LESTER.
<i>Italy:</i>	His Excellency M. Stefano CAVAZZONI.
<i>Japan:</i>	His Excellency M. Matsuzô NAGAI.
<i>Latvia:</i>	His Excellency M. Charles DUZMANS.
<i>Liberia:</i>	Dr. Antoine SOTTILE.
<i>Lithuania:</i>	His Excellency M. V. SIDZIKAUSKAS.
<i>Luxemburg:</i>	M. Charles VERMAIRE.
<i>Netherlands:</i>	Jonkheer W. J. M. VAN EYSINGA. M. J. P. A. FRANÇOIS (Substitute).
<i>New Zealand:</i>	The Hon. Sir James PARR, K.C.M.G. Mr. C. KNOWLES (Substitute).
<i>Nicaragua:</i>	His Excellency M. Tomás Francisco MEDINA.
<i>Norway:</i>	M. Carl Joachim HAMBRO. M. Hersleb BIRKELAND (Substitute).
<i>Paraguay:</i>	His Excellency Dr. Ramon V. CABALLERO DE BEDOYA.
<i>Peru:</i>	His Excellency M. Mariano H. CORNEJO.
<i>Persia:</i>	His Excellency Anouchirevan Khan SÉPAHBODY. M. Ali Khan MOTAMÉDY (Substitute).
<i>Poland:</i>	His Excellency M. Jean DE MODZELEWSKI. His Excellency M. Marjan SZUMLAKOWSKI (Substitute).
<i>Portugal:</i>	His Excellency Dr. Augusto DE VASCONCELLOS, or His Excellency M. J. C. Franco FRAZÃO, Count DE PENHA GARCIA. M. Francisco DE CALHEIROS E MENEZES (Substitute).
<i>Roumania:</i>	His Excellency M. Eugène NECULCEA. M. Alexandre BUZDUGAN, M. Savel RADULESCO and M. George CRISAN (Substitutes).
<i>Salvador:</i>	His Excellency M. Francisco A. LIMA.
<i>Siam:</i>	His Excellency Phya Vijitavongs VUDHIKRAI. Luang Jamni KOLAKARN (Substitute).
<i>South Africa:</i>	Mr. Daniel Johannes DE VILLERS. Mr. J. DU RANDT (Substitute).
<i>Spain:</i>	His Excellency M. José QUIÑONES DE LEÓN. His Excellency M. Cristóbal BOTELLA (Substitute).
<i>Sweden:</i>	M. A. F. ENSTRÖM. Le Baron H. G. BECK-FRIIS (Substitute).
<i>Switzerland:</i>	M. William RAPPARD. M. Camille GORGÉ (Substitute).
<i>Uruguay:</i>	His Excellency Dr. Alfredo DE CASTRO, or His Excellency Dr. Alberto GUANI.
<i>Venezuela:</i>	His Excellency Dr. C. PARRA-PÉREZ. M. Oscar AGUILAR (Substitute).
<i>Yugoslavia:</i>	M. Constantin FOTITCH.

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## FIRST MEETING.

*Held on Tuesday, September 3rd, 1929, at 11 a.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

### 1. Opening of the Session.

The CHAIRMAN thanked the Committee for the honour it had done his country in electing him to preside over its meetings.

The Fourth Committee's task, the execution of which was of great importance to the work of the League, was a double one. It was the Committee's duty to ensure that the administration of the League was conducted with strict economy, while taking care at the same time not to hamper the League's natural development, nor to detract from the enthusiasm of the staff which assisted the various organisations in their labours.

This double task, with the work of compromise which it entailed, was certainly a difficult one, but he was sure that the earnest efforts of the members of the Committee would enable them to fulfil it.

Most members, moreover, had obtained a wide experience of the problems before the Committee. In making this assertion, he had especially in mind his eminent predecessors, whose abilities had won his respect and admiration, and who would, he trusted, assist him in his duties. For his own part, he would use his best endeavours in furtherance of the common task.

In conclusion, he would beg his colleagues to follow the example of brevity which he had set, in order that satisfactory results might be obtained as expeditiously as possible.

### 2. Appointment of the Vice-Chairman.

On the proposal of M. CAVAZZONI (Italy), supported by the delegates of the Netherlands, Latvia, Cuba, Canada, British Empire and Poland, M. Vladimir MOLLOFF, Finance Minister of Bulgaria, *was unanimously elected Vice-Chairman of the Committee.*

### 3. Publicity of Meetings.

The CHAIRMAN recalled that the general practice of the Committee was to hold its meetings in public, it being understood that the Committee could sit in private when it thought it desirable. He proposed that this procedure should be continued.

*The proposal was adopted.*

### 4. Adoption of the Agenda.

The CHAIRMAN submitted the provisional agenda (Annex 1).

M. VAN EYSINGA (Netherlands) said that he had two observations to make.

Referring to Item 6 of the agenda (" Reports of the Supervisory Commission, including the Report on the Organisation of the Secretariat, in particular on amendments to the Staff Regulations ") he recalled that the 1928 Assembly had passed the following resolution:

" The Assembly requests the Council to submit to the Members of the League of Nations, in good time before the tenth ordinary session of the Assembly, a list of the appointments, promotions and resignations of officials of the rank of Members of Section and above that have taken place since the present session of the Assembly and of the salaries allotted in each case."

He had not yet received a copy of this important document. He would beg the Secretariat to distribute copies of it as soon as possible.

His second observation related to Item 14 (" Consideration of the Conclusions of the Reports of the Supervisory Commission ").

The Supervisory Commission had discussed, among other matters, the financial consequences of the proposed revision of the Statute of the Permanent Court of International Justice. In view of the fact that a Conference was to assemble at Geneva on the following day for the purposes of this revision, he proposed that the conclusions which the Commission had reached on this matter should be considered separately at an early meeting.

The Marquis PAULUCCI DI CALBOLI BARONE, Under-Secretary-General, in reply to the first of M. van Eysinga's observations, said that the list in question had been prepared and would be distributed in the course of the day.

*The Committee approved the proposal of M. van Eysinga.*

*The provisional agenda was adopted.*

### 5. Preparation of a List of Members for the Sub-Committee on Contributions in Arrears.

The CHAIRMAN proposed that the Committee should instruct its officers to draw up a list of members to serve on the Sub-Committee on Contributions in Arrears. This list might be submitted to the Committee at a later meeting.

*The proposal was adopted.*

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## SECOND MEETING.

*Held on Thursday, September 5th, 1929, at 4 p.m.*

*Chairman:* Count Carl MOLTKE (Denmark).

### 6. Appointment of the Members of the Sub-Committee on Contributions in Arrears.

The CHAIRMAN proposed that the following members should be appointed to serve on the Sub-Committee on Contributions in Arrears:

M. DE PORTO-SEGURO (Chile),  
M. DE MODZELEWSKI (Poland),  
Sir Chunilal MEHTA (India),  
M. ENSTRÖM (Sweden),  
M. MÉLOT (Belgium).

*The proposal was adopted.*

### 7. Work of the Supervisory Commission during its Thirty-second and Thirty-third Sessions.

The CHAIRMAN submitted the reports of the Supervisory Commission on the work of its thirty-second and thirty-third sessions (Annexes 2 and 3).

M. HAMBRO (Norway) suggested that the Committee should hold over its discussion on this item of the agenda. He hoped that the Chairman of the Supervisory Commission would make a general introductory statement, and it would be preferable that this statement should be postponed to a meeting at which a greater number of members were present. The present meeting had been convened in too abrupt a manner for a full attendance to be possible. He trusted that delegates would be given longer notice in future.

He wished to express his appreciation of the fact that M. Osuský, although a leading member of the Conference for the Revision of the Statute of the Hague Court, which was sitting simultaneously with the Committee, had found it possible to attend this meeting. Incidentally, he would ask the Chairman to request the General Committee to obviate such simultaneous meetings if possible.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, recalled that the practice in past years had been to discuss the various parts of the Supervisory Commission's reports in connection with the relevant items on the agenda. He proposed that this procedure should be continued.

He did not feel himself called upon this year to make a general statement such as the Norwegian delegate had suggested. The members of the Fourth Committee had acquired so much experience of the questions submitted to them that it seemed to him unnecessary to paint a picture, as it were, of the Commission's work.

M. DE VASCONCELLOS (Portugal) supported M. Osuský's proposal.

*The proposal was adopted.*

### 8. Audited Accounts for the Tenth Financial Period (1928).

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, suggested that the question of the disposal of the 1928 surplus should be discussed at a later meeting. The Committee might then state its views with regard to the proposals of the Supervisory Commission on this subject.

*Agreed.*

M. RAPPARD (Switzerland) suggested that the question of the use to be made of the credits voted by the Assembly for the salaries of certain officials who had not actually been appointed should also be held over.

*Agreed.*

*The audited accounts for the tenth financial period (1928) were adopted for submission to the Assembly (see document A.3.1929.X).*

9. **Report of the Council and of the Governing Body of the International Labour Office on New Work involving Additional Expenditure on the part of the League.**

The CHAIRMAN submitted a report (Annex 4).

Sir Chunilal MEHTA (India) asked for further information with regard to the item of 150,000 francs for expenses in connection with the dispute between Bolivia and Paraguay.

The SECRETARY-GENERAL said that 138,000 francs of this sum represented telegraphic expenses and the remainder expenses incurred during the following-up of the dispute under the direction of the acting President of the Council, M. Briand, which had necessitated the presence in Paris of various members of the Secretariat. The Council, considering that the dispute was of great importance, had thought it desirable to keep in telegraphic communication with the two countries concerned and with the Member States of the League.

Sir Chunilal MEHTA (India) recollected that on the occasion of a dispute between Turkey and Iraq, the parties concerned had been required to reimburse the telegraphic expenses incurred by the League. What was the normal practice with regard to such expenditure?

The SECRETARY-GENERAL said that the dispute referred to by the delegate of India and the Bolivia-Paraguay dispute were not analogous. In the case of the former dispute, a boundary question had been at issue, and a Commission had been appointed to make enquiries on the spot, it being understood that each of the countries concerned would bear its share of the expenses of that Commission. The latter dispute, on the other hand, was one that had jeopardised the preservation of peace, and as, in this case, conciliation by the League was clearly called for, the Council had taken the initiative. In the absence of any special arrangements, expenses incurred in connection with disputes of this kind were chargeable to the League Budget.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, reminded the Committee that the annual credits for unforeseen expenditure were passed expressly in order to meet expenses of this kind.

M. RAPPARD (Switzerland) said that he might speak for his Government—and he was sure that he would be interpreting the views of other Governments also—in saying that it would be most regrettable if any difficulties were ever experienced in connection with telegraphic expenses incurred by the League in the task of preventing an outbreak of hostilities. He trusted that no question would be raised in the Committee which would give the impression that such difficulties might arise.

Sir Chunilal MEHTA (India) said that it had been far from his mind to raise such a question. He entirely agreed that this category of expenses, in the circumstances explained by the Secretary-General, should be borne by the League.

M. HAMBRO (Norway) thought that the Committee would probably have occasion to revert to this subject when discussing the arrangement for the League wireless station. The sum to which the delegate of India had referred was a comparatively large one. It seemed to him that the Governments concerned might reasonably be asked to afford the League special facilities for telegraphic communication, particularly in view of the fact that the League had provided facilities for the Press representatives of the different countries.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, said that the possibility of the grant of such facilities had received the attention of several of the League's organisations, including the Supervisory Commission. There were many practical difficulties in the way of a concession of this kind, but a great step would have been taken towards their solution if the question were submitted to a conference of the International Telegraphic Union.

The CHAIRMAN thought all his colleagues would agree that M. Hambro's suggestion was worthy of further and very careful consideration.

*The report was approved.*

10. **Procedure for the Election by the Assembly of the Members of the Supervisory Commission.**

The CHAIRMAN recalled that the Council had made proposals to the Assembly on this question (Annex 5).

M. HAMBRO (Norway), after paying a tribute to the work of the Supervisory Commission, proposed that the Committee should appoint a Rapporteur on this important question of the procedure for the election by the Assembly of the members of the Supervisory Commission. The Rapporteur, in his report, which might be a brief one, might draw attention to the vital importance for the League of establishing a method of election which would guarantee the efficiency and independence of the Supervisory Commission. The Committee might also adopt a resolution

in this connection, pointing out that the question was not, as it might appear at first sight, a minor one of procedure, but an important one of principle.

*The proposal was adopted.*

II. Budget for the Twelfth Financial Period (1930).

M. FOTITCH (Yugoslavia), proposed that, in view of the fact that the present meeting of the Committee had been convened at very short notice, this item of the Agenda should be held over, in order to enable members to give it further consideration before its discussion.

M. DE VASCONCELLOS (Portugal) supported this proposal.

*The proposal was adopted.*

M. RAPPARD (Switzerland) recalled that the items under the heading "supplementary credits" should be referred back to the Supervisory Commission for examination.

*Agreed.*

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THIRD MEETING.

*Held on Wednesday, September 11th, 1929, at 3.30 p.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

12. Appointment of a Rapporteur on the Question of the Election of Members of the Supervisory Commission.

On the proposal of the Chairman, supported by various members of the Committee, M. RAPPARD (Switzerland) *was appointed Rapporteur on the question of the election of the members of the Supervisory Commission.*

M. RAPPARD (Switzerland) thanked the Committee for this mark of confidence.

13. Proposals Concerning the Composition of the Supervisory Commission.

M. RAPPARD (Switzerland) said that the Federal Government had asked him to put forward a proposal to the Fourth Committee which, if his colleagues agreed, he would venture to submit at once. This proposal related to changes in the composition of the Supervisory Commission, the members of which would be declared non-re-eligible, and would be replaced compulsorily by rotation after a term of office of, say, six years. Such a system would have the advantage of not making the Supervisory Commission a body whose membership could not be changed and of making it possible for its members to be replaced, so to speak, automatically irrespective of individual merit.

M. DE MODZELEWSKI (Poland) thought M. Rappard's suggestion a very interesting one, certainly worthy of consideration by the members of the Fourth Committee. He proposed that it should therefore be placed on the agenda of the next meeting.

M. HAMBRO (Norway) agreed with the delegate of Poland, and thanked M. Rappard for having put forward this suggestion.

M. HOFFINGER (Austria) also thought M. Rappard's proposal a very interesting one and supported the suggestion in regard to it.

He wished, for his part, to submit a suggestion on behalf of the Austrian Government to the effect that the number of the Supervisory Commission's members should be increased from five to seven. The reasons for this proposal were very much the same as those that had dictated the increase in the number of vice-presidents of the Assembly. It was desirable that the representatives of a larger number of countries should be called upon to collaborate in the Supervisory Commission's work, in order that, as a welcome result of this change, a larger number of delegations might have an opportunity of acquiring a closer acquaintance with the highly interesting administrative questions dealt with by the Commission. It was not desirable, however, that the membership of the Supervisory Commission should be too large, and it would seem that a membership of seven would meet both this consideration and the one which he had already urged.

Mr. DALTON (British Empire) said that there were very serious objections to M. Hoffinger's proposal. The British Government desired that the Supervisory Commission should continue to be composed of five members. There was a tendency at Geneva to increase the membership of committees and consequently to impair the efficiency of their work.

M. VAN EYSINGA (Netherlands) said that he would not go into the substance of the question. He expressed agreement, however, with the observations of the delegate of the British Empire.

In his view also, a small committee had more opportunity of doing good work than a large one, and he would prefer that the number of members of the Supervisory Commission should remain unchanged.

M. HAMBRO (Norway), while not wishing to prolong the discussion on this point, expressed his agreement with what Mr. Dalton and M. van Eysinga had said. He trusted that the proposal of the Austrian delegate would be communicated to the members of the Committee in writing, in order that they might study it at leisure. When it had been decided in the preceding year that there should be a change in the method of election of the members of the Supervisory Commission, nobody had suggested any such modifications in the composition of the Commission. He thought, therefore, that it was his duty to enter a formal protest against the proposal which the Austrian delegate had so abruptly put forward. This proposal should have been brought to the notice of the Fourth Committee and of its Chairman at an earlier date. He would beg any other delegates who intended to present similar suggestions to submit them to the Chairman and members of the Committee as soon as possible. It was impossible to enter upon a discussion of such important questions without having had time to give them full consideration.

M. RAPPARD (Switzerland) said that, in order to expedite the proceedings, he would not press for an immediate discussion of the Swiss Government's suggestion. Since, however, his Government attached great importance to this question, he would reserve his right to revert to it in the following year.

M. LAKATOS (Hungary) said that the Hungarian Government did not regard this question as a particularly important one of principle. Nevertheless, he supported the Austrian delegate's proposal, believing that a Commission of seven members would do as good work as a Commission of five members, and perhaps better.

The CHAIRMAN asked whether, after the observations which had been made, the Austrian delegate maintained his proposal.

M. HOFFINGER (Austria) replied that he saw no reason why he should withdraw it. He believed that it was supported by other members of the Committee, and that, if he were to withdraw it, other delegates would take it up again on their own account.

M. RAPPARD (Switzerland) said that he had not deferred the submission of his proposal because of opposition to its substance, but in order to meet the objections of those delegates who had stated that their Governments had not been apprised of the proposal in good time. This objection also held good with regard to the proposal that the number of members on the Commission should be increased from five to seven. He was not aware of the views of his own Government on this point, and the delegates of more remote countries were in a still more difficult position. Without in any way abandoning his proposal, the Austrian delegate might agree that it should not be discussed until the following year.

M. DE MODZELEWSKI (Poland) thought that a slight misunderstanding had arisen between the last speakers. The Swiss proposal was a most interesting one, but before discussing it the members of the Committee should know what the method of election of the members of the Supervisory Commission would be. This was also true of the Austrian proposal. The Committee might therefore adjourn its consideration of the two proposals to a later meeting.

M. CAVAZZONI (Italy) agreed with the delegate of Poland. He did not think it necessary for delegates to consult their Governments with regard to the question of a possible increase in the membership of the Supervisory Commission. If delegates had to ascertain the views of their Governments on every occasion that a question of the same importance as this one was raised, the work of the Assembly would undergo continual checks. With regard to the substance of the question, he supported the proposal of the Austrian delegate that the number of members of the Supervisory Commission should be increased from five to seven.

M. HOFFINGER (Austria) said that the Committee might of course discuss his proposal whenever it thought best to do so. He thought, however, that a decision might be taken during the present session of the Assembly. If, however, a decision were not taken, he would reserve the right to put forward his proposal again in the following year.

The CHAIRMAN thought that all the members of the Committee would agree with him that M. Rappard's report was an urgent one. The Swiss delegate should be enabled to submit a text to the Committee as soon as possible. He asked his colleagues whether they considered that this question should be dealt with at the next meeting, as the Polish delegate had proposed.

*The Committee decided in the affirmative.*

After an exchange of views between M. RAPPARD (Switzerland), the CHAIRMAN and M. CAVAZZONI (Italy), it was understood that M. Rappard would not prepare his report until the Committee had discussed at its next meeting the two questions that had been raised with regard to the election of the members of the Supervisory Commission.

#### 14. Appointment of a General Rapporteur.

On the proposal of the CHAIRMAN, supported by M. DE VASCONCELLOS (Portugal), M. BOTELLA (Spain) was appointed General Rapporteur.

15. **Financial Consequence of the Proposed Revision of the Statute of the Permanent Court of International Justice.**

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, briefly explained how this question had come before the Fourth Committee. At its Madrid session, the Council of the League had submitted to the Supervisory Commission certain parts of the report of the jurists who had been instructed to study the question of the revision of the Court Statute.

The Council had asked the Supervisory Commission:

1. To give its opinion on the draft resolutions drawn up by the Committee of Jurists with regard to the salaries of members of the Court;
2. To revise the Assembly resolution of September 30th, 1924, concerning the pensions of members and of the Registrar of the Court, so as to bring it into line with the amendment to the Statute proposed by the Committee of Jurists;
3. To submit to the Assembly draft regulations for the repayment of travelling expenses to members and to the Registrar of the Court.

With regard to the first question, that of the salaries of the members of the Court, it was clear from the Minutes of the Committee of Jurists, which had prepared the Statute of the Court in 1920, that it had then been considered that the duties of members of the Court would not be permanent, but that they would be, if not temporary, at any rate periodical. A proof of this was the fact that it had been provided that the ordinary session of the Court would be held during the vacation. The drafters of the Statute had understood that the judges would not be called upon to reside at The Hague for more than two or three months each year. Reference to the Assembly resolution of December 18th, 1920, would show that the judges were given 15,000 florins as annual salary, 100 florins per day as duty allowance, and an allowance of 50 florins for each day of actual presence at The Hague.

Now that the jurists had adopted the principle of the revision of the Court Statute, and that it had been provided that the members of the Court should be constantly at the Court's disposal, the situation had changed. It had been seen that a revision of salaries was necessary, and that they should no longer be regarded as periodical remunerations. The members of the Committee would find in the report of the Supervisory Commission (Annex 3), the reasons for which the Commission had proposed the salaries therein indicated.

He would recall that, in accordance with the Assembly resolution of December 18th, 1920, the President of the Permanent Court of International Justice, who was required to reside permanently at The Hague, had been granted an annual salary of 15,000 florins and a special allowance of 45,000 florins. The Supervisory Commission had, therefore, been of opinion that, should the duties at The Hague of the other members of the Court become permanent, these members should also receive an annual salary of 45,000 florins. The total sum under this system would, moreover, be much the same as the total sum resulting from the various allowances that had been paid to judges coming from the most remote parts of the world in order to devote their time to the Court's work.

It was for these reasons that the Supervisory Commission, in agreement with the Committee of Jurists, proposed the following salaries for the members of the Permanent Court of International Justice: For the President of the Court an unchanged salary of 60,000 florins, but under a different head; for the Vice-President, a salary of 45,000 florins, and also a daily duty allowance of 100 florins up to a maximum of 10,000 florins; for the *ad hoc* judges referred to in Article 31 of the Statute, a daily subsistence allowance of 50 florins and a daily duty allowance of 100 florins.

M. DE MODZELEWSKI (Poland) said that he did not wish to propose any restrictive measures, but, on the contrary, to facilitate the decisions of the Court with regard to the granting of pensions to its members.

The Supervisory Commission had proposed that paragraph 5 of Article 1 of the Regulations regarding the granting of retiring pensions to members and to the Registrar of the Court should read as follows:

“ The payment of a pension shall not begin until the person entitled to such pension has reached the age of 65. In certain exceptional cases, however, the pension may, by a decision of the Court, be made payable, in whole or part, to persons entitled thereto before they reach that age. ”

It would perhaps be difficult for the Court, after having granted a pension to two or three of its members, to refuse it to another one. Would it not be possible to circumvent this difficulty by providing that the entire responsibility for the decision should not rest with the Court alone? The following text might be adopted:

“ . . . by a decision of the Court, after consultation with the Supervisory Commission . . . ”

He would ask M. Hammarskjöld, Registrar of the Court, whether he thought that this addition could be made. If M. Hammarskjöld thought that it might raise technical difficulties, he would not press his proposal.

M. HAMBRO (Norway) thought that the day on which this document had come up for discussion was a happy one in the history of the Fourth Committee and of the Court. The matter was of great importance to the League and he was very glad to be able to take part in this discussion. He thought that it would be unwise to discuss the various articles of the Regulations in detail, although their drafting was not, in all respects, quite happy or very logical.

There were two questions to which he would like to have a reply. In the first place, it was stated in Article 4 of the Regulations regarding pensions that "retiring pensions shall be payable monthly *in arrear* during the life-time of the beneficiary". Was it proposed that the payment of the salary should be cut short on the day of the judge's death? In Norway, neither salaries nor pensions ceased to be payable on the day of death of the beneficiary, for if there was any time when the beneficiary's family needed money, it was at the moment of his death. In Norway, therefore, pensions continued to be paid for some time after the beneficiary's death, and he wished to know whether the same measure could not be applied in the present case.

Article 4 of Appendix 2 stipulated that travelling expenses should be "refunded to judges and to the Registrar on presentation of detailed claims for expenses duly signed by them". He would prefer that the judges and the Registrar should be entitled to daily allowances. For eminent men in official positions, it was disagreeable to send into the office detailed statements of expenses for approval or disapproval. He hoped that this was not the meaning of the article in question. If, however, this was the real meaning, the article should be modified.

M. HAMMARSKJÖLD, Registrar of the Court, in reply to M. Hambro, further defined the question, which related to the date on which, in the event of the judge's death, payment of pension should cease. Under the present practice, the salary was paid until the end of the month of death. Doubtless the position would be the same with regard to pensions. There was, however, no written provision for such a practice, which had merely been approved implicitly by the Assembly, together with the audited accounts.

M. HAMBRO (Norway) observed that, under these circumstances, if the judge were to die on February 28th, his family would not receive anything, whereas if he died on March 1st, his family would receive a month's salary.

M. HAMMARSKJÖLD, Registrar of the Court, further explained that the question of a special allowance in case of death—for instance, during a vacation—had not yet arisen, judicial vacations not having been contemplated, but that it would no doubt be considered after the application of the new system.

With regard to reimbursement of travelling expenses, the letter of the Regulations was somewhat severe; the practice, however, was less so. It should be observed in the first place that the judges received daily allowances, the result being that their claims related solely to travelling expenses properly so-called, and to the number of days in respect to which the allowances were due. The Supervisory Commission had, moreover, admitted, precisely for the reasons that M. Hambro had stated, that this rule should be interpreted in a very liberal manner.

Before replying to M. de Modzelewski he would explain his conception of the revised provisions relating to the granting of pensions to which the Polish delegate had referred. In order to understand the reasons for these provisions, reference should be made to the work of the Committee of Jurists which had examined the Court Statute and had proposed the original draft of the clause in question.

According to the report on this matter, it had been intended that the Court should be entitled to grant its members a pension before the age of 65 years, for reasons based upon the new conditions under which the judges would perform their duties.

What was the meaning of this change? According to a statement made by Mr. Root in the Committee it meant that the conditions that would now be imposed on the judges of the Court might deprive the Court of many persons whose services might be most essential to it. M. Anzilotti, President of the Court, who had taken part in the work in his private capacity—and he would himself particularly emphasise in this connection the fact that it had not been possible to consult the Court, as such, on the revision of its Statute—following the same line of thought, had stated that "in view of the fact that the men to whom application was made held important positions it would not always be easy to find men who would be prepared to give up everything in order to take up duties on the termination of which they would not even be entitled to a pension, pensions being granted only as from the age of 65 years". He had added that this fact "might cause a considerable decrease in the number of persons who would be prepared to perform the duties of judge".

It was this statement of M. Anzilotti's that had led to the adoption of the clause regarding pensions which was now under discussion. The clause in question related to the possibility, under special circumstances, of granting a pension to a judge who retired from his duties before the age of 65 years. What were the special circumstances contemplated? In this instance, also, the reply was to be found in the Minutes of the Committee of Jurists. The Chairman of the Supervisory Commission, who had taken part in that Committee's work, had made a statement to the following effect:

"If a judge, after leaving the Court, returned to his own country, and there exercised his profession or gained his living by other means, he would not be granted a pension. Supposing, however, he did not do so and possessed no private means, then a pension would be granted."

It was, therefore, in order to prevent the possibility of a judge finding himself without income on the termination of his duties that it had been decided that the Court should be allowed to grant him a pension, even if he had not reached the age of 65 years. Why had this right been accorded to the Court? In order to facilitate its future recruitment, in respect of which serious apprehensions had been felt, and were still felt. He would add that he did not doubt that, had the Court been consulted, it would itself have admitted the same apprehensions. It had been

in order to tranquillise these apprehensions as far as might be that this special possibility of granting pensions had been provided, and that the Committee of Jurists had proposed a text in this connection.

How was this idea to be applied? It should be observed, in the first place, that there was a difference between the text proposed by the Committee of Jurists and the text prepared by the Supervisory Commission and now submitted to the Fourth Committee.

It was stated in the Report of the Supervisory Commission in explanation of this difference that the Commission had wished to restrict the scope of the text proposed by the Committee of Jurists more definitely. He understood this statement to mean that the Supervisory Commission had merely wished to give a more exact expression of the intention of the Committee of Jurists itself. The restriction in question related to the drafting of the first paragraph which, it had been considered, was too general to give an exact interpretation of the intention of the Committee of Jurists. The Commission had wished to express the intention of that Committee as explained by M. Osuský, clearly and definitely, but it had not wished to modify it.

Granted, however, that this was the case, what was the decision that the Court was now called upon to take in accordance with the clause? It was a decision on a question of fact: namely, was some particular member of the Court, whose term of office had concluded before he had reached the age of 65, in such a position as to make it desirable to grant him a pension before attaining that age?

He would quote in this connection a statement which M. Politis had made in the Committee of Jurists to the effect that former judges should be assured of an honourable position which was worthy of the duties that they had previously exercised.

Obviously, this decision was a most delicate one, and the Court would no doubt be very glad if it could resort to the Supervisory Commission in order to obtain any technical advice that it might require. He quite shared M. Modzelewski's point of view in this matter. He thought, however, that the interests of the Court itself would dictate such resort to the experience of the Supervisory Commission and that it would consequently take this course spontaneously whenever it thought fit, without there being any need to insert any provision to this effect in the text.

If, moreover, any doubt should arise in this connection, his own statement, which would appear in the Minutes, would be enough to remove it.

The CHAIRMAN thanked M. Hammarskjöld for his clear and full statement.

M. HOFFINGER (Austria) said that he quite appreciated the reasons on account of which M. de Modzelewski had proposed his addition. He wished, nevertheless, to draw the attention of the Committee to the necessity of safeguarding the complete independence of the highest jurisdiction in the world. The text submitted by M. de Modzelewski would certainly have a drawback; namely, that it would make the financial position of a judge of the Permanent Court of International Justice dependent to some extent on an opinion of the Supervisory Commission, which was an administrative body. He agreed with M. de Modzelewski that it was desirable to find a means of ensuring that judges would not be placed in a difficult position when called upon to decide whether a pension should be granted or refused. Such a means might be found in a preliminary consultation of the Supervisory Commission. The Court should not, however, be placed under any obligation to proceed to this consultation, since such an obligation could hardly be regarded as compatible with its independence.

He warmly supported M. Hambro's suggestion with regard to the pensions and salaries to be made payable to the relatives of judges who were members of the Court on the death of the latter, and drew attention to the Austrian institution of quarterly payment after death according to which, when an Austrian official died, his widow was immediately paid a sum corresponding to three monthly instalments of her husband's salary.

Sir Chunilal MEHTA (India) understood that a member of the Court retiring from his duties in order to take up some other occupation would not be entitled to a pension.

M. HAMMARSKJÖLD, Registrar of the Court, explained that the provision in question did not, strictly speaking, relate to cases of resignation, but to cases in which a judge had reached the time limit of nine years provided for in the Statute before having attained the age of 65. If this judge were not to obtain another position, and if his financial circumstances were such that, in the absence of any pension, he would be unable to live in a manner worthy of his previous standing, a pension might be granted to him. Experience had shown that in the majority of cases it was very difficult for a person who had been absent from his native country for ten years to get into touch with it again.

M. VAN EYSINGA (Netherlands) noted that there were three resolutions before the Committee. The first, which was derived from Article 32 as modified by the Committee of Jurists, related to salaries. M. Osuský had made a statement in this connection for which he wished to express his thanks. He would point out, moreover, that the views which the jurists had expressed with regard to salaries had been adopted by the Supervisory Commission, so that it might be said that there was complete concurrence of opinion between the two organisations and that the Fourth Committee could not do better than merely propose that the Assembly should adopt this resolution. The second resolution related to the revision of the Assembly resolution of 1924. M. Hambro had quite correctly defined the scope of Article 1, which related to this resolution. He thought that this second resolution might, like the first, be adopted by the Fourth Committee. The third resolution, in his view, was also an excellent one. Under these circumstances, it seemed that the Fourth Committee might accept the three resolutions as a whole. He thought, however, that it was desirable to make an explicit statement to the effect that these provisions would only enter into force on January 1st, 1931, when the new Statute of the Court would be applied.

M. HAMBRO (Norway) was grateful to the Austrian delegate for the support he had given him. He did not wish to propose that any change should be made in the drafts which had been laid before the Committee. He did not even think that it was necessary to enter into the details of these drafts. It seemed to him, nevertheless, that the practice that was now followed was not a very logical one. If, for instance, a member of the Court were to die on the last day of the month, his widow and children would not get a farthing, whereas, if his sufferings were prolonged for some hours, his widow would receive a sum equivalent to a month's salary. He would be glad if the competent authorities of the Court would give this matter their consideration. The question would arise, moreover, in connection with the revision that was to be undertaken of the staff regulations of the Secretariat and it was desirable to adopt identical provisions for the staff of that institution, of the Court and of the International Labour Office. It would, moreover, be better to settle the question in advance, before any concrete case had arisen.

He considered, moreover, that it would be unworthy of the high office of the judges of the Court if their private financial position was discussed before they were granted or refused a pension. In his view, the grant of a pension should be quite irrespective of the personal situation of the judge. Certain provident judges might have saved enough money during their term of office to enable them to live in a dignified manner on retiring. Other judges, on the contrary, might have been more prodigal. It would be against all justice to grant a pension to the second category that was refused to the first, and for this reason the right to a pension should be absolutely irrespective of the financial position of the retiring judge.

M. DE MODZELEWSKI (Poland) thanked the Registrar for his explanations and said that he would have liked to have had his proposal accepted, but he would agree to withdraw it, although its sole aim had been to allow the Court certain facilities. He hoped that it would gradually become the normal practice to consult the Supervisory Commission before taking any decision with regard to the granting of pensions. He would be satisfied if his suggestion were recorded in the Minutes of the meeting.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, pointed out, in reply to M. Hambro's observations, that, so far as pensions were concerned, the Supervisory Commission had received limited terms of reference. It had not been instructed to present revised regulations, but only to bring the new regulations into line with the proposals of the Committee of Jurists. The Supervisory Commission had therefore done no more than declare itself in favour of an improvement in the system of pensions. With regard to the right to a pension, the jurists had recognised that the rule established in 1924 and adopted by the Assembly was sound and just. The Supervisory Commission had, therefore, merely endeavoured to extend the benefits of the exception provided for in the regulations in favour of members who retired before the age of 65. With regard to Article 1, and generally speaking with regard to the draft as a whole, M. Hambro had stated that the logic of the text was not above reproach. He agreed with M. Hambro on this point, but recalled that when the Fourth Committee of the 1924 Assembly had adopted the system of pensions it had made certain modifications in the draft of the Supervisory Commission and, in so doing, had rendered the purport of that draft somewhat obscure. On this occasion the Supervisory Commission was proposing a clearer draft, which would, moreover, faithfully reflect the intention of the members of the Supervisory Commission in 1924.

In reply to M. Hoffinger, he would point out that the Committee of Jurists and the Supervisory Commission had been very careful to guarantee the principle of the Court's independence in respect of political bodies. It had been on this account that it had not proposed that the Council or the Assembly should be given the right to take a decision with regard to the granting of pensions.

M. HAMMARSKJÖLD, Registrar of the Permanent Court of International Justice, thanked M. de Modzelewski for having withdrawn his proposal. He thought that the solution that the Committee had reached was the best possible one, since it took into account both practical requirements and the absolute necessity of maintaining the complete independence of the Court in respect of the political organs of the League.

He also thanked M. Hambro for the spirit in which he had made his suggestion with regard to payments in case of death, and he begged him to be assured that the reason why the present system was such as he had described was that the competent official of the Court had not wished to adopt too wide an interpretation of the present regulations in the interest of the members of the Court.

The CHAIRMAN declared the discussion closed on this subject. He asked M. van Eysinga whether he considered that it would be sufficient to record in the minutes his observations relating to the entry into force on January 1st, 1931, of the provisions set forth in the resolution submitted by the Supervisory Commission, or whether, on the contrary, he would like an insertion to be made with regard to this point in the text of the resolutions.

M. VAN EYSINGA (Netherlands) thought that this was one of the essential points of the resolutions, and that it would be easy to insert in the text of these resolutions a passage clearly specifying the date on which they would take effect.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, thought that it would be necessary to insert in the text of the resolutions in question a passage referring to two points. The first was the date on which the resolutions would take effect, namely, January 1st, 1931, and the second was the condition for the application of these resolutions, namely, that the new statute should enter into force on the same date. He drew the attention of the Fourth Committee to the fact that, if it adopted the report of the Supervisory Commission, it would thereby adopt the regulations regarding the pensions of members of the Court; the regulations relating to repayment of travelling expenses to the judges and the Registrar, and also the



section of the report of the Supervisory Commission relating to the work of its thirty-third session (Annex 3) entitled "Examination of the Proposals made in Paragraph 14 of the Report of the Committee of Jurists on the Question of the Revision of the Statute of the Permanent Court of International Justice". It would only remain for it to adopt texts for its resolutions, such as those which were given in the report of the jurists.

*The Committee decided to insert in the text of the resolutions a passage relating to the two points mentioned by M. Osuský.*

*The section of the report of the Supervisory Commission relating to the examination of the proposals made in paragraph 14 of the report of the Committee of Jurists on the question of the revision of the Statute of the Permanent Court of International Justice was adopted.*

#### 16. Minutes of the Committee.

M. HAMBRO (Norway) wished to make some observations with regard to the Minutes of the Committee.

The Minutes of the various committees and sub-committees were the poorest points in the work of the League, and he would come back to this question in a later discussion. He stressed the importance of either abandoning the system of Minutes altogether, or of preparing the Minutes in such a way that they would give a real picture of what had been going on in the Committee. He wished particularly to emphasise the importance of making the Minutes absolutely fair. The officials to whom this work was entrusted should be instructed to compile accounts which would reflect the various views and opinions expressed in the Committee. There had been a tendency—and he had mentioned it before in the Committee—to insert all the compliments in the Minutes and to omit all the criticisms. He wished to say, before a constitutional issue arose, that it was absolutely unimaginable that, in any Parliament in the world, it would be left to the administration whose work that Parliament was controlling and discussing to publish and edit the reports of what went on in that Parliament. If there was no improvement in this respect, it would be necessary in future years to bring forward in the Assembly a proposal that the Assembly should take this matter in its own hands. As a matter of fact, the reports in the *Journal*, though not official, were, even though brief, often far better than the Minutes. It was desirable to record the essential questions in the Minutes and not the things which were trivial and irrelevant. It was not agreeable to him to say such words. He hoped, however, that what he had said would find its place in the Minutes. When the Committee was discussing the question of publications, he would come back to the accusation which he had already made as to "doctored" Minutes being issued by the League of Nations. There were other members of the Committee who could say a great deal on this matter if they wished, and he hoped that they would do so.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, said that in his capacity as Chairman of that Commission he was very frequently obliged to refer to the Minutes of the Fourth Committee, and that he desired to enable the Committee to profit by his experience on this subject. When he read the record of what had taken place in the Committee, he often found great difficulty in understanding what had really happened. To his mind, one of the principal causes for this difficulty was the fact that every member of the Committee was allowed to make independent corrections of what he had said in its meetings. He thought that this matter was worthy of consideration, since, in the way he had just explained, quite independently of the intention of anybody, and owing to the faulty practice that had been adopted, the Minutes of the Committee gave an incorrect picture of the Committee's proceedings.

M. VAN EYSINGA (Netherlands) thought that it was more difficult to give a good summary of a discussion than a full report. Although he shared M. Hambro's view that the Minutes of the Fourth Committee might be more explicit, and might make the important points of the discussions clearer, he wished, nevertheless, to congratulate the Secretariat on the manner in which this work was performed. While he thought that each speaker should be entitled to "touch up" his speech as it appeared in the Minutes, he thought that it was the duty of the Secretariat to ascertain whether, for instance, an observation which had been "touched up" in this way by a speaker, and to which another speaker had replied, was in consistency with that reply, and whether the observation in question and the reply still constituted an intelligible whole. If this were not the case the Secretariat should call the attention of the two speakers to the inconsistency with a view to bringing them into agreement.

M. HAMBRO (Norway) said that he would revert later to the very important question raised by M. Osuský and M. van Eysinga. In the case of the meetings of the Council and of the Opium Committee in particular the expression "touch up" ("retouche") which M. van Eysinga had used was very mild and polite. It would be necessary to deal with the principles of the question.

M. van Eysinga had also said that it was easy to make a verbatim report, but difficult to give a short summary of a discussion. Similarly, it was very easy to see whether any member tried to "doctor" a verbatim report, but difficult to detect such a proceeding when the speaker corrected a very abbreviated statement which often did not reproduce the speaker's meaning, and was sometimes written by an official who had not studied the documents the speaker mentioned. Such work could not be done by stenographers, but only by trained journalists. It would be necessary either to have verbatim reports which the speakers could correct if necessary, or to recruit a staff of journalists.

He quite agreed that it was impossible to allow the members of the Assembly to keep the Minutes and not to return them until it suited their own convenience, and he proposed that the

Committee should decide that all Minutes must be returned to the Secretary of the Committee within twenty-four hours, in default of which delegates who had not returned their copies would no longer be entitled to make corrections.

He had acquired some experience of these questions, as in the Norwegian Parliament they came under his administration. He had studied the arrangements for the drafting of Minutes, and a special committee had been set up in Norway to go into the matter and examine the practice in other Parliaments. In the Norwegian Parliament, no member was allowed to keep Minutes for more than twenty-four hours.

In the case of a verbatim report, it was very easy to see whether a member tried to alter the meaning of his remarks. It would not be prudent to leave to the Secretariat the decisions that would have to be taken in such a case, for such a solution would be against his constitutional instincts. No Parliament would ever leave it to the Prime Minister to decide whether a member had altered the meaning of his observations when making corrections in the Minutes. There should be a Head of the Editing Section, or some other similar official, to deal with such questions, and it would be for the President of the Assembly or of the Council to take the final decision, if this official considered that certain amendments would falsify the impression that the Minutes should give.

He hoped to have an opportunity, when the Committee was discussing some of the proposals made at the meeting, to take up some of the constitutional principles involved in the rules of procedure and in the financial regulations. It was because these questions were not insignificant that he had mentioned them. If no objections were raised to this point, he thought that most of the members of the Committee would gladly confer upon the Chairman full authority to require that all the Minutes of the Committee should be returned to the Secretary within twenty-four hours.

M. DE VASCONCELLOS (Portugal) thought the question under discussion a very interesting one, and said that he had often been impressed by the fact that the Minutes of the Committee did not give a true picture of the discussions. He was sure that M. Osuský had discovered the real flaw, which was that the members of the Committee made independent corrections in the Minutes. It frequently happened that this revision was not a very careful one.

He did not think that the Secretariat could accept M. van Eysinga's suggestion, for it seemed to him that the Secretariat was not in a position to assume the responsibility which that suggestion would entail.

With regard to the return of the Minutes within twenty-four hours, he thought that the rule proposed by the Norwegian delegate was a very severe one, and that the Committee might well be satisfied with establishing a time limit of, say, forty-eight hours. It would be understood that, once this time limit had expired, Minutes in which no correction had been requested would be regarded as final.

M. DOMINIQUE (Haiti) thought that a distinction should be drawn between cases in which merely formal amendments would have to be made in the account of the speech, and cases in which changes of substance were requested. In the former cases, it seemed that the Secretariat should be entitled to make the necessary corrections, and if there were occasion, to bring the passages affected by the changes into line with each other. In the latter cases, however, the Secretariat should inform the speaker who desired to make a change of the views of the other speaker whose speech would be affected by this change. Under this system, the Minutes would be complete and would satisfy all the speakers.

The SECRETARY-GENERAL said that he believed that in all Parliaments verbatim reports were made of the speeches. If the Committee were to recommend that verbatim reports should be taken at all meetings of the Assembly, its committees and sub-committees, he would be delighted, but this course would be a very expensive one. The only other solution would be to continue to apply more or less similar methods to those now followed, namely, to paint a picture—and as far as possible a true picture—of what had happened. This work was not entrusted to stenographers, but to members (sometimes temporary) of the Secretariat who had special experience of this kind of work. He agreed that very few speakers were satisfied with the account of their speeches. In order to remedy this state of affairs, the practice had been adopted of sending the Minutes to the speakers for correction, in order that they might make the picture a truer one. He thought it desirable that this practice should be continued. It would be very advantageous if the Minutes were returned by speakers within twenty-four or thirty-six hours. There would still be a slight delay on account of the necessity of preparing the Minutes in two languages, but this delay would not be very long.

A much more serious point was that which related to what M. Hambro had called "doctored" Minutes. In so far as the Secretariat was concerned, the Minutes were not "doctored". It sometimes happened that speakers made changes which, in his opinion, were contrary to the spirit, and sometimes even to the meaning, of what had been said. If, however, a speaker assured him that he had been misunderstood and that the corrected text represented what he had said or intended to say, nothing could be done, for the word of a representative of a Member of the League had to be accepted. He could call the attention of a speaker to a divergence of views, but in the end he could only say: "If you formally assure me that this is what you said or intended to say, I must accept it". This was the practice which he had adopted. With regard to the Presidents of the Council and of the Assembly, they would, under similar circumstances, be placed in very much the same position as himself.

M. HAMBRO (Norway) thanked the Secretary-General for his explanations. It would be a mistake to believe that all Parliaments only had verbatim reports. In the case of the Austrian,

Norwegian and other Parliaments, daily abbreviated reports, compiled by a special staff of reporters, had been issued. These Minutes were not revised by the Members of Parliament, but were, nevertheless, entirely satisfactory.

He would be satisfied with regard to this important question of the Minutes with a promise from the Secretary-General that he would have the question studied by the competent officials of the Secretariat.

The CHAIRMAN declared the discussion closed on this point said that the Secretary-General would meet the desire which M. Hambro had expressed with regard to the examination of the question of the Minutes.

**17. Financial Position of the League on August 31st, 1929.**

*The Committee took note of the report of the financial position of the League on August 31st, 1929 (Annex 6).*

**18. Budgetary Estimates for the Twelfth Financial Period (1930): General Discussion.**

The SECRETARY-GENERAL said that it was customary for him, in introducing the budget (see document A.4.1929.X), to make a few preliminary remarks. On the present occasion, these remarks would be brief. He was rather proud of the present budget, and he thought that it did not stand in need of any defence. It spoke for itself.

The increase of expenditure which it entailed was one of approximately 155,000 Swiss francs. Had it not been, however, for exceptional circumstances, and had it not been necessary to provide credits for two large international conferences which were to be held in the course of the coming year, namely, the Conference for the Codification of International Law and the Disarmament Conference, the budget would have shown a decrease. This, he thought, was a change that might be regarded as satisfactory. It proved a truth which he had been endeavouring for some time—more or less in vain, it had seemed—to induce delegates to recognise, namely, that the budget was solely the result of the policy adopted and the decisions taken by the Assembly itself. The Secretariat did not increase nor decrease the budget in any way. Two years ago the Assembly had entrusted a considerable amount of new work to the Secretariat, and there had been an increase in the budget. In the preceding year, practically no new work had been decided upon and the budget had remained stationary; indeed it had diminished.

These were the preliminary remarks which he had wished to make, and he would not detain the members of the Fourth Committee any longer from dealing with the actual substance of the matter.

Dr. KAAS (Germany) read the following statement:

“ Mr. Chairman, ladies and gentlemen, Before going into the details of the questions submitted to our consideration I would like to state in a few words the spirit in which the German delegation wishes to approach these questions.

“ We fully recognise the growing importance of the work of the Fourth Committee, to which the plenary Assembly has entrusted from the outset the study of one of the essential tasks which has devolved upon it under the Covenant of the League. It is the right of the Assembly to fix and supervise the League's expenditure. This is one of those prerogatives of which all Parliaments are rightly proud and which, in the national as in the international field, are bound up with the form of the democratic system itself.

“ This right of supervision has always originated in the history of parliamentary evolution in the establishment of a principle of wise economy. Parliaments, whose right it is to supervise the expenses of Governments, have always had a comprehensible tendency to make use of this power and of this right by reducing as far as possible the credits asked of them. In all budgetary supervision, under the parliamentary system, there is a principle of opposition to the draft budgets.

“ The question arises whether, in an organisation such as the League, the development of which is far from complete, this principle is always consistent with the aims which we are seeking to achieve. To prevent useless expenditure and to make a minute examination of every possibility of effecting savings is an elementary duty of every organisation of financial supervision. We are beginning to realise, however, that the activities of the Fourth Committee must not be regarded as a rigid and fixed frame within which the work of the League must be circumscribed, but that, on the contrary, an adequate margin must be provided for the accomplishment of the high duties of the League, which are increasing in number year by year.

“ We must not fail, of course, to submit each item of the budget to a close examination in order to ascertain whether the expenditure it entails is really necessary. The Fourth Committee should act as a guide in its financial supervision, adapting idealistic recommendations to practical requirements. Like all guiding criticism, however, the activity of our Committee should not be negative, but positive; it should not be destructive, but constructive; it should not constitute an obstacle, but, on the contrary, a stimulus. Our work of supervision should, for instance, be positive in the sense that we must examine whether any particular Committee is imposing tasks which are, in point of fact, in duplication of others.

“ For the same reason we should not hesitate once more to grant large sums to the Committee of Enquiry which is to examine and define the field of action of the Committee on Intellectual Co-operation. Such expenditure will prevent useless experiments being engaged in, and will lead to savings and a reasonable balance.

“ For this same reason also, the Fourth Committee has already approved the important items relating to the exchange of telegrams with a view to the settlement of the dispute between Bolivia and Paraguay, and it will, I hope, approve the estimates for the establishment of a wireless station, for in this case the funds are needed to enable the League to fulfil its highest duty, that sacred duty of the preservation of peace, and there can be no question of hampering it in the performance of this duty on account of financial considerations.

“ It is because I have a positive conception of our joint work as a supervisory body that I am glad to note that the question of the revision of the Staff Regulations of the Secretariat has also been laid before the Fourth Committee. For nothing would do more to render the League's work still more fruitful, impartial and efficacious than the reorganisation and the creation within the Secretariat of a body of officials devoted to the fulfilment of their task, in the interests of the welfare of every nation and of humanity as a whole, working upon the basis of definite and permanent conditions of employment and of a firmly established staff policy, conscious of possibilities of promotion according to individual abilities and assured of reasonable guarantees in case of retirement.

“ Without wishing to go into the details of the question, I would like to offer some observations with regard to the budget for the 1930 period as now submitted to us. I wish to recall in this connection that the Fourth Committee, inspired by a deep feeling of responsibility, established the practice last year of thoroughly discussing the savings that might be effected in the budget. Has this discussion produced results? It is to this question that I wish to reply, bearing in mind the budget which is before us.

“ The estimates for 1930 exceeded those of last year by 200,000 gold francs. It would be mistaken and unjust to conclude from this increase that, when the budget was being drawn up, account was not taken of the appeals for economy which were so evident last year. The opposite conclusion will be reached if a few figures are taken which seem to me essential for the appreciation—I would almost say, for the psychology—of this budget.

“ As I understand, the automatic increments in salaries, including the sums that are paid into the Provident Fund, amount to almost the same sum as the total increase in this year's budget as compared with last year's; that is to say, approximately 200,000 gold francs. Had it not been for these increments, which are unavoidable, the budget would have remained at last year's level.

“ I would also like to emphasise that there are several reductions in other items of the budget as compared with the 1928 estimates. These reductions amount to a total of approximately 180,000 gold francs, which practically represents the sum by which the budget has been automatically increased as a result of the increments in salaries. Had it not been necessary to provide credits for new expenditure, and particularly for the Conference for the Codification of International Law, for which a sum of 178,000 gold francs is required, the total amount of the budget would have been less than it was last year. I am glad to be able to endorse the statement of the Secretary-General and of the Supervisory Commission on this point. It seems to me that it is important, and that it is only right to emphasise it.

“ I would recall in this connection that when last year's budget was being framed, considerable savings were effected. As a result the Secretariat has a surplus of 2,327,000 gold francs, the International Labour Office a surplus of 199,000 gold francs and the Permanent Court of International Justice a surplus of 180,000 gold francs.

“ I think that I may therefore reply in the affirmative to the question whether last year's discussions regarding reduction of expenditure have produced results. The desire to reduce expenditure within reasonable limits is as clear in the establishment of the new budget as in the examination of the budget of last year.

“ With regard to the supplementary budget, I do not wish to express any opinion until I have had the observations of the Supervisory Commission and other data which are essential to a judgment of the various items. I should be glad if the Chairman would transmit the relevant documents to us as soon as possible, in order to prevent a recurrence of material difficulties such as arose last year owing to the delay in-submitting the supplementary budget to the Committee.

“ I think, however, that I may say forthwith that the Secretary-General and all the high officials who have collaborated in the framing and establishment of the budget and in the administration of the finances deserve our thanks for having taken into account the views expressed by the Fourth Committee in its discussions last year.

“ The question whether, in spite of this obvious desire to reduce expenditure, it would not be desirable to provide for larger reductions in the credits for certain items, or whether certain tasks, and consequently the expenditure that they would entail, could not be deferred, will have to be examined in the course of the discussion on the various chapters of the budget. It should, as I have already stated, be recognised that, whatever economies may be desirable, it would be well to provide for a reserve fund in the budget. Such a reserve fund is indispensable, particularly on account of the system of transfers, which is one of the most important elements in maintaining equilibrium in the budget, and also in order to give to the budget the necessary elasticity.

“ Whatever reasonable economies are made, a budget examined and approved on the basis of these principles will always make it possible to secure results which are worthy of the high mission, the prestige and the tasks of the League. ”

M. VAN EYSINGA (Netherlands) said that he had listened to Dr. Kaas's masterly statement with very great interest. He would like, for his part, to make two minor observations of a more or less technical character.

In the first place, this was the first occasion on which the supplementary budget had been submitted at so early a date to the Fourth Committee. This welcome change was to be ascribed to the amendment of Article 16 (a) of the Financial Regulations. This budget would still have to be submitted to the Supervisory Commission for examination, but the members of the Fourth Committee had already had an opportunity of forming an idea of the nature of the supplementary credits that were requested.

He would draw attention to the question of the manner in which the League's budget was presented. It was a question to which he had previously alluded. This budget, it might be admitted, was only a mass of dry figures, but nevertheless, for anyone who knew how to read it, it gave a very true picture of the League's work. If the budget were to be read aright, it would have to be clearly written, and, although its form was not yet perfect, it should be recognised that progress was being made. In particular, explanations were given in several places of increases in the budgets of the particular sections. He wished, however, to draw the attention of the Secretariat to certain defects in the document. It was explained in the note relating to Administrative Commissions and Minorities questions on page 23, for example, that

“ This Section dealt with all matters of international administration in which the League was concerned (in particular, the Saar Basin and the Free City of Danzig) and all questions relating to racial, religious or linguistic minorities entrusted to its protection . . . etc.”

This was quite correct, but it had no bearing upon the actual budget. It would be interesting to know why no change had been made, in drawing up the 1930 estimates, with regard to the sum mentioned in the passage preceding that note. Again, it might be observed with interest, in the budget of the Transit Organisation, on page 28, that the former headings 2, 3 and 4 had been merged into a single one, which was an important feature of the budget, but the note said nothing with regard to the special conferences provided for in the budget of the organisation. The Committee would wish to know what the special conferences were.

He would therefore beg the Secretary-General to continue the task of perfecting the form of the budget which he had undertaken in the preceding year. He knew that this task was a more arduous one for the Secretary-General than for the Director of the International Labour Office, the Secretariat administration being less centralised than that of the Office, but he would stress the value of having the budget presented in a clear form, in order that the Assembly might have a true picture each year in terms of Swiss francs of the development of the League's activities.

M. KAO-LOU (China) wished to make a minor observation relating to the budget of the International Labour Organisation. He did not wish to draw comparisons between the various offices set up by the Organisation at London, Paris, Tokyo, etc. He merely wished to point out that China was a large country, in which the various centres were a great distance apart and communications were difficult. The workmen in his country lived under very precarious conditions, and had need of care from outside quarters. He did not wish, however, to make any statement with regard to the work which might be done in his country by the Labour Office. M. Albert Thomas had just made a journey in China, and had had an opportunity of forming a very exact estimate of this work. It was extremely desirable that the corresponding bureau to be established in China should be materially equipped to perform a task of importance to the International Labour Office and to the relations of China with the whole world.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, said that he did not wish it to be inferred from certain of the remarks of the various speakers that the Fourth Committee considered that its task was merely to discover means of effecting savings and to prevent useless expenditure. In order not to leave any of the new members of the Committee under this impression, he would recall that the Fourth Committee had always refused to limit its responsibility to questions of mere accounting and to the prevention of overlapping. Both the Fourth Committee and the Supervisory Commission had always insisted that there was nothing more detrimental to an administration than to have unused credits or a staff which had nothing to do. While the Fourth Committee had emphasised the necessity of effecting savings, it had done so because of its strong desire to stimulate the normal activities of the League. There were two possibilities: an orderly development of the League's work or a disorderly or haphazard development. The Committee, when insisting on questions which might appear to be purely administrative or of very small importance from the point of view of the savings to which they related, was really striving to ensure the orderly and organic growth of the League's activities. It should not be forgotten that the Fourth Committee was the only committee that could organise the whole of the League's efforts, for it was the only body that had an opportunity of linking the various questions and of co-ordinating the various activities. He would cease to repeat, therefore, that the essential function of the Fourth Committee was not to search for economies but to ensure orderly growth.

In reply to an observation of M. van Eysinga, he would point out that the only reason why the note to Table K on page 23 was a vague one was that it had hitherto been left to the Supervisory Commission to refer to such questions in its report.

Only a few days previously, the Supervisory Commission had discussed the form in which the budget should be presented, but it had been obliged to take into account the consideration that, if this form were modified in too radical a manner from year to year, it would become impossible to compare the estimates of one period with those of the preceding one. The administration and the Supervisory Commission would not fail, however, to keep M. van Eysinga's suggestions in mind.

*The remainder of the general discussion on the budget was adjourned to a later meeting.*

#### FOURTH MEETING.

*Held on Thursday, September 12th, 1929, at 3.30 p.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

#### 19. Proposed Increase in the Number of Members of the Supervisory Commission from Five to Seven.

M. VAN EYSINGA (Netherlands) recalled that it was generally recognised that a small committee worked better than a large one. The Supervisory Commission's task was not merely one of finance, but also related to other spheres of the League's activities. The five members of which it consisted had to have a thorough knowledge of the League's administrative machinery. No provision had been made in the Covenant for the Supervisory Commission, but the constitution of such a body had been rendered a practical necessity by the rapidly increasing development of the League, a development which demanded constant although friendly supervision. The Commission could only fulfil its task when composed of a few able and devoted men.

If it were desired, on the contrary, that certain nations, groups of nations or continents should be represented on the Commission, the result would be a series of increases. This was what had occurred in the case of the Council. The Netherlands delegation had been the only delegation that had opposed the first increase in the number of members of the Council, not in order to shun the task which was incumbent upon the countries represented on that body, but in the belief that further increases would inevitably follow. It had been recognised in the light of experience that this belief had been correct. The Supervisory Commission should be composed of eminent men, irrespective of their nationality, but their number should be as small as possible. Experience had shown, moreover, that five members were sufficient for the satisfactory fulfilment of the Commission's duties. It was only if the principle of representation were to be adopted that this figure would have to be increased.

Sir Granville de Laune RYRIE (Australia) shared M. van Eysinga's view. A Commission of five members was quite sufficient provided that it was composed, as it was at present, of men of worth. His experience of political life had proved to him that a large committee did not do very much work. Each of its members expected his colleagues to do the work. If, however, the number of members was small, none of them would be able to place the responsibility upon the shoulders of others.

Dr. KAAS (Germany) thought that the Supervisory Commission's task was so important that the number of its members should be increased, in order to enable a larger, although still a limited, number of States to participate in that task. The Assembly had, moreover, recommended that the Commission should include among its members representatives of States which were not represented on the Council. This was a further reason for increasing the number of members to seven.

If the number of seven were adopted, he would also accept the principle of limited re-eligibility. If it were not adopted, however, he would have to make reservations on this subject.

M. HOFFINGER (Austria) explained that his proposal had not been prompted by any lack of confidence in the Supervisory Commission. He fully appreciated the services that it had rendered. His aim was not by any means, as M. van Eysinga seemed to think, to secure a gradual increase in the number of members in order to introduce to the Supervisory Commission the system in force in the Council, that was to say, to make it possible for certain groups of States to be permanently represented. He only had in mind the individual qualities of the members. The aim of his proposal was gradually to initiate to the highly complicated work of the Commission, not a greater number of States, but a greater number of collaborators. If the number of five were maintained, there was a danger that this work might remain an occult science unknown to the Members of the League. The Supervisory Commission should not become what certain national civil service departments became. Sometimes, when information was asked of one of these departments, it was replied that there was only one man competent to give this information, or even, occasionally, that this man had died in the preceding year. What, for instance, would happen if one of the members of the Supervisory Commission were to resign? It might be very difficult to replace him. He merely wished to secure assistance for the Commission's work from all who could give such assistance. It was quite understood, moreover, that this increase would not be the first of a series of increases. There would not, therefore, be anything radical in such a reform.

M. ENSTRÖM (Sweden) agreed with M. van Eysinga. As a representative of the exact sciences, he might express his opinion in the form of a natural law: "The efficiency of any constituent body is in inverse proportion to the number of its members, even if these members are of the highest ability". He was, therefore, in favour of five members.

M. HAMBRO (Norway) drew the attention of the Committee to Article 1 of the Financial Regulations, and in particular to the following passage of this Article (document C.614.M.191.1928.X):

“ The Commission shall be composed of five members, of whom one at least shall be a financial expert, but members shall be appointed by the Assembly which, in selecting members, shall include among them persons belonging to countries Members of the League which are not represented on the Council. The Assembly shall also appoint two substitutes to replace, if need be, members unable to attend a meeting. ”

The Austrian proposal, which would modify the Financial Regulations in this respect, was of such importance that it should first have been submitted to all the Members of the League. Heretofore, in practice, the principle had always been followed that the Commission should consist of two financial experts, two representatives from States which had not a permanent seat on the Council, and one representative from a State which was a permanent member of the Council.

If the Austrian proposal were adopted this practice should be materially altered, and he would, in any case, reserve the right to make proposals with regard to the members of the new Commission, who should be selected both from the States not represented on the Council and also from the States that were so represented.

He would recall how the Financial Regulations had been framed. It was at the second session of the Assembly that the Supervisory Commission had been instituted. He paid a tribute to the services that had been rendered by its Chairman at that time, M. Noblemaire, and by its Vice-Chairman, Sir James Allen. From the outset, the Commission had exercised great care in framing the Financial Regulations. It had conferred with the Secretariat, the International Labour Office and the Permanent Court of International Justice with regard to this task. It was at the third session of the Assembly that it had submitted these regulations, which were the result of close collaboration and thorough study. He quoted a passage of the report presented by M. Mélot (Belgium) in 1922, which bore witness to the extent to which these regulations were due to unanimous agreement between the Supervisory Commission, the Secretariat, the International Labour Office and the Permanent Court of International Justice. He would ask the members of the Fourth Committee to compare the thorough study which had characterised the framing of the regulations with the hasty action that was now proposed. The Austrian delegate's proposal had been submitted to the Fourth Committee without any consultation of the Supervisory Commission itself. For his part, he would be glad to hear M. Osuský's and M. Réveillaud's views on this question.

It would be quite possible to replace certain of the members of the Supervisory Commission from time to time, since such a renewal of its membership was provided for in the text of Article 1 itself (paragraph 3, sub-paragraph (a)):

“ The whole Commission shall not be renewed simultaneously, and in order to establish a system of partial annual renewal, the members who were in office before the adoption of these regulations shall retire as follows: At the end of each of the years 1923 and 1924, two members, and at the end of 1925, the remaining member, the order of retirement being determined by lot. ”

In order to apply this provision, it would be enough to change the dates. Sub-paragraph (b) of the same paragraph provided, moreover, for the appointment of two substitutes. This provision might be slightly modified by providing that these substitutes would replace members of the Supervisory Commission who had died or had resigned.

In conclusion, the question was so important a one that he would oppose the taking of any decision at the present meeting, before the Fourth Committee had been able to undertake a proper examination of the question. He asked that, in future, proposals of this kind should not be submitted until after they had been carefully examined by the competent organisations of the League.

M. DE MODZELEWSKI (Poland) observed that the apprehensions that had been expressed at the time when the members of the Council had been increased had not been justified. In spite of this increase, the Council had continued to perform its task with the same authority as before. There was no danger, therefore, that so slight an increase as that which was now proposed to the Fourth Committee would have fatal consequences. The Supervisory Commission's task was becoming increasingly heavy, according as the League developed, and it might soon become much too heavy for five people. Finally, it would be easier for the Commission to meet more frequently if it were composed of seven members. It could then be expected with certainty that there would always be a sufficient number of members present at its meetings.

M. DOMINIQUE (Haiti) shared M. Hoffinger's views. Not only individuals should be considered, whatever their abilities, but also countries. Further, a system of rotation would be possible on the basis of seven members, whereas it was not possible when there were only five members. In reply to one of M. Hambro's objections, he pointed out that it would not be necessary to make any change in the Financial Regulations. It would be sufficient to add an additional paragraph to the text, merely stipulating that two members should be added to the Supervisory Commission. It did not seem to him, moreover, that it would be necessary to adjourn this question, which, on the whole, was only of slight importance.

M. DE VASCONCELLOS (Portugal) thought that, if the members of the Supervisory Commission had considered that they were too few in number to fulfil the duties entrusted to them, they would no doubt have informed the Fourth Committee of this fact. Since they had not done so, it was to be concluded that they had not thought any increase in the membership of the Supervisory Commission necessary.

Above all, it was essential to proceed very carefully in making any change in principles which, it should not be forgotten, had been established after a very serious crisis in the history of the

League. If the Supervisory Commission were to be modified, fuller information should first be obtained. The method of election of the members of the Commission had been changed in the present year, and he hoped that in the future the Assembly would be as happy in its choice of the members as the Council had been in the past.

M. LAKATOS (Hungary) thought that the proposed increase would make it possible to apply the principle of division of work. On the other hand, M. Hambro had shown that, when the Supervisory Commission had been constituted, it had been intended to make its composition more or less stable, and that it had been with this end in view that a system of partial renewal by rotation had been adopted. Such renewal would be easier to bring about with seven members than with five.

M. MÉLOT (Belgium) shared M. Hambro's view. The number of five had been fixed after lengthy discussion, and it should not be changed offhand. It was not, moreover, very easy to understand why the number of seven had been chosen, rather than some other number. Since the Committee had found that the present composition of the Supervisory Commission was satisfactory, he proposed that it should be left unchanged.

M. CORNEJO (Peru) observed that the essential characteristic of the Supervisory Commission was not its bureaucratic work but its moral force. If it were to render the greatest possible services, this Commission should be as small as possible. He proposed that the number of five should be maintained.

M. RAPPARD (Switzerland) said that he had no definite instructions nor considered opinion on this question. After hearing the arguments adduced by those in favour of an increase he was, however, inclined to recommend the maintenance of the *status quo*.

It had been stated that a greater number of countries should be represented on the Commission. It was not, however, countries that should be chosen, but men, in order to guarantee that the members should be as independent as possible.

It had also been stated that division of work would be facilitated by increasing the number of members to seven. In no field of action, however, was division of work more dangerous than in that of the Supervisory Commission. Responsibility, to be absolute, must be concentrated. If it were divided, it would only be weakened.

He associated himself with M. Hambro's request that the members of the Supervisory Commission should state their views on this question.

Mr. ELLIOTT (Canada) thought that in any case the proposed change should not be made without preliminary consultation of the Secretariat, the International Labour Office and the Supervisory Commission itself. Most important of all, the Committee should take care not to give the impression that, since all those in favour of an increase had declared themselves entirely satisfied with the work that the Supervisory Commission had done, the number of its members was being increased without any cogent reason. He was, therefore, opposed to the contemplated increase.

M. BOTELLA (Spain) was also opposed to an increase. The Committee itself had just afforded a proof of how difficult it was to come to an agreement on a question in a large meeting. Had the Fourth Committee consisted of only five delegates, the present question would have been settled long ago.

M. RÉVEILLAUD (France) said that his participation in the Supervisory Commission's work would be one of the most cherished memories of his life. The Supervisory Commission had always worked in a truly international spirit, although such a spirit was difficult to achieve. When the interests of the League and the interests of their respective countries were not identical, all the members of the Commission, and particularly M. Osuský, had always given precedence to the former. When, one day, the history of the League's finances was written, a certain number of names would be prominent such as that of M. Noblemaire and Sir James Allen, and among them the name of M. Osuský would stand in the front rank.

While the Supervisory Commission had, however, always adopted the international standpoint, this fact was not solely due to M. Osuský's guidance, but also to the limited number of its members. It was possible that, if this number were increased to seven, the joint action to which he had referred might still be maintained. He would only say that he was not sure whether this would be the case. In a larger Commission there might be two tendencies. There was a danger that it might no longer be the solid body that it was now. An illustration of this solidarity was the fact that, when M. Osuský stated the Commission's views before the Fourth Committee, he himself never had occasion to speak.

In conclusion, he thought that an institution which had been found satisfactory should not be changed, and that it should be borne in mind that "in striving to do better off one mays what's well".

The CHAIRMAN noted that M. Hambro and Mr. Elliott had proposed that the competent organisations should be consulted. He thought that the best solution would, therefore, be to adjourn the question.

Mr. DALTON (British Empire) thought that it would be regrettable if no decision were taken after so long a discussion. A similar discussion might arise in the following year.

M. HAMBRO (Norway) supported Mr. Dalton's proposal. It was only if the Austrian proposal were not rejected that it should be adjourned for more thorough examination. What would please him most would be to have it rejected immediately.

Mr. ELLIOTT (Canada) agreed with M. Hambro.

The CHAIRMAN asked the Committee whether it would approve an increase in the number of members of the Supervisory Commission from five to seven.

On a show of hands, the proposal to increase the number of members of the Supervisory Commission was rejected by 25 votes to 8.



20. **Question of the Re-eligibility of the Members of the Supervisory Commission** (continuation).

M. RAPPARD (Switzerland) said that, as he had stated at the preceding meeting, he was ready to agree to an adjournment of his proposal. In order, however, to enable the delegates to understand exactly how the question now stood, he explained that the point at issue was whether the members of the Supervisory Commission might have their terms of office renewed for an indefinite number of times, or whether, on the contrary, they should not be eligible for immediate re-election. There were therefore two trends of opinion—the aim of one of these being to prevent the gradual formation of an irremovable Commission, and the aim of the other to reserve the right to re-elect a competent candidate.

M. HAMBRO (Norway) thought the proposal an interesting one. Since, however, he had not any instructions, he could not express any opinion with regard to it.

M. DE MODZELEWSKI (Poland) said that, although he personally had instructions with regard to this proposal, he thought that, unless all his colleagues also had instructions, the question should be adjourned. In this event, he would beg Professor Rappard to communicate his proposal to all Governments in good time.

*The question of re-eligibility was adjourned to the following year.*

M. RAPPARD (Switzerland) observed that, in any case, the Supervisory Commission was about to resign. It would, therefore, be necessary to appoint the new members.

M. HAMBRO (Norway) proposed that the example set in 1924 should be followed. It would only be necessary, for this purpose, to amend the financial regulations of the League, Article 1, paragraph 3, sub-paragraph (a), to read as follows:

“ The whole Commission shall not be renewed simultaneously and in order to establish a system of partial annual renewal the members appointed by the tenth Assembly shall retire as follows: At the end of each of the years 1930 and 1931 two members and at the end of 1932 the remaining member, the order of retirement being determined by lot. ”

M. RAPPARD (Switzerland) pointed out that a slight change would have to be made in the preamble of the Regulations.

*Subject to this reservation, the text proposed by M. Hambro was adopted.*

21. **Detailed Examination of the Budgetary Estimates of the Secretariat and Special Organisations of the League** (see document A.4.1929.X): Chapter I, Item 1: Session of the Assembly (339,400 gold francs).

M. HAMBRO (Norway) recalled that he had requested the Secretariat in the preceding year to estimate the sum that would be necessary for refundment of travelling expenses of delegations to the Assembly. It was unjust that certain remote countries should be required to engage in expenditure which sometimes exceeded their total contribution to the League. It would be clearly understood, moreover, that the League would not refund the travelling expenses of three delegates unless these delegates actually made the journey to Geneva from their own country. Under this system, it would be easier for remote countries to send delegates. The expenditure entailed would be approximately 430,000 francs. The expenses of remote countries would be refunded but those countries that were close to the headquarters of the League would have to pay larger contributions. If this idea were put into practice, remote countries would be able to send delegates who really represented the Parliaments and the peoples themselves, and not diplomatic agents who lived in the countries close to the headquarters of the League.

Mr. DALTON (British Empire) was in favour of M. Hambro's idea, on the understanding that safeguards would be set up in order to prevent any unnecessary expenditure. He emphasised the fact that the British Empire did not stand to gain anything as the result of this proposal. Its support of the proposal proved, therefore, how false was the idea that the British Government always took a very narrow view of financial proposals relating to the League. When a proposal seemed to that Government to be a just one, it considered it in an altogether broadminded manner.

M. DOMINIQUE (Haiti) supported M. Hambro's proposal. Although he represented a remote country, he did not wish to enter a plea *pro domo sua*. The question of principle involved was, however, worthy of consideration.

M. RAPPARD (Switzerland) doubted whether it would be possible to take a decision on this question at the present session. He trusted that the Norwegian delegate would communicate his resolution to his colleagues in good time before the next session of the Assembly.

*The Committee decided not to take any decision on this question until a definite proposal had been made by a Government.*

The SECRETARY-GENERAL recalled that it was unanimously admitted that the Salle de la Réformation was very inconvenient. Serious alterations could not, however, be made in it, since it was only leased for a very short period. Perhaps meetings might be held in some other building, in which it would be easier to make changes. In this event, however, a sum of 50,000 francs would have to be added to the credit of 339,400 francs. This sum would not be expended until after consultation with the Supervisory Commission.

M. HAMBRO (Norway) supported the Secretary-General's proposal. He recalled, however, that a Committee of three members had been appointed three years ago whose duty it was to ensure maintenance of order in the Hall and to improve the conditions of work. The First Committee might think it desirable to reconstitute this Committee and to make it permanent. He would ask that there should be no competition between the Secretary-General's proposal and a possible suggestion of this kind on the part of the First Committee.

The SECRETARY-GENERAL informed the Committee that one of the members of the General Committee had proposed that an enquiry should be made into the present arrangements in the Salle de la Réformation. The General Committee would take up this question in two days' time. There would not, therefore, be any clash between the proposals of the First and Fourth Committees. He had merely suggested the possibility of meetings being held in some other building than the Salle de la Réformation.

M. HOFFINGER (Austria) supported the Secretary-General's proposal, on the understanding, however, that, if no other premises could be found, a part of the 50,000 francs might be used in making certain alterations in the present hall. For instance, arrangements might be made for emergency exits in case of fire.

The SECRETARY-GENERAL, replying to a question by M. Rappard (Switzerland), said that the travelling expenses and subsistence allowances, amounting to 25,000 francs which were indicated in paragraph 3, Item 1 (document A.4.1929.X, page 7) were those that would be paid to the temporary staff of the Secretariat and not to members of the Committees.

*Item 1 was adopted, with the amendment that the proposed figure should be increased by 50,000 francs.*

**22. Chapter I, Item 2: Sessions of the Council (75,000 gold francs).**

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, said that the Supervisory Commission had presented a proposal to the Assembly to the effect that when, on the invitation of some Government, the Council held a meeting in some other country than Switzerland, the Government should contribute to the expenses an amount equivalent to the difference between the cost of a session in that Government's country and the cost of a session held at Geneva.

M. VAN EYSINGA (Netherlands) observed that, if the financial aspect of the question were set aside, the fact would remain to be considered that the transfer of part of the staff of the Secretariat to a foreign country was not calculated to increase the efficiency of the work. While supporting the Supervisory Commission's proposal, he thought that it would be desirable to hold the sessions, so far as possible, at Geneva. It should only be in exceptional cases that the Council would be called upon to sit elsewhere. Previous Assemblies had already taken decisions in this sense.

M. HAMBRO (Norway) thought that it would be unwise to reduce the credit for the sessions of the Council, even if only three sessions were to be held in future. During the ten years in which the League had been in being, the Council had held fifty-eight sessions, that was to say, more than three a year. It was probable, therefore, that it would be found necessary to hold extraordinary sessions.

With regard to the place where these sessions should be held, he did not think that the principle of refundment by the State of additional expenditure incurred by the meeting of the Council or a conference elsewhere than at Geneva was above reproach. He recalled that there had been a long discussion in the preceding year with regard to the place where an important conference was to be held, and that there had been a certain amount of bargaining with the Government of the country concerned. This bargaining had amounted to asking the Government how much it was prepared to pay in order to have the conference held in its country. In any case, if the Council thought fit to sit elsewhere than at Geneva, the question should not become a mercenary one, and no Government should be asked how much it would offer in order to have the Council meeting held in its own country.

He would abstain from voting on the proposal of the Supervisory Commission.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, recalled that the Commission had merely had in mind the contingency of a session being held elsewhere than in Switzerland on the invitation of some Government. There would, therefore, be nothing undignified in allowing this Government to defray the extra expenditure involved.

*Item 2 was adopted.*

**23. Chapter I, Item 3: Unforeseen Expenditure (subject to Special Vote of the Council) (500,000 gold francs).**

*Item 3 was adopted.*

**24. Chapter II, General Services of the Secretariat: Item 4, Salaries, Wages and Allowances (5,876,906 gold francs).**

*Item 4 was adopted.*

**25. Chapter II, Item 5: Contribution to the Staff Provident Fund (350,000 gold francs).**

*Item 5 was adopted.*

26. **Chapter II, Item 6: Liaison with Latin America** (221,062 gold francs).

*Item 6 was adopted.*

27. **Chapter II, Item 7: Branch Office** (125,534 gold francs).

*Item 7 was adopted.*

28. **Chapter II, Item 8: Travelling Expenses of Officials of the League** (255,000 gold francs).

*Item 8 was adopted.*

29. **Chapter II, Item 9: Frais de représentation** (162,500 gold francs).

*Item 9 was adopted.*

30. **Chapter II, Item 10: Property Account: Maintenance** (257,580 gold francs).

*Item 10 was adopted.*

31. **Chapter II, Item 11: Publications Department** (545,500 gold francs).

M. VAN EYSINGA (Netherlands) said that he had been requested by his Government to present certain observations on the question of publications. His Government regretted that certain documents published by the League of Nations did not come to The Hague as quickly as they might. In this connection he would first refer to the Minutes of the plenary meetings and of the six Committees of the Assembly of 1928, which had been distributed only a few months before the present session of the Assembly. He would add, in order to illustrate his contention with precise dates, that the Government of the Netherlands had received the records of the plenary meetings on June 10th, the Minutes of the Fourth Committee in May, the Minutes of the Fifth Committee on June 1st, the Minutes of the Sixth Committee on July 1st, the Minutes of the First Committee on July 22nd, the Minutes of the Third Committee on July 26th, and the Minutes of the Second Committee on August 8th.

A similar complaint might be made concerning the records of conferences that had taken place under the auspices of the League. He might quote as an example the records of the Second Conference on Import and Export Prohibitions. The Conference had taken place at Geneva on July 3rd to 11th, 1928, and the records had been received by the Government of the Netherlands on August 8th, 1929. If it were desired that the Members of the League of Nations should as quickly as possible ratify the treaties adopted by these Conferences, it seemed essential that the Governments should be as quickly as possible informed of the matters discussed at them.

In regard to the indexes, he would also express a hope that the officials of the Secretariat entrusted with this work might be able to devote themselves to it closely, so that the indexes need not in future appear as late as had been the case during the present year. The index of the *Official Journal* of 1928 had reached the Government of the Netherlands on July 27th, 1929.

Also the *Monthly Summary* of the work of the League of Nations, whose value could not be too highly appreciated, would be still more useful if the issues, dated the 15th of the month, did not appear some six weeks after the end of the month to which they related. He was glad to note that the issue of the 15th August was a happy exception as compared with previous issues.

It would also be of advantage if information as to the signatures and ratifications effected were communicated more quickly to the Governments. It had struck him, for example, that several weeks had elapsed before the Government of the Netherlands had been informed concerning the ratifications of the Conventions on Hides and Bones deposited before the official date of July 1st. It would have been of advantage if the information concerning these ratifications, together with the texts of the reservations made, had been notified as soon as possible after July 1st. If the communication of the integral texts of the reservations would have involved too much administrative work, a notification might at least have been sent of the names of the countries which had ratified the Convention within the prescribed period.

He would venture generally to remind the Committee that it was essential not to lose sight of the fact that documents often bore a date previous to that on which they had been forwarded from Geneva, so that there was sometimes an interval of weeks or months between the date printed on the document and the date on which a country not very far distant from Geneva, like the Netherlands, received it. Among others, he would mention three reports containing the bases proposed for the discussions of the Conference on Codification (documents C.73.M.38, C.74.M.39, C.75.M.69, 1929). These reports bore the date of May 15th, 1929, but had been received by the Government of the Netherlands only on July 20th.

In addition to the few observations which he had just made on the delay in forwarding documents, there was another special point which deserved attention. There was a general rule that the reports of advisory bodies were only sent to the Members of the League of Nations after having been submitted to the Council. He fully appreciated the arguments in favour of such a system, but it must be recognised that, as a consequence of this procedure, the Governments which had not the privilege of membership of the Council often remained for a long while in absolute ignorance of the substance of these reports. That was a general disadvantage when the reports dealt with important problems with which the Governments desired to keep in touch, and it was particularly unfortunate that a Government should be unaware of what had happened in a Committee when its country was not represented on that Committee and when the Committee was dealing with a question in which it was particularly interested. In such cases the Government was unable to decide whether it should ask to be invited to sit on the Council when the Council came to deal with the report. As a striking example he might quote the report of the Committee of Three on the question of minorities which had been the basis of the discussions of the Council during its fifty-fifth session. That session had taken place at Madrid from June 10th to 15th, 1929, and the report had only been placed at the disposal of the Netherlands Government on August 10th. Further, as an example of a report dealing with a discussion in the course of which special points of interest concerning the territories of the Netherlands had been touched upon, he would also mention the report on the eighth session of the Committee on the Traffic in Women and Children, which had taken place from April 19th to 26th, 1929. That report had only reached the Netherlands Government on July 20th, as document A.14.1929.

The cases to which he had so far referred were those of reports which could not be sent to the Members of the League of Nations before they had been considered by the Council. There were, however, cases in which that rule had not been applied, and in which a fairly long delay had, nevertheless, been allowed to occur before the States not represented on the Council had received the report. There was, for example, the report of the Committee of Jurists concerning the revision of the Statute of the Court and the Accession of the United States (document C.142. M.52.1929). The Committee had sat from March 11th to 19th, 1929, and the report had not been received by the Netherlands Government until May 2nd, 1929.

There was still another point. The reports of Committees which had been submitted to the Council might not be sent separately to all the Members of the League of Nations. Sometimes those reports were only found as annexes to the Minutes of the Council. This practice involved a considerable delay, as the Minutes of a session of the Council sometimes appeared only during, or after, the next session of the Council. Sometimes, even, the Governments only received the reports of an Advisory Committee as an Assembly document. As an example of such a case, the report on the twelfth session of the Advisory Committee on Opium might be quoted. The session had taken place from January 17th to February 2nd, 1929, and the Government of the Netherlands had only received the report when it was published as a document for the present Assembly.

Finally, he would emphasise the necessity of publishing much more quickly than was done at present the Minutes of the sessions of the Council. He was referring not only to the forwarding of the Minutes in proof, which was done very slowly (the Minutes of the Madrid session from June 10th to 15th had been received by the Government of the Netherlands on June 28th, July 4th, and July 6th); he was referring also to the publication of the Minutes in book form. In this connection he would venture to point out that at present the Minutes of the Madrid session were not yet available in the Secretariat.

It was possible that, in objection to his request that this state of affairs should be remedied, his attention would be drawn to a resolution adopted by the First Assembly with regard to the relations between the technical organisations on the one hand, and the Council and the Assembly on the other. This resolution provided that, before any communication of the results or proposals of the technical organisations was made to Members, and before any action concerning a Member was taken, the Council of the League should be immediately informed in order that it might be able to exercise its power of control.

This resolution only referred, however, to the technical organisations and not to all the League Committees. Its practical application had, moreover, been very elastic. Finally, an Assembly resolution might always be amended by a further resolution of the same body.

In conclusion, he considered that it was desirable to request the Council to authorise the Secretary-General to communicate the reports of the Committees to all the Members of the League at the same time that those reports were communicated to the Members of the Council, except in the case of a committee being of opinion that such communication would be inexpedient. He would present a draft resolution on this subject.

M. HAMBRO (Norway) and M. ENSTRÖM (Sweden) said that they would support M. van Eysinga's proposal.

M. RAPPARD (Switzerland) said that he had two observations to make. In the first place, he would recommend that the book which was to be published in connection with the Tenth Anniversary of the League should appear rather earlier than January 10th, 1930, in order that it might be as valuable as was hoped.

Secondly, he associated himself with M. van Eysinga's observations. The Minutes of the Statistical Conference (December 1928), for instance, would not appear until after six weeks' time, that was to say, practically a year after the Conference. Such a delay provided the Governments with an excuse for postponing ratification of the Convention. This delay was certainly not to be ascribed to any fault of the staff, which had given proof of its great assiduity. It was therefore with some hesitation that he asked the Secretariat to put forth an extra effort. The Secretariat should, however, endeavour to ensure that at the close of the Conference delegates did not leave

Geneva, or at any rate Europe, without having corrected their Minutes in order that they might be issued in good time.

The SECRETARY-GENERAL, in reply to M. Rappard, said that it would not be possible to meet his recommendation with regard to the work on the League's Tenth Anniversary. The credit for this work had been provided for the following year, and could not be expended before January 1st.

M. RAPPARD (Switzerland) regretted that the credit for this work had not been provided for in the preceding budget. He hoped that the Secretary-General would be able to discover a solution.

The SECRETARY-GENERAL regretted that M. van Eysinga had not communicated his observations to him in writing before the meeting, in order that he might reply to each of the points that he had raised.

The question of publications depended upon the question of the available funds. If it were desired to obtain the Minutes sooner, they would have to be printed in Switzerland, where the cost of printing was 30 per cent greater than in France. It would, therefore, be necessary to provide for a supplementary expenditure of 75,000 francs. The budget of the competent staff would also have to be increased from 30,000 to 40,000 francs.

He would point out that it was always in connection with the question of printing that he encountered the strongest resistance on the part of the Supervisory Commission. He was asked to cut down expenditure, but this could only be done at the cost of speed. He was prepared to do everything in his power to secure a more rapid distribution of documents, but he warned the Committee that expenses would be increased thereby.

M. HAMBRO (Norway) thought that it was necessary to consider not only the Minutes, whose distribution was delayed, but also documents which, although printed, were not distributed. He referred to reports which were not distributed until they had been adopted by the Council.

M. VAN EYSINGA (Netherlands) explained that the reason why he had not transmitted his observations to the Secretary-General was that he had not received the note of his Government until a few days previously.

M. RAPPARD (Switzerland) did not think that the fact that the Minutes were printed in another country would occasion so great a delay as the one to which he had referred. There were certainly other reasons, and he would draw the attention of the Secretary-General to them.

*The remainder of the discussion on M. van Eysinga's resolution was adjourned to a later meeting.  
Item 11 was adopted.*

**32. Chapter II, Item 12: General Office Expenses (491,500 gold francs).**

*Item 12 was adopted.*

**33. Chapter II, Item 13: Special Staff Charges (101,500 gold francs).**

*Item 13 was adopted.*

**34. Chapter II, Item 14: Interest Charges: Bank Account (Nil).**

*Item 14 was adopted.*

**35. Chapter II, Item 15: Unforeseen and Miscellaneous Expenses of the Secretariat (40,000 gold francs).**

*Item 15 was adopted.*

**36. Chapter II, Item 16: Unpaid Liabilities Fund (10,000 gold francs).**

*Item 16 was adopted.*

**37. Chapter II, Item 17: Supervision of Revenue and Expenditure (38,167 gold francs).**

*Item 17 was adopted.*

**38. Question of the Place where Appropriations in Aid must be shown in the Budget.**

M. RAPPARD (Switzerland) repeated a suggestion which he had made in the preceding year with regard to appropriations in aid. He asked that these should not be entered under the same chapter as expenditure, but on the first page of the budget, under the heading "Appropriations".

He understood that there was a definite provision in the financial regulations on this point, and he would like to hear the views of the Chairman of the Supervisory Commission.

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, proposed that this question should be referred to the Supervisory Commission for examination.

*Agreed.*

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FIFTH MEETING.

*Held on Friday, September 13th, 1929, at 3 p.m.*

*Chairman:* Count Carl MOLTKE (Denmark).

39. **Question of Establishing a Wireless Station: Letter dated September 12th, 1929, from the Chairman of the Third Committee.**

The CHAIRMAN read the following letter, which he had received from the Chairman of the Third Committee:

" I have the honour to transmit to you herewith the resolutions adopted by the Third Committee at its meeting on September 11th, 1929, concerning the question of the establishment of a wireless station for the purpose of ensuring independent communications for the League of Nations in times of emergency. I am also sending to you the Minutes of the discussions which took place in the Third Committee on this subject.

" As will be seen from the text of one of these resolutions, the Third Committee has come to the conclusion that certain questions are, owing to their financial and administrative aspects, within the competence of the Fourth Committee: Moreover, when adopting these resolutions in principle, it felt that it would be very desirable, with a view to facilitating subsequent discussion in the Fourth Committee regarding their financial consequences, and with a view to preparing a final decision to be submitted to the Assembly, to set up a mixed sub-committee of members of the Third and Fourth Committees.

" If the Fourth Committee agrees to this suggestion, I am instructed by the Third Committee to take the necessary steps in conjunction with the Chairman of the Fourth Committee for the constitution of this mixed sub-committee as soon as possible.

*" (Signed) BENEŠ."*

The Chairman said that the question would be placed on the agenda of a later meeting.

40. **Question of Refugees: Letter dated September 12th, 1929, from the Chairman of the Sixth Committee.**

The CHAIRMAN read the following letter, which he had received from the Chairman of the Sixth Committee:

" At this morning's meeting the Sixth Committee of the Assembly considered the question of Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish refugees (documents A.23.1929.VII, A.23(a).1929.VII, and A.5(a).1929.X).

" The Committee decided, in the first place, to recommend to the Assembly that the appointment of the High Commissioner for Refugees should be extended for ten years, on the clear understanding that this was to be regarded as a maximum period and might be reduced should the High Commissioner find it possible to carry his work to a satisfactory conclusion in a shorter space of time.

" The Committee then turned its attention to the question of the future organisation of the refugee work. It had before it two different proposals—one from the Advisory Committee for Refugees, to the effect that the High Commissioner's central service should be incorporated in the Secretariat of the League, and the other from the Supervisory Commission, to the effect that the refugee service should be transformed into an independent and self-governing organisation.

" Dr. Nansen recommended the Committee to adopt the Advisory Committee's view, on the understanding that all the High Commissioner's financial transactions, including the acceptance and administration of funds from outside sources, should be conducted strictly in accordance with the Financial Regulations and the Assembly's decisions.

" In principle, the Sixth Committee was in favour of Dr. Nansen's proposal. It realised, however, that the question of the future organisation of the High Commissariat services had highly important financial aspects, which must be made absolutely clear.

"In view of this position, the Committee directed me to ask the Fourth Committee to enquire into this question and state its opinion as soon as possible.

"I may add that Dr. Nansen and Mrs. Hamilton, Rapporteur to the Sixth Committee on the refugee question, have been requested to furnish the Fourth Committee with any assistance it may desire.

"(Signed) P. E. JANSON."

The Chairman said that the question would be placed on the agenda of a later meeting.

41. **Report on the Organisation of the Secretariat, and in particular on Amendments to the Staff Regulations: Resolutions submitted by the Delegations of Italy and of the British Empire.**

The CHAIRMAN said that there were two draft resolutions before the Committee. The first of these had been submitted by the British delegation and read as follows:

"The Assembly,

"Recalling the resolution adopted by it on September 26th, 1928, directing that an enquiry should be made as to what steps—in particular amendments to the Staff Regulations—could be taken to ensure, in the future as in the past, the best possible administrative results:

"Decides that this enquiry shall be entrusted to a special Commission of five members of whom two shall be members of the Supervisory Commission;

"Adopts the following principles and decides that they shall form the basis of the recommendations of the Special Commission:

"(1) The members of the staff of the League should as far as possible have permanent employment and contracts of long duration;

"(2) Throughout the whole of the Secretariat and of the International Labour Office, every post should be open to be filled by promotion from among the whole body of officials;

"(3) The system of selection and recruitment, while taking full account of an equitable distribution of posts among the different nationalities, should be particularly stringent, in order to ensure that the officials who become members of this permanent international civil service should have the character, the ability and the training which are required;

"(4) All questions relating to the personnel should be the special concern of an administrative official, who would assist the Secretary-General or the Director of the International Labour Office in dealing with such matters;

"(5) A system of adequate pensions should be introduced.

"Invites the Council to select and to appoint the members of this Commission at the earliest possible date in order that its report may be made in time for consideration by the Assembly at its eleventh session."

The second draft resolution has been submitted by the Italian delegation and it read as follows:

"The Assembly,

"Referring to the resolution adopted on September 26th, 1928, asking that an enquiry should be made into the most suitable steps to ensure, in the future as in the past, the best possible administrative results,

"Decides that a Committee of five members, including two members of the Supervisory Commission, shall be appointed to conduct this enquiry. The Committee will consider the results of the application of the principles adopted by the Second Assembly on the basis of the Noblemaire Committee's report. It will consider all matters connected with the organisation and duties of the Secretariat and the selection and terms of engagement of the staff, and any other material that may help the Assembly to gain a full knowledge of the question before taking a decision. The Committee will be entirely free to obtain such information as it may think useful and to propose such steps as it may consider most appropriate.

"The Assembly requests the Council to select and appoint the members of this Committee, which should be instructed to have its report ready in time for consideration by the next Assembly."

Mr. DALTON (British Empire) said that the sole aim of the British draft resolution was to expedite certain urgent enquiries, which had already been unduly delayed, relating to the Secretariat and the International Labour Office. He referred to certain articles in the Press, in which Great Britain had been accused of seeking to secure a supremacy over the League and its organisations. He was quite sure that those articles had not been approved by the Governments

of the countries in which they had been published, but he wished, nevertheless, to state that the British Government was very far from entertaining designs of this kind.

The organisation of the Secretariat was at present based on two documents, the Balfour Report, which had been adopted by the Council in 1920, and the Staff Regulations, which had been drawn up by the Noblemaire Committee. The first of these documents laid down the principle that the Secretary-General should, in the first place, secure the collaboration of the most capable men and women who could be obtained, while taking care, nevertheless, to recruit his staff from as many countries as possible, it being clearly understood that no nation or group of nations should have the exclusive privilege of providing officials for the League. It was also stated in the Balfour Report that, during the time of their contracts with the League, officials should no longer be servants of their own country, but of the League alone. He had no objection to these principles. The British delegation merely desired to ascertain, particularly with regard to certain points to which he would refer later, whether the spirit of the Balfour Report had always been observed in respect of the recruitment of League officials.

Referring to the Staff Regulations that had been drawn up by the Noblemaire Committee, he recalled that that Committee had considered that the contracts of League officials, in contrast with those of officials of the International Labour Office, should only be granted for fairly short periods, and that, for various reasons, among them being the consideration of just representation of the various nationalities, a system of rotation should be adopted in the case of certain posts. The first of these ideas had not been justified by experience. He had proposed in his resolution that the principle of long-term contracts should be adopted in preference to that of short-term ones. He would revert later to the system of rotation.

In the preceding year there had been a very thorough discussion in the Committee with regard to these two principles, and several speakers had expressed dissatisfaction with their practical application. It had been stated that the principle laid down in the Balfour Report had been infringed in certain respects, and that certain States, or groups of States, were not represented in the Secretariat at all, whereas others were unduly represented. It had also been stated that there was a growing tendency to reserve the highest posts for diplomats, and only to appoint to these posts candidates who were nationals of the greater Powers. Criticism had been levelled against the working of the system of short-term contracts, on the expiration of which officials found it difficult to secure employment in their own country, and it had been argued that this system was detrimental to the efficiency and achievement of the Secretariat, in that it eliminated possibilities of promotion for the great majority of the officials.

The Assembly during its ninth session had passed two resolutions on the question. One of these, which had been proposed by the delegate of the Netherlands, had reasserted the principle of the Balfour Report, which was an essential factor from the point of view of the confidence that the Members of the League could repose in the Secretariat. The other resolution, which had been proposed by the Italian delegation, recommended that an enquiry should be undertaken with a view to a revision of the Staff Regulations.

He would pay a tribute to the efforts that the Italian delegation had made in past years to secure an enquiry into this important question. He had noted that a number of the most capable officials of the International Labour Office and of the Secretariat had resigned from these organisations in the course of recent years. This was due to a lack of stimulus, and if this situation were allowed to continue, there would be a steady deterioration in the standard of these administrations. The British delegation considered that the majority of the posts in the Secretariat and the International Labour Office, and a large proportion of the higher posts, should be entrusted to officials on long-term contracts, and should be open, as a result of promotion, to the officials of both organisations. In any walk of life it was discouraging to think that the best rewards were given to those who had come to labour at the eleventh hour.

The British delegation had proposed that the Committee of Enquiry should consist of five members, for it considered that a small Committee would do better work than a large one. It had also proposed that two of the members of this Committee should also be members of the Supervisory Commission, for it wished to ensure that the conclusions of the Committee of Enquiry, which might have certain financial aspects, would not be rejected for this reason by the Supervisory Commission. It did not consider, however, that this figure of five should be sacrosanct.

The Italian draft resolution differed from the British resolution in that it did not enumerate any guiding principles for the work of the Committee of Enquiry.

He would be glad if M. Cavazzoni would state whether he saw any objection to the adoption of any of the five points mentioned in the British draft resolution.

The first of these points was as follows:

“The members of the staff of the League should as far as possible have permanent employment and contracts of long duration.”

He thought that a kind of international civil service should be constituted at Geneva, the majority of the officials of which should have long-term contracts, and should devote to the League the work of the best years of their life.

On the other hand, an essential condition for the contentment of the staff, as also for its achievement, was that the members of the Secretariat and of the International Labour Office should be sure that they would not possibly be dismissed for reasons which it would sometimes be difficult to state in public. Under the present system, there were twenty-one year contracts



which might be terminated at the expiration of each period of seven years. An arrangement of this kind could not but have a depressing psychological effect on officials.

The second point was as follows:

“ Throughout the whole of the Secretariat and of the International Labour Office, every post should be open to be filled by promotion from among the whole body of officials.”

There could be no doubt, and this fact would be appreciated in years to come, that, as a general rule, an official who had spent a large part of his life in the service of the League would do better work than a new man who had been engaged in other duties. While recognising that it was desirable to admit to the service of the League officials who had acquired some technical or diplomatic experience in their respective countries, the British delegation considered that all posts should be open to promotion.

With regard to the third point:

“ The system of selection and recruitment, while taking full account of an equitable distribution of posts among different nationalities, should be particularly stringent in order to ensure that the officials who become members of this permanent international civil service should have the character, the ability, and the training which are required,”

—this was based upon the hope that it would be possible to attract to the League's service the most capable young men and women of all the Member States. The principle of equitable distribution between nationalities of the posts in the Secretariat and the International Labour Office, although recognised, had not always been applied. This fact was probably a result of the circumstances under which it had been necessary to recruit the original staff of these organisations. He would repeat nevertheless—and he spoke as a representative of one of the greater Powers—that he considered that the group of smaller Powers had some cause to be dissatisfied with the fact that all the higher posts were still filled by nationals of the greater Powers. This was a problem to which the Committee should give very serious consideration, with a view to proposing certain changes.

With regard to point 4:

“ All questions relating to the personnel should be the special concern of an administrative official, who would assist the Secretary-General or the Director of the International Labour Office in dealing with such matters,”

—it had been pointed out to him that it would be a mistake not to provide for two such officials—one for each of the two organisations. He was quite prepared to agree to an amendment of his resolution to this effect. He was convinced that it was necessary to have a chief of staff, for there were, it was said, certain officials who had too much work, while others had not enough. A fresh distribution of work should, therefore, be contemplated.

The present Provident Fund seemed to the British delegation, as also to other delegations, to be quite inadequate, and it was on this account that he had added a fifth point to his resolution:

“ A system of adequate pensions should be introduced.”

He hoped that officials on long-term contracts would always be entitled to a retiring pension before they had reached too advanced an age, in order that the Secretariat and the International Labour Office might always be composed of men and women who were in their youth or in the prime of life.

In conclusion, he would say that his observations had not been prompted by any spirit of criticism with regard to the League's services, but that on the contrary, he considered it most remarkable that, having regard to the short duration of contracts, the lack of possibilities of promotion, and the inadequacy of pensions, it had been possible to create such institutions as the Secretariat and the International Labour Office, which were inspired by so disinterested an international spirit.

M. CAVAZZONI (Italy) warmly thanked the British delegate for the compliments that he had paid to the Italian delegation. As it had already been observed, the British draft resolution differed from the Italian in that it set forth a list of principles. He had thought that a specification of such principles would tend to hamper the Committee of Enquiry, since it might prevent that Committee from undertaking an open-minded study of the question, with the assistance of all the advice that could be obtained and all the necessary documents on the basis of which conclusions might be reached. Although no particular considerations had been stated, the Italian delegation's point of view was quite clear, and he would define it as briefly as possible, and with the same frankness that the British delegate had shown.

The point of view of the Italian Government with regard to the administrative reform of the Secretariat had already been stated very comprehensively by M. Scialoja in his speech to the Assembly. He would like to add a few remarks to this statement, in order that the Fourth Committee might fully understand the Italian delegation's view of the problem and the considerations that had determined its attitude in respect of it.

No one could underrate the importance of the question that had been submitted to the Fourth Committee. It was perhaps the most difficult problem that it had been asked to deal with for several years, a fact that was due to the ever growing importance of the Secretariat among the organisations of the League.

The opinion had sometimes been expressed that the Secretariat was, in practice, exercising a preponderating influence on the development of the League's activities. The importance of this organisation was not only due to the fact that every bureaucracy enjoyed a considerable measure of influence, but also to the powers, which were of a very delicate nature, that had been conferred upon the Secretary-General under the Covenant. It was to the honour of Sir Eric Drummond

that he had always exercised these powers with complete loyalty and that he had never overstepped them.

It was always very difficult to supervise the activities of an international administration such as the League, but this fact, he was glad to say, had not prevented the Supervisory Commission from fulfilling its duties with a zeal and assiduity for which all the members of the Fourth Committee were grateful. He would, in this connection, pay a tribute to the energy and achievement of its chairman, M. Osuský, and of all the members of the Commission, M. Nederbragt, Lord Meston of Agra, M. Parra-Pérez and M. Réveillaud.

One result of the fact that the Secretariat was so important a part of the administration was that any change in its organisation might disturb the balance of the system as a whole, and might have consequences—sometimes even political ones—that would be difficult to foresee at the present time. It would be necessary to proceed with great care in modifying this organisation.

It had been stated in the resolution adopted by the Assembly at its last session that "it would be advisable for the League to avail itself of the experience acquired since 1921".

The same resolution also referred to the expediency of enquiring into the present situation. He concluded, therefore, that the enquiry into the administrative reform of the Secretariat should fall into two quite separate parts. The first part of the enquiry would relate to the present situation, and an endeavour would be made exactly to ascertain the drawbacks of the existing system. The second part of the enquiry would relate to the possible remedies for this situation.

He would lay stress upon the importance of this distinction, and above all upon the necessity of obtaining a detailed statement of the existing disadvantages, on the basis of which it might be ascertained whether these disadvantages were to be attributed to the inadequacy of the principles adopted by the 1921 Assembly, or to the imperfect application of those principles.

It would be a great mistake to alter a provision which was satisfactory in itself, solely because its application had been faulty.

It would seem, at first sight, that the Assembly had considered that the present organisation as a whole served the purpose for which it had been constituted. It had stated that the staff regulations had, generally speaking, proved satisfactory. Further, the praise that had so often been bestowed on the achievement of the Secretariat, the considerable amount of work that it had hitherto accomplished, and the practical results that had been obtained, had confirmed this judgment.

It might be inferred from this that the chief aim should be to maintain the fundamental principles which the Assembly had adopted in 1921, acting upon the report submitted to it by the Committee under the chairmanship of M. Noblemaire. It would perhaps be well to recommend that M. Noblemaire's report should be the basis of the proposed enquiry.

He had read this report with great attention as also the Minutes of the discussion which had taken place with regard to the matter, and he had once more appreciated the clear-sightedness of the members of the Committee and the great prudence which had guided them in their suggestions. What had impressed him most in reading the document was the clearness with which the Committee had perceived the fundamental requirements for the creation of a sound and practical organisation. After eight years, these requirements were still the same. What were the considerations that all the members of the Fourth Committee had in mind in contemplating the problem of the Secretariat's organisation? In the first place, they wished that this administration should be an impartial one, and, in the second place, that it should be composed of expert officials who were capable of performing substantial work.

How had these requirements been taken into account in the Noblemaire report? The Committee's first idea, an idea that was being advocated again at the present time, had been to organise the Secretariat on the same basis as a national civil service, namely, by means of recruitment of young officials by competition for the lower grades of the administration, these officials being afforded a permanent career. This very natural idea had not been adopted, for it had seemed that it would not meet the two fundamental requirements which he had mentioned, and in particular, would not give adequate guarantees of impartiality. It would, however, be necessary to agree upon the definition of this word "impartiality". It would not be the impartiality of a judge, who took his decision without favouring either of the parties to a difference, but the enlightened and intelligent attitude of an executive agent, who in the exercise of his duties took into account every legitimate interest and every consideration that had been expressed. In order to ensure the impartiality of such an organisation as the Secretariat of the League, it should be left open to the influence of the trend of opinion in the different countries, without any Power enjoying a monopoly or an ascendancy. Unless this were done, there would be a danger that its staff would be transformed into a caste, an exclusive body. There had been several instances of such institutions in history, and they had always constituted a very serious danger for the sovereignty of States and the development of nations. Such an organisation, however, would not perform all the work that was possible unless it were placed under the orders of a small number of higher officials. There would, it was true, be a temptation for this staff of higher officials to take advantage of its powers in order to achieve aims other than those of the League. Even if this were not the case, how would it be possible to guard against the suspicions that this highly centralised organisation, inspired by a strong sentiment of solidarity, would not allow itself to be influenced by considerations relating to its own ends.

A solution of this kind would, therefore, be in complete contradiction with the very character of the League. The League was not a super-State, with a programme of its own and an independent body of officials to carry out this programme. It was a centre of collaboration for every State, a point to which all trends of opinion and all interests converged. The League's programme, which was the reason for its existence, was the result of the points of view of all the member States. These were the principles that should be borne in mind in contemplating the reorganisation of the League's Secretariat.

On the other hand, the formation of an international civil service on the model of the national civil services would not give satisfactory results from the point of view of the work achieved. The various activities of the Secretariat required officials who had already been trained, and who possessed definite technical experience and a knowledge of national civil services. If, in preference to recruiting officials from specialists and the national civil services, young people fresh from a University were engaged, the administration would have to undertake the arduous task of a long and difficult training. Experience had shown that such a system would be unsatisfactory. Each section of the Secretariat had need of specialists. The economic and financial organisation needed economists and financial experts; the legal section, lawyers, and so forth. It would be childish to think that the whole staff could, as a result of its work in the Secretariat, acquire the competence and experience of specialists chosen for their qualifications.

While the Secretariat had found the means of extending its field of action, of becoming a centre of co-ordination and unification, and of securing a wide circle of readers for its numerous publications, although with a limited number of officials at its disposal, this success was due to the manner in which those officials had been recruited. It must be recognised that the choice of his assistants by the Secretary-General had almost always been happy and M. Cavazzoni could not understand the reasons for abandoning the present system. The recruiting of young men by competition for the lower grades in the administration, coupled with a guarantee of a regular and stable career, was justified in the case of national administrations, for the reason that the latter had not so large a choice as was offered to the Secretary-General. The State was obliged to train its officials itself for the simple reason that it could not find them elsewhere than in its own territory, but that system was an onerous and hazardous one. It supplied no adequate guarantee of the working capacity of officials recruited by competition. It was a reason why quantity tended to replace quality in the national civil services and why Governments showed a tendency in many cases to appoint to important posts people who did not belong to the civil services. These various considerations had been examined by the Noblemaire Committee, as was shown in its report. In addition to a certain number of more or less permanent officials, particularly in the lower grades of the Secretariat, the administration should include either specialists or officials coming from the national civil services. The importance of this latter category must not be underestimated. They enabled the Secretariat to keep in touch with the national administrations, to solicit their co-operation, to influence their decisions, to facilitate the ratification of conventions, and above all to act on public opinions in the different countries. If this form of contact were prevented or made more difficult, action by the League would be restricted or would become increasingly barren. It was an essential condition on which the future, the prestige, and the influence of the League depended.

He would insist on the fundamental necessity of securing for the Secretariat the co-operation of experts and officials from the national administrations. Such co-operation was justified by the quite special character of the Secretariat, which was an executive organ, notwithstanding any temptations it might have to exceed the limits of its powers. The Noblemaire Committee had laid quite particular stress on this point. It had recommended in its report:

“ . . . that, in the interests of the League, as well as in its own interests, the Secretariat should not extend the sphere of its activities; that in the preparation of the work and the decisions of the various organisations of the League, it should regard it as its first duty to collate the relevant documents and to prepare the ground for these decisions without suggesting what these decisions should be; finally, that once these decisions had been taken by the bodies solely responsible for them, it should confine itself to executing them in the letter and in the spirit.”

Though an executive organ, the Secretariat nevertheless had a certain latitude of power which distinguished it from the national civil services. The latter, when carrying out the decisions of the national legislative organs, acted under the direct and continuous supervision of their respective Governments. There was nothing of that sort in the League. The supervision exercised by the Council and the Assembly over the work of the Secretariat was a purely general one. The Council met only every four months, while the sovereign body, the Assembly, met only once a year and for, comparatively speaking, a very short period. This difficulty of supervision and wide margin of power gave rise to certain apprehensions, which justified the establishment of suitable guarantees. Guarantees were all the more indispensable if the delicacy of the questions dealt with by the Secretariat was considered. Whether in questions of minorities, or of economics or politics, every Government was aware that its most delicate interests were often at stake. The Noblemaire Committee had been of opinion that the only guarantees calculated to give satisfaction to the States Members were to be obtained by recruiting officials in all countries, but more especially, and he laid particular stress on this point, by the appointment, in accordance with the system of rotation, to the higher posts in the Secretariat of people belonging to all States Members. This principle had been one of the pivots in the present system. By the appointment to the higher posts of representatives of the greatest possible number of countries, it was possible to prevent any kind of monopoly being established and to ensure a fair distribution of power. The principle conformed moreover to the very legitimate desire of all States to co-operate directly in the administration of common interests. Hence it deserved to be maintained. The reasons justifying it could not be expressed with greater force than by recalling the actual considerations given in the Noblemaire Report:

“ To the higher official it does not, in the opinion of the Committee, seem possible to give long term engagements. The international character of the League of Nations and the legitimate desires of the Member States render it essential that systematic changes should take place in the higher posts of the Secretariat in order to enable them to be filled by persons

of any country whatsoever, who are of recognised importance and widespread influence among their own people, and whose views and sentiments are representative of their national opinion. The principle of frequent changes is essential to make the League a living force among the nations.

“ On the other hand, there could be no question of depriving the Secretariat of its leaders, just when the experience which they have gained by the study and solution of the various problems with which they may have had to deal would be of most value. It is therefore clearly advisable that members of the higher staff should serve for a sufficiently long period to enable their work to bear fruit, and that they should not be replaced simultaneously.

“ When this temporary difficulty has been duly met, a maximum period of seven years for members of the higher staff (Secretary-General, Deputy Secretary-General, Under Secretaries-General and Directors) appears to be the correct solution.

“ In view of the considerable emolument assigned for these higher officers, the Committee does not, in their case, recommend pension or gratuity on retirement.”

Such, in its main lines, had been the system which had been proposed by the Noblemaire Committee considered by the 1921 Assembly, and confirmed on the proposal of the Secretary-General himself, at the special session of the Assembly in 1926.

The system was based, as he had just said, on two principles: first, the combination of a certain number of permanent officials, more particularly in the lower grades, with specialists and officials from the national civil services; and, secondly, appointment by rotation to the higher posts in the Secretariat to which nationals of all States Members should be admitted.

He was opposed to the appointment of a chief of staff. The present system, if modified, on certain points, was calculated to prove satisfactory without requiring any such appointment.

He was quite prepared, however, to study the possibility of a more vigorous application of the present regulations. Any proposal for improving the lot of the Secretariat staff would also receive his sympathetic consideration. These officials had always had the warm support of the Italian delegation, for no delegation appreciated more than it their high qualities and their excellent work.

It was held that League officials enjoyed privileged treatment in respect of salaries in comparison with the salaries that corresponding officials in the national civil services received. He thought that this difference was justified by the exceptional qualifications that were required of the staff of the League, but that it would, perhaps, no longer be justified if the Secretariat were to be transformed into a kind of international civil service. Nevertheless, he was in favour of the introduction of a system of pensions. To be complete the examination of such a system would, of course, have to be accompanied by an approximate calculation of the financial charges that would be entailed.

The impression which he had received from the memoranda and proposals that the staff had presented was that there was a certain uneasiness in the Secretariat. This uneasiness was chiefly due to the fact that the officials of a certain section of the staff—the locally-recruited staff—while engaged in the same work and having the same responsibility as the international staff, received salaries which were perhaps too widely different. It would perhaps be well to reduce this difference as much as possible. He was aware, of course, that this was a difficult problem.

Dr. KAAS (Germany) wished in the first place to associate himself with the observations that had been made in the preceding year by the members of the Fourth Committee in the course of the important discussion that had then taken place on the question of the reform of the staff. He agreed with Mr. Henderson that a League official should combine loyalty to his own country with loyalty to the League. Experience had proved that such a combination was not impossible.

He considered that, when the conditions of employment of the League staff were being revised, account should be taken, first and foremost, of two important points, namely: (1) the necessity of satisfactorily fixing the figures of salaries, and (2) the necessity of ensuring that League officials should have possibilities of promotion corresponding to their ability. Further, the higher posts should be assigned as far as possible to candidates who were already members of the League's staff. Care should be taken, however, not to form a closed society of officials and, as M. Réveillaud had said in 1923, not to create a bureaucracy. The staff should, as the French delegate had pointed out, be constantly renewed, in order that the majority of its members should always be young and active. If he thought that it was desirable to have a periodical renewal of a part of the officials, it was because it seemed to him that the tasks which were entrusted to certain of these officials would be less well performed by a staff which had been trained in the Secretariat than by officials who had acquired their experience outside the Secretariat. It was therefore necessary to have officials who had belonged to the national civil services, without, however, allowing national influences to prejudice the operation of the organs of the Secretariat. If the League had need of officials from the national civil services the latter in turn had a greater interest in having officials from the League.

The position, however, was quite different in the case of the majority of the staff, more particularly the technical staff, and he would draw the Fourth Committee's attention to a point to which he attached quite particular importance. The simultaneous presence in the Secretariat of permanent officials and temporary officials might, in the long run, result in the creation of two different ways of thinking. This must be avoided at all costs. Having consulted the memorandum prepared by the staff he was aware that on this point he was in agreement with the staff. As to

the other desires put forward in the memorandum, he thought that they should be examined by the Committee which it was proposed to set up.

The German delegation accordingly was quite prepared to support any proposals that might be made to improve the present conditions for the employment of officials in regard to salaries, leave and the status of the locally-recruited staff.

He also approved the suggestion that this question should be examined by a committee of enquiry on which an adequate number of States should be represented. In his opinion a small committee of five would be the best calculated to do good work. It should be entitled to obtain all information necessary for the achievement of its task both inside and outside the Secretariat.

M. HAMBRO (Norway) noted with pleasure Mr. Dalton's statements as to the place to be kept in the Secretariat, as in the staff of the International Labour Office, for nationals of Powers other than the Great Powers. Before examining the principles expressed in the British resolution and the Italian delegate's observations, he would draw the Fourth Committee's attention to another aspect of the great question under discussion. The Assembly had, in 1928, unanimously adopted a resolution which had not been carried into effect and the members of the Fourth Committee were to-day invited to adopt other resolutions which were not in accordance with that of 1928. Effect had not been given to the resolution concerning the revision of the staff regulations because, it was alleged, there had not been time. As the Netherlands delegate, however, had pointed out at the first meeting of the Committee, there was another resolution which had not been carried out, namely, that dealing with the list of appointments, promotions and resignations of members of Sections and higher-grade officials since the ninth session of the Assembly. This list, which was to indicate in the case of each appointment, promotion or resignation, the salary of the official concerned, was to have been submitted to the Members of the League in good time before the tenth session of the Assembly. This had not been done. Each year resolutions unanimously adopted by the Assembly were sent by the Council to the dead-letter office. He did not know whether there was any institution in the League whose duty it was to see that the decisions of the Assembly were carried out, but year after year it was noted that no effect had been given to certain of these resolutions. This was a very important question which should be borne in mind. Article 1 of the Financial Regulations stated that the Supervisory Commission should study any questions referred to it by the Assembly or by the Council. If the Members of the League not represented on the Council met every year with the feeling that the resolutions they adopted would not be given effect, unless they were of particular interest to the members of the Council, they would consider it necessary either to amend Article 1 of the Regulations or to provide elsewhere that the powers of the Supervisory Commission should be so extended as to enable that Commission to supervise the carrying out of resolutions that the Assembly had voted, whether relating to finance or to other subjects. The Fourth Committee was confronted by difficulties which were due to the fact that last year's resolutions had not been carried out. At the first meeting of the Committee, M. van Eysinga had asked why the list to which he had referred had not been communicated in good time to all the Members of the League. It had been promised that this list would be distributed in the course of the afternoon or the evening of the same day. To his mind, the words "in good time" meant (*en temps utile*) "in time which is useful to Members of the League" and not in time which was useful for anyone else. If it was to the interest of anyone that such lists should not be distributed in due time, this was a point that had certainly not been provided for in the resolution. It was deplorable that there was no constitutional organ in the League, the duty of which would be to call the attention of those concerned to these questions and to bring them before the Assembly, the supreme organ of the League. He was glad that Mr. Henderson had emphasised the importance of the Assembly as the supreme organ of the League, and he mentioned this fact because there was a point in the English and Italian proposals with which he did not agree. In both of these proposals, the Council was requested to appoint a committee of five members to enquire into the question. The Council was not, however, entitled to proceed to such an appointment. It was upon the Assembly that this duty devolved. When the Fourth Committee had decided in the preceding year, in accordance with sound constitutional principles, that the Supervisory Commission should be elected by the Assembly, and not by the Council, it had not done so with the intention of inviting the Council in the following year to usurp the powers that it had withdrawn from it. The Fourth Committee should revert to the principles that it had laid down in the preceding year.

With regard to the point of procedure, he thought that the speeches by M. Cavazzoni and by Dr. Kaas afforded sufficient proof that the question was a very complicated one. At present the Committee had two draft resolutions before it which did not exactly correspond. In order to facilitate the remainder of the discussion, he proposed that a sub-committee should be appointed, the duty of which would be to bring the two drafts into line with each other.

He was glad that M. Cavazzoni and Dr. Kaas had drawn the attention of the Committee to certain problems which perhaps had not been taken sufficiently into account when the British proposal had been drafted. Generally speaking, he was in favour of the British draft resolution, but he was glad that Mr. Dalton had said that he would agree to certain amendments to his text. The Italian delegate had referred to the danger of creating a bureaucracy. He shared this apprehension, and warned his colleagues against the danger of creating a kind of circumlocution office for the benefit of the Barnacle family, made immortal by Dickens. This point should not be forgotten when the Staff Regulations were being revised. In this connection, he was glad that the case of the locally-recruited staff had been raised. This staff had not been granted

adequate possibilities of promotion and it had been placed under rather unfavourable conditions. These were points which should be considered before a final decision was taken.

It had been pointed out that a report had been drawn up by the Committee of Nine. Certain members of the Fourth Committee had read this report but the report of the Committee of Five, which was a far more important one from the point of view of the Secretariat and the Fourth Committee, had not been distributed to any of the members of the Committee. It had been submitted to the Supervisory Commission, but at so late a date that that Commission had not had time to consider the problems that it dealt with, and to lay them before the Fourth Committee. There was probably a large number of other documents which should be studied before any committee elected in the present year could take up, with any hope of success, the work of revision that was contemplated.

In the preceding year, the Assembly had decided that the Supervisory Commission should prepare a report for the Fourth Committee. He did not wish to propose that the resolution unanimously adopted in the preceding year should be revoked, but he thought that the correct procedure would be for the Supervisory Commission to submit a report to the Committee which was to be appointed in accordance with the provisions of the British or of the Italian draft resolution. If this had been the intention of those who had submitted these draft resolutions, he fully agreed with them. Those who were acquainted with the work of the Supervisory Commission knew that the consideration of this question should not, at any cost, be denied to it. It was desirable that two members of the Supervisory Commission should sit on the Committee of Enquiry, but, in addition, all documents relating to the question of the revision of the Staff Regulations should be laid before this Committee, particularly the reports of the Committee of Nine, of the Committee of Five and of the Supervisory Commission. He thought that there were serious objections to the British proposal to appoint a kind of chief of staff, and he hoped, in any case, that no vote would be taken on this proposal until the Committee had heard the views of the Secretary-General, the Director of the International Labour Office and the Supervisory Commission.

M. VAN EYSINGA (Netherlands) said that the Netherlands delegation had welcomed with great satisfaction, and even with delight, the statements of the British delegation, in the person of Mr. Henderson, in the plenary Assembly, and of Mr. Dalton in the Fourth Committee, that the delegation intended to pursue its efforts of the preceding year in order to remedy the present state of affairs in the great organisation of the League, a state of affairs that many people found unsatisfactory. He was glad that the Italian delegation had also submitted a draft resolution.

After M. Hambro's speech, he had not many observations to make. He wished, however, to point out that he did not think that it had been indicated in the Assembly resolution of September 26th, 1928, that an enquiry should be undertaken; the draft resolutions submitted by the British and Italian delegations therefore seemed to require some slight amendment.

On the other hand, he had too high an opinion of the abilities of the competent officials of the Secretariat to believe for a moment that they had not had enough time to prepare in time a memorandum which might have been used as a basis for the report that the Supervisory Commission was to have submitted to the Tenth Assembly. He greatly deplored the absence of such a report. Perhaps M. Hambro had exaggerated when he had referred to Assembly resolutions being consigned to the dead-letter office. It was a fact, however, that the present Assembly had received nothing as a result of the resolution of 1928, relating to the revision of the Staff Regulations. Had this resolution been acted upon, the Italian and British proposals would probably have been superfluous. A year's time had, therefore, been lost.

Turning to the two draft resolutions, he believed that, in view of the fact that last year's work had produced no results, which was perhaps partly due to a divergency of opinion on certain questions of substance, it would be well to indicate, as the British draft resolution had done, certain guiding principles on which the Committee of Enquiry might act.

M. Cavazzoni, like M. Scialoja at a plenary meeting of the Assembly, had referred to the question of the locally-recruited staff, and he would draw the Committee's attention to another question, namely, whether possibilities of promotion were the same for the staff of the International Labour Office as for the Secretariat staff. It was desirable that in future the same system should be applied to both staffs. In the International Labour Office, moreover, there was a class of officials, who were not members of Section B, but who nevertheless did the same work. The Committee of Enquiry should devote attention to these points also.

Finally, although it was clear that the principles of the Balfour Report constituted the basis of the resolutions submitted by the British and Italian delegates, it was desirable that these principles should be recalled explicitly by the Committee of Enquiry in whatever way it thought best. Perhaps a good solution would be to insert a text in the contracts of officials to be accepted by them. Whatever course was taken, however, the Committee of Enquiry should state its views on this point.

As to the question whether it would, on the whole, be preferable to adopt the list of points in the British resolution, or whether, on the contrary, the more comprehensive formula proposed by M. Cavazzoni should be adopted, he thought that it would certainly be possible to draw up a text which would be both comprehensive and definite.

In conclusion, he wished to state that he had not presented his observations in any spirit of criticism with regard to the Secretariat, for, while recognising that the organisation of the Secretariat as a whole might and should be improved, he felt a sincere admiration for the staff of this institution, and this admiration had certainly not been diminished by his collaboration during the last two weeks with the members of the Legal Section.

M. BOTELLA (Spain) thought that all the members of the Fourth Committee were agreed that a Committee of Enquiry should be appointed. He doubted, however, that the name

“Committee of Enquiry” would be altogether suitable for the body that it was proposed to create, the duty of which would be not only to proceed to an enquiry, but also to submit definite proposals to the Fourth Committee and to the Assembly.

Personally he would prefer that the Committee should abandon the idea of laying down a list of guiding principles for the Committee of Enquiry, for such a list could never be complete. The Committee of Enquiry would, moreover, find an indication of the line of policy that it should follow in the Minutes of the Fourth Committee. There was another important detail that remained to be settled, namely, the composition of the proposed Committee. M. Botella recalled that when the number of members of the Supervisory Commission had been fixed, he had declared himself in favour of a small Commission. The essential consideration was to appoint as members of this Commission very able men, with special experience which would assist them in fulfilling the tasks that were expected of them. In the case of the Committee of Enquiry, it seemed that a larger number of States should be allowed to participate in the work, in the persons of certain of their nationals, for the result of the discussions of this Committee would be a presentation of proposals which would have a certain bearing on the constitution of the League itself.

If two of the five members of which this Committee would be composed were also members of the Supervisory Commission, to what extent would the different nationalities be represented? The figure of nine members would, it seemed, be more suitable.

With regard to the appointment of the members of the Committee, he agreed with the Italian and British delegates that this appointment should be entrusted to the Council.

M. HOFFINGER (Austria) said that he had listened with great interest to the speeches that had just been delivered on the question of the reform of the organisation of the League's services. He wished, however, to state that he specially approved the statement of the British delegate.

For the moment, he would not go into the details of the question. He would merely point out, in a few words, that the Austrian delegation quite agreed with M. Hambro with regard to the point that the Committee of Enquiry should be appointed by the Assembly. The figure of five members would, moreover, be quite as suitable as that of nine. It seemed to him that the latter figure was rather excessive, since, even if it were adopted, it would not be possible to ensure real representation of the different nationalities in such a body. Was it really necessary that the Supervisory Commission should be represented on this Committee by two members? Since M. Réveillaud had stated on the preceding day that the Supervisory Commission was wholeheartedly at one, it would perhaps be enough if it were represented by only one of its members. He warmly supported Dr. Kaas's suggestion that the Committee of Enquiry should be entitled to receive all the existing documents on the various questions with which it would have to deal and he wished to propose that the right should also be conferred upon it of requesting the different Governments, should it think it necessary, to present suggestions and observations, following the practice adopted by the Committee of Three in respect of minorities. He also supported M. Hambro's proposal that a drafting sub-committee should be constituted. M. Cavazzoni, Mr. Dalton and Dr. Kaas might serve on this committee.

He would point out to Mr. Dalton that it might be inferred from the present drafting of point 3 of the British resolution that an equitable distribution of posts between the various nationalities was a point of minor importance as compared with the others. The possibility of such an error might be obviated by a slight modification of this text, which might read as follows:

“The system of selection and recruitment should take full account of an equitable distribution of posts among the different nationalities, and should be particularly stringent. . . .”

M. OSUSKÝ (Czechoslovakia), Chairman of the Supervisory Commission, said that, in view of the fact that one of the points on the agenda was the organisation of the Secretariat and, in particular, the enquiry into the Staff Regulations, he might have claimed at the outset that the task which the Assembly had in the preceding year laid upon the Supervisory Commission had been carried out. He had refrained from doing so; in the first place, because the Supervisory Commission was about to resign, and should take no further part in the proceedings than was absolutely necessary, and secondly, because he had not wished to influence in any way the discussion that had been opened.

This discussion related, however, to the carrying out of a resolution which the Assembly had voted in the preceding year, and which provided for an enquiry on which the Supervisory Commission should have submitted a report to this year's Assembly.

He would recall the circumstances under which the Fourth Committee had passed the draft resolutions submitted by the Italian and Netherlands delegates. M. Hambro and M. van Eysinga had first presented certain observations with regard to the question, which was both a political and a moral one, of the loyalty of the League's staff. He was particularly glad to be able to remind the Committee of the statements of a member of the Supervisory Commission, M. Réveillaud, who had at the outset drawn attention to the real extent of the problem, pointing out that it fell under two heads, prolongation of contracts and promotion of officials.

After the Fourth Committee had held a discussion on these questions, the Italian delegation had submitted a draft resolution, which the Committee had adopted, with slight amendments, in the following form:

“The Assembly,

“Whereas the Staff Regulations were drawn up shortly after the organisation of the Secretariat, and whereas it would be advisable for the League to avail itself of the experience acquired since 1922;

“ Considering that, although the Regulations have, on the whole, proved satisfactory, certain modifications would appear desirable to remedy certain disadvantages to which attention has been drawn:

“ Instructs the competent officials of the autonomous organisations, after examining the present situation and the improvements which might be made, to consider what steps — in particular, amendments to the Staff Regulations — could be taken to ensure, in the future as in the past, the best possible administrative results, and to submit the results of this enquiry to the Supervisory Commission, in order that a report on the question may be communicated to the Assembly at its next ordinary session. ”

The 1928 Assembly had, therefore, actually directed the competent officials of the autonomous organisations of the League to undertake enquiries on the basis of which the Supervisory Commission would submit a report to the Assembly. If the Supervisory Commission were easily offended, it might regard the British proposal as implying a very severe censure, particularly, as the British delegation had not deferred submitting its proposal until the Supervisory Commission had made a statement with regard to the fulfilment of the task entrusted to it.

The Supervisory Commission might, at the opening of the discussion, have reminded the Fourth Committee of its responsibility and have submitted to it the work which it had done, requesting that this work should be either approved or disapproved. It had not done so, for it had wished that the members of the Fourth Committee should state their views quite freely. It would, moreover, have raised no objection to handing over the consideration of this question to some other body.

Before proceeding any further, he wished to reply to M. van Eysinga's observations. In the first place, the Supervisory Commission had, in point of fact, submitted a report to the Assembly. It was a short one, and would be found in document A.5(a). 1929. The Supervisory Commission had met in ordinary session on April 24th, 1929, to examine the accounts and prepare the budget. The results of the enquiry that the Assembly had instructed the higher officials of the League to undertake had not been submitted to it at that date. It was only at its June session that the Supervisory Commission, which had held an extraordinary session for this purpose, had been able to take note of the report that the Secretariat had drawn up, and to discuss that report. The Secretary-General would explain, and he would have no difficulty in doing so, the reason for this delay. The problem was a much wider one that might be inferred from the definite questions that had been mentioned. The higher officials of the League had submitted to the Supervisory Commission the results of an enquiry which had lasted for several months. When, however, the Supervisory Commission had been confronted by these reports, it had realised that it was the duty of the League, after ten years' experience, thoroughly to examine the problem.

He had attended all the sessions of the Assembly. He recollected the early years of the League's existence. The League had certainly not in 1919 and 1920 been the same institution that it now was, and it had then been impossible to foresee what it would become. At that time prudence had been essential. If, for instance, a compulsory clause had then been contemplated, such as the one that many members were now urging, nobody would perhaps ever have ventured to suggest the creation of the Permanent Court of International Justice. The League had advanced a long way since then. It now accepted with enthusiasm what would have been rejected in 1920 with alarm. This fact in itself showed how greatly the situation had changed. This was also true of the administration of the League. It was possible that this organisation, which had been considered satisfactory in 1920, was no longer meeting present requirements. Criticism was now levelled against the lack of permanency in its posts, but in 1920 this lack of permanency had been intentional. The Assembly had then refused to admit that a civil service similar to the national civil services should be set up at Geneva. At that time, there had been two conflicting trends of opinion, one of these was in favour of the creation of an international civil service, and the other was opposed to any bureaucratic spirit. The advocates of the second trend of opinion had desired a constant incorporation in the Secretariat of outside elements, which would enrich it, not only by their fresh conceptions, but also by their enthusiasm.

The present Staff Regulations were not the result of a compromise. They were due to the spirit that had inspired the League in 1920 and in 1921.

Provision had then been made for twenty-one or twenty-eight-year contracts, which might be cancelled on the expiration of each period of seven years, for it had not been wished to create administrative careers in the League. A different solution would, perhaps, be reached at present. It had, therefore, been a matter of satisfaction to the Supervisory Commission that this question had been laid before the Fourth Committee in the preceding year.

He would emphasise the importance, when examining the problems relating to duration of contracts, leave, recruitment, etc., of forming, in the first place, a clear idea of the requirements of the League, such as it now was and such as it would be when it had further developed, for the importance of the part played by the Secretariat should not be forgotten. It was in this spirit that the members of the Supervisory Commission had examined the questions submitted to them. Even if the Supervisory Commission had reached any conclusion in June, it would have been absolutely impossible for it to submit any statement of doctrine to the Fourth Committee. If it had proposed any solution with regard to length of contracts, leave, or pensions, it would have had to state at the same time how much such changes would cost the League. In the case of questions such as the question of pensions, this would entail very difficult investigations.

Another consideration that had deterred the Supervisory Commission from presenting any definite statement had been that, if it had submitted any definite proposals to the Fourth Committee, it might have given rise to premature hopes which might have been disappointed in the future. It was essential to act with caution in this matter.



He laid stress on the fact that the problem which was now on the Fourth Committee's agenda was one of the most important problems that the League had considered since 1920. The efficiency of the various departments of this international civil service would depend upon the manner in which their organisation was reformed. M. Hambro had referred to the carrying out of resolutions passed by the Assembly. He would point out, however, that it was for the Secretariat to carry out these resolutions. The manner in which the Assembly resolutions would be carried out would largely depend upon the solution that was found for the problem now under consideration. The very future of the League was at stake. The Supervisory Commission could not, therefore, have submitted to the Fourth Committee proposals, the superficial character of which would quickly have been recognised. Had it done so, it would have dishonoured itself.

The Supervisory Commission had not therefore, examined the problem in its narrower aspects, but, following its customary practice, had studied it from the point of view of the future of the League. He would, accordingly, set on one side questions of procedure or of the possibility of giving offence. The Fourth Committee was quite free to act as it thought fit, but he hoped that the political preoccupations of individual States would not interfere with the study of the problem. If they were so to interfere, it would be the ruin of the League, in spite of all the fine resolutions that might be passed by the Assembly. The questions that were to be solved were troublesome and the particular services that were to be rendered to the League were obscure, but the success or the misfortune of the institution depended upon them.

42. **Salaries, Pensions and Travelling Expenses of the Members of the Permanent Court of International Justice.**

After a discussion relating to points of procedure, *the Committee adopted the report (Annex 7).*

43. **Procedure for the Election of the Members of the Supervisory Commission and Amendment to Article 1 of the Financial Regulations.**

*The Committee adopted the report (Annex 8).*

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SIXTH MEETING.

*Held on Monday, September 16th, 1929, at 10 a.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

44. **Appointment of the Representatives of the Fourth Committee on the Mixed Sub-Committee of the Third and Fourth Committees for the Question of the Wireless Station.**

The CHAIRMAN proposed that the following delegates should be appointed to serve on the Mixed Sub-Committee:

M. HAMBRO (Norway);  
Dr. KAAS (Germany);  
Sir Chunilal MEHTA (India);  
M. PARRA-PÉREZ (Venezuela);  
M. DE VASCONCELLOS (Portugal).

Baron RHEINBABEN (Germany) asked that he should be allowed to act as a substitute for M. Kaas during the temporary absence of the German delegate.

*Agreed.*

M. HAMBRO (Norway), was grateful to the Chairman for the honour he had done him in proposing him as a Member of the Mixed Sub-Committee. He would, however, be detained by his duties on the First Committee. He proposed that M. Enström (Sweden) should be appointed in his place.

*The Committee decided that the following delegates should be appointed to the Mixed Sub-Committee:*

M. ENSTRÖM (Sweden);  
Dr. KAAS (substitute Member, Baron RHEINBABEN) (Germany);  
Sir Chunilal MEHTA (India);  
M. PARRA-PÉREZ (Venezuela);  
M. DE VASCONCELLOS (Portugal).

45. **Report on the Organisation of the Secretariat, in particular on Amendments to the Staff Regulations: Resolutions submitted by the Delegations of Italy and the British Empire. Appointment of a Sub-Committee: Method of Appointment of the Members of the Committee of Enquiry.**

The SECRETARY-GENERAL wished to present the apologies of the Secretariat in connection with a point which the Norwegian delegate had raised at the last meeting. The Assembly had passed a resolution at its preceding session requesting the Council to submit to Members of the League, in good time for the present Assembly, a list of appointments, promotions and resignations in the Secretariat. This list had, in point of fact, been prepared, and had been approved by the Council at its June Session but, owing to a misunderstanding on the part of the service concerned, it had not been transmitted to the various Governments.

The delegate of the Netherlands had referred somewhat severely to the fact that it had not been possible for the Secretariat to present to the Supervisory Commission its report on the re-organisation of the Secretariat at a sufficiently early date to enable that Commission to submit a report on the subject in its turn to the Assembly. The delay had, however, been unavoidable. Immediately after the close of the last session of the Assembly, he had appointed a Committee consisting of five of the most experienced officials in the Secretariat, including one woman. This Committee had held its first meeting on September 28th of the preceding year. It had soon become clear to it that the task entrusted to it was of immense scope, for it had been desired to present the Supervisory Commission with a complete study of every reform that might render the administration of the Secretariat more satisfactory. He had suggested that every member on the Secretariat should be entitled to lay his or her views before the Committee. The staff itself, moreover, had organised a Committee, known as the Committee of Nine, and the conclusions of that Committee had also been taken into consideration. The Committee of Five had held sixty meetings and had been able to conclude its report on March 30th.

He had then, together with the Committee, examined that report and, by June 4th, it had been possible to present to the Supervisory Commission a complete study of what was believed by the Secretariat to be the best scheme for organisation and reform. He maintained this report unreservedly. There was not a single question which had been raised in the Fourth Committee with which that report did not deal and, in his opinion, deal adequately. If the general lines of the report were ultimately adopted, he thought that conditions would have been established in the Secretariat that would permit its members to work without that fear, which sometimes overhung people, of material disadvantage, and that all the members of the staff would thus be enabled to devote themselves solely to the good of the League as a whole—the ideal that ought to be, and he believed, actually was, held by every member of the Secretariat.

The British delegate had suggested that a large number of members of the Secretariat were leaving its service because they did not see any possibility of promotion. As a matter of fact, only four members of the Secretariat had resigned during the last two years, and they had done so because they had received such advantageous offers, commercial or otherwise, as it would probably be impossible for any member of a civil service to refuse. On the other hand, there was a distinct danger that unless conditions became better within the next year, at any rate, a great number of officials would leave the Secretariat. It was important, therefore, that some more definite system should be decided upon.

He sincerely hoped that there would be no possibility of political considerations interfering with the re-organisation of the Secretariat. If they were so to interfere, it would be a very grave blow to the Secretariat as a whole. If one day a member of the Secretariat could legitimately believe that he might work in the interests of his own country rather than in the interests of the League, on that day the whole spirit on which the Secretariat had been built up from the beginning would be destroyed. He would beg the members of the Fourth Committee not to tie, at any rate at all closely, the hands of any commissioners appointed to enquire into the question of re-organisation. The factors that made up the international life of the Secretariat were, it should be remembered, nicely balanced, and if too much stress were laid on some of these factors and too little on others, the task of the Committee of Enquiry might be rendered rather difficult.

The report to which he referred accepted practically all the conclusions and suggestions of the British delegate. There was, however, one exception; the fourth recommendation contained in that delegate's draft resolution. The reasons for this exception were set forth in the report. He trusted that the Committee would realise that the Secretariat, like the League itself, was unique, and that it should be treated as such.

M. Albert THOMAS, Director of the International Labour Office, wished to state in the first place that the excuse which the Secretary-General had offered with regard to the list of appointments, promotions and resignations was also the excuse of the Labour Office.

The Office had communicated to the Secretariat its first memorandum on the question of the re-organisation of the staff on December 4th of the preceding year. In May of the present year, the Secretary-General had informed him that, in view of the urgency of submitting a report to the Supervisory Commission, it would not be possible for the Secretariat and the International Labour Office to hold a joint discussion upon this report. The Labour Office had, therefore, been obliged to endorse the proposals of the Secretariat, indicating its own point of view when it thought necessary. The final proposals of the Labour Office had been transmitted on June 19th.

He agreed with the delegate of the Netherlands that the necessity for reform was pressing. He drew attention to certain anomalies in the organisation of the Labour Office. The Office possessed, for instance, a category of officials which it desired to suppress—the auxiliary Members

of Section. Further, promotion of Members of Section from the B to the A category was dependent in the Office upon the existence of vacancies among the A posts, whereas in the Secretariat such promotion was dependent upon no such conditions. At the present time the proportion of A and B Members in the Labour Office was 33 to 80 as compared with 71 to 67 in the Secretariat. There were, therefore, 44 Members of Section B in the Labour Office who had no hope of further immediate promotion, and the result had been a certain loss of morale. He would be glad if the Staff Regulations could be revised as soon as possible, in order that these anomalies might be removed.

He would refer later to the views of the Governing Body of the Labour Office with regard to the Staff Regulations. The Labour Office was not a political organisation, but a technical one, and accordingly it stood in particular need of a permanent staff, on the technical ability of which it could depend. A bureaucracy had many drawbacks, but it was indispensable to public life.

There was one principle on which he wished to lay stress—the principle of unity. Some speakers had referred to the diplomatic aspect of the League, and others to its democratic aspect, but he would point out that it would be impossible to secure a stable administration unless the institutions of the League were regarded as constituting a single whole.

He was not in favour of appointing a chief of staff. If this official were placed in a higher position, in so far as his own duties were concerned, than the Secretary-General and the Director of the Labour Office, this would be an infringement of the Peace Treaty, which stipulated that these two officials should be responsible for the choice of the staff.

In conclusion, he wished to present a request that the Governing Body of the Labour Office, which was responsible for 400 officials, should be represented on the proposed Committee of Enquiry by three of its members—a Government representative, an employers' representative and a workmen's representative.

M. HAMMARSKJÖLD, Registrar of the Permanent Court of International Justice, pointed out that, while the two draft resolutions before the Committee referred only to the Secretariat and to the International Labour Office, the Assembly resolution of September 26th, 1928, had referred to the competent officials of the autonomous organisations of the League and related therefore to the Registrar of the Court. Consequently, the criticism which had been levelled against the competent officials with regard to the preparatory work for the revision of the Staff Regulations applied also to himself.

The Secretary-General had sent to him on October 3rd, 1928, the text of the Assembly resolution of September 26th. He had despatched a preliminary reply on October 12th and a final note on November 24th. On May 15th, 1929, the Secretary-General had communicated to him the draft report of the Committee of Five and he had replied to this report on the 23rd of the same month. He thought, therefore, that he might plead innocent to the charge of undue delay which the delegate of the Netherlands had advanced.

Since the Committee might wish to restrict its examination to the staffs of the Secretariat and of the Labour Office, he felt it desirable to take this opportunity of making a brief statement of the considerations which seemed to him important from the point of view of the staff of the Court. He thought that the Assembly resolution to which he had referred was based upon two guiding principles: the necessity of guaranteeing the political independence of officials, and the necessity of filling vacant posts from among officials in the immediately lower category, in order that there might be a possibility of promotion for all officials.

The Court had fully recognised the importance of the first of these requirements, so much so indeed, that, in 1922, it had provided in its regulations that, before taking up his duties, each official should make a formal declaration in the presence of the President and the Registrar of the Court to the effect that he would exercise his functions with complete loyalty, discretion and conscientiousness.

In the case of the Court, with its small staff, the question of promotion was particularly difficult. For this reason he had suggested to the Secretary-General that the principle should be adopted that the staff of the Court should be enabled to compete on an equal footing with their colleagues in the institutions at Geneva for posts at Geneva which were in a category immediately above those that they filled at the Court. The report of the Committee of Five had taken this essential suggestion into account.

The British delegation had laid down the principle of long-duration contracts. Should this principle, however, not be adopted, he thought that it would be well to recall that the Organisation Committee for the Secretariat, which had met in 1919 under the chairmanship of M. Pichon, had recommended in its report that Government officials temporarily seconded to Geneva should be entitled, on their return to their own country, to resume their rank of seniority and their right to a pension.

Sir Chunilal MEHTA (India) wished to make clear the attitude of his country to this important question.

The international character of the League Secretariat depended not only upon the spirit of its members but also upon the extent to which it really represented the different nations. This was particularly true in respect of the higher posts, which involved the exercise of a considerable degree of initiative. The Indian delegation was of opinion, therefore, that any committee undertaking an enquiry into the problem of the re-organisation of the Secretariat should give particular

consideration to the question of the representative character of the higher posts, the holders of which exercised a preponderating influence on the League's activities.

True representation could only be realised by means of a system of rotation, which had been contemplated by the Noblemaire Committee. The majority of the higher posts should be subject to such rotation, although in special circumstances the holders of these posts might be re-eligible for appointment. The remainder of the staff should be placed on a permanent basis, a certain number of higher posts being filled, however, by promotion from among their number. Adoption of this system would safeguard the League against the dangers of rigid bureaucracy and would enable it to profit by the experience of men who had occupied important posts in their own countries. India, for instance, was in a position to offer the League the services of her officials, who were, he thought he might truly state, second to none in efficiency.

The international as opposed to the national character of the staff should be re-affirmed. He agreed with the Italian delegate that impartiality should be the first requirement for the League staff. In order to ensure such impartiality, it was advisable that the choice of candidates for the higher posts should range over a larger number of countries than those that had participated in the great war. The League could never be an international democracy unless it took sufficiently into consideration the needs and desires of countries such as India. Lord Lytton had stated that an atmosphere unfavourable to the League was arising in the East on account of lack of attention to this point, and the absence of an Indian member on the Council, and of Indian members in the Secretariat, lent support to this assertion. Indians of the required standard should receive adequate representation in posts of responsibility in the Secretariat. He hoped that the Secretary-General, to whose impartiality he paid a tribute, would at the earliest moment realise the idea of securing representation of this kind for the nationals of Member States which were not among the great Powers. He hoped it would be recognised that he had dealt with the question, not in the narrow interests of a single country but in the higher interests of the League.

M. RAPPARD (Switzerland) pointed out that there were several reasons which made the discussion of this question particularly difficult. In the first place, the report of the Committee of Five, to which frequent reference was made, had not yet been submitted to the Fourth Committee. It was, however, desirable that, if delegates were to express an opinion with regard to an ideal organisation of the Secretariat, they should be acquainted with the conclusions of that Committee, which had been reached in the course of sixty meetings. Secondly, the question was a most complex one and, as the Committee would realise, contradictory tendencies had found expression in the declarations of the various speakers. All those, indeed, who had seriously considered the matter must themselves be conscious of contradictory tendencies. All the members of the Committee doubtless thought that the staff of the Secretariat should be as international, but at the same time, as capable as possible. The most international administration, however, would certainly not be the most capable, and the most capable would not be the most international. Further, though it was essential to guarantee the international independence of the officials, it was clear that, the more permanent they became and the less free to go elsewhere, the less likely would they be to keep in intimate touch with their Governments and, consequently, to retain the confidence of those Governments. Finally, the discussion, to be valuable, should be entirely frank. It would be difficult, however, to hold such a discussion without wounding susceptibilities.

Fortunately, the British and Italian representatives were in entire agreement on one point, the necessity for observing the principle of a just representation of the different States, and of not creating a privileged international caste of any one group of States. There was, however, no principle that was more generally and more flagrantly disregarded. With the sole exception of the Court, each of the great international organisations had at its head a national of one of the so-called great Powers, who was assisted by a representative of another great Power. In the Secretariat, the Labour Office and the Institute for Intellectual Co-operation, the five great Powers, and especially two of them, were very strongly represented among the directors and chiefs of service. At present the organisation of the Secretariat might be compared to a pyramid, at the summit of which were France and Great Britain, and at the base the smaller Powers. Immediately beneath the summit was a band representing the other great Powers, and the intermediate space consisted of a composite mass in which the great Powers also had a large share.

This situation, deplorable though it was, was, of course, natural enough. Since the official languages of the League were French and English, the chiefs of these international organisations could not secure the maximum achievement from their staffs unless they took into account the fact that knowledge of one, at any rate, of these languages was a considerable advantage. At the head of one of the organisations was a Frenchman, and at the head of the other an Englishman. It was only to be expected—and he did not wish to imply the slightest criticism in making this assertion—that these chiefs of organisation, however international their outlook, would be particularly conscious of the merits of their fellow countrymen, and would be less appreciative of the merits of those who were foreigners to them. Finally, at its inauguration, the success of the League had depended to a great extent upon the support of France and Great Britain. It seemed clear, nevertheless, that, if equity was to prevail, as defined by the representatives of Great Britain and Italy, there should be a partial and gradual demobilisation of the representatives of the great Powers in the higher posts.

He would like it to be clearly understood, however, that he contemplated not an equal but a fair representation of the various nationalities of the League.

Turning to the duties of the Secretariat, he pointed out that it was always extremely difficult to achieve impartiality in the international field, and that, even if it were achieved, it was very difficult to convince others of this success. The Italian delegate had drawn a distinction between the impartiality of a judge and that of an executive agent, and had suggested that the latter form of impartiality should be the aim of League officials. It seemed to him, however, that the impartiality of an executive agent, as defined by M. Cavazzoni, was that of a good national diplomat rather than of an international official, and that such an official should, on the contrary, like a judge, endeavour to give just consideration to the views of all the parties to the case and assist them all with an equal devotion.

As M. Osuský had said, the nature of the Secretariat was necessarily dependent on the character of the League and the conception of the League's activities had greatly altered since 1919. At the outset, it had been held that the primary aim of the League was to secure the pacific settlement of international disputes. While this was still an important part of the League's duties, its activities had for the last ten years been directed, to an increasing extent, to skilled technical work—particularly the preparation of international conventions. If the League, which was primarily an institution for mediation and peace, must be able to rely upon a Secretariat which beyond all else was independent and impartial—hence the Balfour Report of 1920—it was an essential condition of success in the field of technical collaboration that officials should be in close touch with their own country and should not, therefore, be too international in character or too closely attached to Geneva. It might eventually become necessary to have two categories of officials—one a permanent and highly impartial body, and the other a body of technicians who stayed at Geneva for a short period, bringing with them to their work the experience they had acquired in their own country.

It should be remembered, moreover, that the immense progress of the League in the course of the last ten years had been made under the existing system of organisation in the Secretariat. It might be rash, therefore, at this stage to lay too violent reforming hands upon that organisation.

There was a still more important question than that of organisation, the question of the spirit in which the members of the Secretariat and the Labour Office worked. It would be far better to have international organisations which, although constituted on a faulty model, were inspired by a high international spirit, attentive to the claims of justice, than organisations with a model constitution which were diseased and self-interested.

Finally, he would point out that the satisfactory working of the League's organisations depended upon the confident and cordial collaboration of the national civil services. It had to be recognised, however, that the members of these services regarded the members of the Secretariat with a certain amount of jealousy, for many of them considered that the salaries in the Secretariat were unduly high. The Swiss authorities, to meet this criticism, had always emphasised the necessity of taking into account the facts that the members of the Secretariat were expatriated, that the tenure of their posts was uncertain and that they had no prospect of a pension. If, however, the posts in the Secretariat were now to be made permanent and a system of pensions was also to be instituted, without there being any change in salaries, this feeling of discontent would be increased and the collaboration to which he had referred might be impaired.

M. RÉVEILLAUD (France) thought that the questions to be settled were so complex that the present discussion could not but be superficial. For his part, he shared many of the points of view that had been expressed, but if the Committee were to decide to adopt definite conclusions he would have reservations to make with regard to certain other points of view and his statement would greatly exceed the limits fixed by the Chairman for the members of the Committee.

He would confine himself to emphasising a point which was, in his view, of capital importance: the question of promotion was of much greater moment than the question of recruitment. The present system of promotion in the Secretariat was as follows: A young man of between twenty-five and twenty-seven years of age was engaged at the initial salary of a Member of Section B, 13,700 francs. As a result of automatic promotion, as understood in the Secretariat, this salary was steadily increased up to the maximum salary of a Member of Section A, 28,000 francs. Unless the official were clearly inefficient, there was no obstacle to this progress. Under this system, the mediocre, the good and the very good were all placed on the same footing. It was, however, impossible when engaging a man of between twenty-five and twenty-seven years of age, to have any guarantee as to the value of his services in the future. Nevertheless, he was assured from the outset of achieving the highest salary in his category, which, from the point of view of, for instance, a French civil servant, was a high one. What was more serious, a man of poor ability, by filling such a post, shut the door upon others who might be able to render distinguished services. It was only to be expected that certain officials would be discouraged when they recognised that no efforts on their part could increase the predetermined rate of promotion, the way before them being blocked by senior officials with long-term contracts to which certain delegates desired to give a still more permanent character. It was therefore essential that, side by side with the system of promotion by seniority, there should be, in one form or another, a system of promotion by selection or at least a bar to the further advancement of those whom experience had not shown to be men of the first capacity.

Since the exchange of views that had taken place had been somewhat incoherent, he would prefer that the Committee should not attempt to define its attitude by means of any enumeration of principles in the form of a resolution. It had seemed to him that the best course would be to adopt the proposal of the Rapporteur, and merely to appoint a Committee of Enquiry, referring to it the Minutes of the present discussion. Since, however, the majority of members of the

Committee appeared to be in favour of appointing a drafting sub-committee to combine the two resolutions that had been submitted, he would be prepared to support this proposal, but on two conditions. It should be clearly understood, in the first place, that only principles of a more or less general character would be laid down in the final resolution, and, secondly, that the resolution should not consist so much of recommendations as of desiderata, leaving a free discretion to the members of the future Committee of Enquiry.

Certain members of the Committee had proposed that the contemplated Committee of Enquiry should consist of five members, and others thought it should consist of nine. He did not understand why it was desired to restrict the membership of the Committee to five. He believed that the study of the problem of re-organisation had not been withdrawn from the Supervisory Commission on account of any lack of confidence in that body, or on account of any considerations arising from its delay in submitting a report on the matter. The motive of this withdrawal had, he believed, been the opinion of the Fourth Committee that a task of such wide scope, which was of such vital importance to the League, should not be entrusted solely to technicians, but that the various interests at stake should also be considered. If this were the intention of the Fourth Committee, a small committee of five members would not be adequate, since it had been agreed that two members of the Supervisory Commission would, in any case, be appointed to it and, consequently only three members would remain to be chosen. It was essential that the Committee should be composed of representatives both of States with a permanent seat on the Council and of States which were not permanently represented on that body, in order that, when the proposals it had made were submitted to the Fourth Committee in the following year, there would be no doubt that every legitimate point of view had been taken, as far as possible, into consideration. He would suggest therefore that the proposed Committee should consist of not less than seven or more than nine members.

Finally, the question arose who should appoint this Committee. The British and Italian delegates had proposed that this appointment should be entrusted to the Council, while the Norwegian and Austrian delegates had proposed that the appointment should rest with the Assembly. After mature reflection, he was of opinion that nomination by the Council should not be rejected. This view did not imply any disregard of the rights of the Assembly, for, as his colleagues were aware, he had always upheld those rights whenever budgetary questions were concerned. He thought it essential that this principle should be maintained. The question now under discussion was not, however, a budgetary question alone, although its budgetary aspect was important. It was, above all, a staff question. Under the terms of the Covenant, the Secretariat was an organisation which was at the disposal of the Council as well as of the Assembly. The fourth paragraph of Article 6 of the Covenant read as follows: "The Secretary-General shall act in that capacity at all meetings of the Assembly and of the Council". In practice, moreover, the services of the Secretariat were always at the disposal of the Council. Further, with regard to the recruitment of staff, it was laid down in the third paragraph of the same Article that "The secretaries and staff of the Secretariat shall be appointed by the Secretary-General with the approval of the Council". It seemed to him that the Committee would, having regard to these two texts, be lacking in respect towards the Council, and would moreover be taking a most inadvisable step, if it were to give the impression that it was seeking to preclude any participation by the Council in the appointment of a Committee of Enquiry which would exercise a vital influence on the future of the League.

In addition to this consideration, which he held to be an all-important one, since it was based upon the Covenant itself, the provisions of which should always constitute the rule, there was a practical consideration. The Fourth Committee wished to ensure that the Committee of Enquiry should consist of men who had been chosen with the greatest care and who would represent every trend of opinion. There seemed to be little likelihood, however, that the members of the Fourth Committee would be able, in the short interval that remained before the close of the Assembly, to make the judicious choice that was so desirable. General considerations would have to be weighed, it would be necessary to put questions to those concerned and, above all, the question would arise whether the men whom the Assembly selected would be prepared to accept this task. In practice, it would be found impossible satisfactorily to settle this matter at the present session.

He considered, moreover, that the Fourth Committee should leave it to the Council to take the final decision as to the number of members of the Committee of Enquiry, merely indicating that this number should not be more than nine or less than seven.

In conclusion, he wished to say that, after listening to the various speeches that had been made, the general impression that he had received was a very encouraging one. This impression confirmed what he had always believed, that the criticism that had been directed at the preceding session against the organisation of the Secretariat and of the International Labour Office—criticism which might perhaps have been somewhat exaggerated in outside circles—was largely unfounded. It seemed to him that the discussion at the present session showed very clearly that this was the case.

There should be one great governing principle, the principle which had been expressed so definitely in the Balfour Report: complete impartiality, informed by a spirit of enquiry, of objective study and the practise of a genuine internationalism—an internationalism, that was to say, which in no way excluded, in any of those who served the League, a love of their own country. There could be no question of a revolution in the organisation of the Secretariat, but only of an evolution, or, even more precisely, of a revision, the importance of which he fully recognised.

M. CAVAZZONI (Italy) thought that it would be useless to prolong the present discussion, which had largely consisted of a reiteration of generally recognised principles, such as those set forth in the Balfour Report and in the report of the Noblemaire Committee. It appeared from the

statements of M. Osuský, that, although the Committee of Five had submitted a report on the question of re-organisation to the Supervisory Commission, that Commission had not yet been able to reach any final conclusions. It did not seem, therefore, that the Fourth Committee could hope to discover a solution which the Supervisory Commission had been unable to discover after three months' consideration of the problem, although working upon the basis of a report on the preparation of which the highest officials of the Secretariat had been engaged for nine months. He did not see the necessity, moreover, for appointing a sub-committee, the duty of which would be to express certain general desiderata. It was difficult to understand how such a sub-committee could, in the short time at its disposal, make any substantial contribution to the enquiry. M. Réveillaud had pointed out that there would not even be sufficient time before the close of the Assembly to make a judicious choice of members for the Committee. Still less would it be possible for the sub-committee to reach agreement upon questions of principle. Moreover, its discussions might bear only upon some two or three points, while more important points might be left out of account. The Committee of Enquiry, on the other hand, would be able to proceed to a thorough investigation of the whole problem and to reach conclusions which were the result of mature consideration.

He would be prepared to withdraw his own resolution if the Committee would adopt the Rapporteur's proposal. There was already plenty of material for the Committee of Enquiry to work upon—the reports of the Committee of Five and of the Supervisory Commission, the memoranda of the International Labour Office and the statements of the Secretary-General, the Director of the Labour Office and the Registrar of the Court. The records of the present discussion *in extenso* would also be of capital importance to the work of the Committee of Enquiry. On the basis of this material, the Committee might do valuable work, which would enable the Fourth Committee to come to a decision in the following year.

Mr. DALTON (British Empire) said that he did not wish to withdraw his resolution at the present stage of the proceedings. The British delegation was of opinion that the problem under discussion was a most urgent one. The Secretary-General had informed the Committee that, unless conditions were improved, the staff might be considerably weakened in the course of the coming year, and this statement should in itself preclude any postponement of a decision. It seemed to him that, as a result of a little compromise, it would be possible to frame a resolution defining the terms of reference to the Committee of Enquiry, the number of its members and the method of their appointment, which would secure general approval. He would therefore suggest that a sub-committee consisting of M. Cavazzoni and himself, as the authors of the resolutions at present before the Committee, and of two other members, should be appointed for this purpose.

M. DE MODZELEWSKI (Poland) said that there was one question that had been raised in the Committee which had not been made sufficiently clear—the question of the status of the locally-recruited staff. He thought that the uneasiness in the Secretariat to which reference had been made was due, to a considerable extent, to the distinction that was drawn between these officials and the international officials. In the first place, no exact definition had ever been given of "locally-recruited officials". Secondly, the question of the difference of salary between the two categories should be investigated. He had in mind not only financial considerations, but also other points connected with the status of officials. The Fourth Committee would not, of course, endeavour to anticipate the findings of the Committee of Enquiry into this matter. That Committee should be directed to define the conditions of recruitment of local officials, and to consider to what extent this category of the staff could be assimilated to the international staff.

He would emphasise that the freedom of action of the Committee of Enquiry might be restricted by any questions put to it by the Fourth Committee.

He supported the British delegate's proposal that a drafting sub-committee should be appointed, and proposed that it should be composed of Mr. Dalton and M. Cavazzoni on the one hand, and, on the other, of two members appointed by the Chairman of the Fourth Committee. It would be the duty of this sub-committee to prepare a resolution with regard to the question of the local staff, the method of appointment of the members of the Committee of Enquiry and the number of members of that Committee.

Count Carl MOLTKE (Denmark) speaking as a member of the Danish delegation, and not as Chairman of the Committee, wished to take this opportunity of stating the Danish point of view.

He would not refer individually to the British and the Italian resolutions. It seemed to him that the discussion had shown that members were prepared to come to a compromise, and to adopt a single resolution which would give satisfaction to both trends of opinion. The proposal to appoint a drafting sub-committee for this purpose seemed to him to be the best solution.

He was glad that both the resolutions before the Committee had maintained the principles that had been enunciated in the Noblemaire Report. He would read to the Committee the following passage of this document relating to the engagement of the higher officials, their tenure of office, etc.:

" To the higher official it does not, in the opinion of the Committee, seem possible to give long-term engagements. The international character of the League of Nations and the legitimate desires of the Member States render it essential that systematic changes should take place in the higher posts of the Secretariat in order to enable them to be filled by persons of

any country whatsoever, who are of recognised importance and widespread influence among their own people, and whose views and sentiments are representative of their national opinion. This principle of frequent changes is essential to make the League a living force among the nations.

“ On the other hand, there could be no question of depriving the Secretariat of its leaders, just when the experience which they have gained by the study and solution of the various problems with which they may have had to deal would be of most value. It is therefore clearly advisable that members of the higher staff should serve for a sufficiently long period to enable their work to bear fruit, and that they should not be replaced simultaneously.

“ When this temporary difficulty has been duly met, a maximum period of seven years for members of the higher Staff (Secretary-General, Deputy Secretary-General, Under Secretaries-General, and Directors) appears to be the correct solution . . .

“ In exceptional cases, these officials may be re-appointed. ”

The question now arose, was the period of service of the members of the higher staff “ sufficiently long to enable their work to bear fruit ” ? Had the time come to carry into effect the provision that a maximum period of seven years for the term of office of the Secretary-General, Under Secretaries-General and Directors should be adopted ? It seemed to him that this was one of the most important questions that the Committee of Enquiry would have to consider. On the findings of that committee with regard to this question would depend the possibility of creating better conditions of promotion for the staff of the Secretariat. He believed that all the members of the Committee were agreed that this particular improvement was necessary in order to encourage the admirable staff of the League, to maintain its enthusiasm in its unselfish and efficient work and to attract new and valuable elements to the service of the League in the future. He particularly wished to pay a high tribute to the Secretary-General for his skill in securing for the League a working machine which consisted of a staff of such a high standard, in spite of the absence from the regulations of—if he might use the expression—any safeguarding provisions for a reasonably long term of office, possibilities of promotion and retiring pensions, provisions which, he thought, any good servant of any institution might legitimately desire. This achievement of the Secretary-General was, he considered, one of the greatest of the many distinguished services that he had rendered to the League.

Being more or less a new-comer, he had, of course, only a limited experience of the League's organisation. There was one statement, however, that he knew to be true, although in referring to it he did not wish to imply any criticism.

In many circles there was a growing feeling of anxiety—a feeling which was due to a genuine devotion to the League, and to a desire for an extension of its influence in the interests of humanity—lest the continuation of the present method of recruitment to the higher posts should ultimately make the League a sort of preserve for the great Powers, thereby excluding that spirit of democracy and equality on which the founders of the League had so strongly insisted and by means of which alone could be fostered that devotion to international work without which the League could not live.

M. Osuský had truly stated that the League had now come to a cross-road. At this most critical moment in the life of the League it was for the members of the Committee to act according to the best of their conscience, and he hoped that they would be spared any further apprehension that the League would stray from the right path. To this end, it seemed to him essential that an effort should be made to foster the development of the true League spirit inside the Secretariat, and to ensure that the pressure of national influences should be felt only in the Assembly and in its Committees. There was another great problem that the Committee of Enquiry would have to examine. He did not doubt that the high motives of the initiative of the British delegation would be appreciated in this connection, and he wished to thank the British delegate for the step that his Government had taken and for the spirit in which he had made his detailed statement on the scope of his draft resolution. He would also thank the Italian delegate for his warnings against the danger of establishing a closed bureaucracy, and for having emphasised how desirable it was that the League should attract to its service skilled talent and intelligence from outside. A large part of the training of officials would necessarily, however, take place in the Secretariat itself, and a constant test of their efficiency should accordingly be provided. While agreeing, therefore, with the British proposal that contracts of long-duration, for instance, thirty-year contracts, should be granted, he would suggest that care should be taken lest such contracts should constitute a form of life insurance for people with a natural inclination towards an easy life, comfort and the enjoyment of old age with a satisfactory pension.

In order to counteract such a tendency, it seemed to him that it would be advisable, in the first place, to provide for two periods of probation, the first of three or four years, and the second of seven, or even ten, years, officials being liable to dismissal at the close of each of these periods should their work not have given entire satisfaction. Such dismissal should not take place, however, unless there were serious reasons for it. In the case of any difference between an official and the administration it should be possible to appeal to a body composed of the Secretary-General and a number of other officials. If this system were adopted, it would not be necessary to appoint the costly administrative official referred to in the fourth recommendation of the British resolution. It should, in any case, be stated, in the event of a dismissal of this kind, that there had been no misdemeanour, and a retiring gratuity should be granted, although no pension should be allowed. After the lapse of the second period of probation, the official



should be considered as permanently engaged for the whole duration of his contract, and as having acquired a right to a pension. In order, however, to stimulate his zeal, provision should be made for promotion as a result of individual merit and not only of seniority. Finally, a reasonable proportion of the higher posts should be reserved to be filled by promotion from among the lower staff as a whole, or, if this were not deemed practicable, at least the principle of the possibility of promotion of officials of the Secretariat to the above posts should be recognised.

With regard to the points raised by other speakers, he would state his views very briefly. He was of opinion that the members of the proposed Committee of Enquiry should be appointed by the Assembly and upon considerations of personal ability and not of nationality. The Committee should consist of not less than five or more than nine members. Among these members should be one who had acquired personal experience of the work of the Secretariat and also a member of the International Labour Office. Further, considering the great number of women rendering excellent and devoted service to the League, a woman of experience should be appointed as a member, or should at any rate be entitled to attend the meetings of the Committee in a consultative capacity.

Finally, he agreed with the authors of the two resolutions at present before the Committee that a time limit should be set for the conclusion of the Committee's work, such a time limit being highly desirable in view of the urgency of the question.

M. MOLLOFF (Bulgaria), Vice-Chairman, thought that it would be easy to reach agreement if it were not for a certain rigidity in the British resolution. This resolution read as follows:

"The Assembly . . . adopts the following principles and decides that they shall form the basis of the recommendation of the special committee."

It would, he thought, be undesirable to tie the hands of the members of the proposed Committee of Enquiry in this way. He would, however, beg the drafting sub-committee to maintain the recommendation that a system of adequate pensions should be introduced. The question of pensions might be solved more rapidly than the others, and it was possible that the Supervisory Commission was in a position to make certain suggestions forthwith in this connection. It seemed to him, moreover, that this question was in a separate category from the other questions that the sub-committee would have to consider.

Secondly, he wondered whether the Italian resolution would not have been in form more acceptable if it had merely been stated in that resolution that the enquiry entrusted to the Supervisory Commission in the preceding year, which it had not yet been possible for that Commission to bring to a conclusion, should be continued, in order that the Supervisory Commission might make definite proposals as soon as possible. Although the members of the Supervisory Commission had resigned, it seemed that, since the Commission had already commenced the revision of the Staff Regulations, it would be desirable that its former members should be allowed to participate in the work of the Committee of Enquiry.

He thought that the choice of members for this Committee should be entrusted to the Assembly. There would, moreover, be a precedent for such a course, in view of the fact that it had been the Assembly that had instructed the Supervisory Commission to enquire into the question of the Secretariat's organisation. Since, moreover, this question was of interest to all Member States, it was desirable that the result of the Committee of Enquiry's investigations should be communicated to the Governments of the States for comment, in good time before the next session of the Assembly.

In conclusion, he associated himself with the tributes that had been paid to the work of the Secretariat in the last ten years.

Mr. McDUGALL (Australia) said that the Australian delegation shared the point of view set forth in the British draft resolution. There were, however, two points in that resolution to which he would draw attention. He understood that the fourth recommendation was in no way intended to decrease the authority of the Secretary-General and of the Director of the Labour Office over their staffs. Secondly, there was a definite reference in the first recommendation to permanency of employment. He would suggest that a distinction should be drawn between officials appointed for political work and those appointed for technical work. While the former category might be placed on a permanent basis, it was desirable that there should be a possibility of seconding officers to technical posts in the Secretariat in order that the League might profit by their experience and that the national services of their respective countries might be enriched when they returned. The technical staff of the Secretariat was not sufficiently large to give the training that was required. He hoped that the sub-committee would bear in mind the distinction to which he had referred.

He strongly supported the suggestion that a woman should be appointed as a member of the Committee of Enquiry, or at any rate should be entitled to attend its meetings in a consultative capacity.

M. HAMBRO (Norway) suggested that the other two members of the Committee should be the Chairman and the Rapporteur of the Fourth Committee.

He thanked the Secretary-General for his explanations with regard to the list of appointments and resignations, and said that he accepted his apology in the spirit in which it had been offered. He also accepted the explanations of the reasons that had made it impossible for the Supervisory Commission to present a report to the Assembly on the question of re-organisation. It seemed to him, however, that in cases when it was found impossible to carry out a resolution unanimously adopted by the Assembly, it would be more correct, from the point of view of form, that the

Secretariat should transmit, in good time before the following session of the Assembly, a written communication to that effect to the Members of the League, with explanations, rather than that this communication should be made during the actual session of the Assembly.

The Committee had discussed two different categories of ideas, ideas of a political nature and ideas of a technical nature. It was comparatively easy to lay down principles for the technical work of the League, relating to pensions and so forth, but it was difficult to deal with political principles such as the independence of the officials and the various other points that had been raised. M. Thomas had rightly drawn attention to the fact that the work of the Labour Office was technical work. For his part, he agreed with that view, and he believed that when the Office engaged in political work it acted improperly. The work of the Court was also distinct.

The first question that the sub-committee would have to decide was whether the enquiry of the special committee should relate to all three organisations of the League, or to the Secretariat only. In neither the British nor the Italian resolutions was there any mention of the Permanent Court, and the Italian resolution mentioned only the Secretariat. It seemed to be the idea of most of the members who had taken part in the discussion that the committee's enquiry should only relate to the Secretariat. It would also have to be decided whether the decisions of this committee with regard to technical points would apply to the Labour Office. If they were so to apply, he agreed with M. Thomas that the Governing Body of the Office would have to be represented on the committee. In the alternative case, however, such representation would not be necessary.

He agreed with the Chairman that it would be impossible to lay down strict principles for the proposed committee to follow. Some members had advocated the principle of rotation and others the principle of permanence and stability; some had advocated national aspirations and others abstract internationalism. It had been said that the members of the Secretariat should come to the League in the spirit of judges, but the Italian delegate thought that this would be too much to require of them. If they were not to come in this spirit, however, he hoped himself that they would not at any rate come in the spirit of what Americans called "expert witnesses for the defence".

It was very important to remember that the various Member States of the League should be represented by their Government representatives at League meetings and not by the nationals of those States who were members of the Secretariat. There was an increasing tendency for States to send diplomatic representatives to the League and this tendency was welcome. It was these representatives who provided the link between the League and their respective countries and the necessary diplomatic co-ordination between the two.

The Committee of Enquiry should bear in mind that the League was in a state of constant evolution—an evolution which, it was to be hoped, would continue. It would be unfair to the League to bind the Secretariat to any strict principles, for it was not principles that would form the character of the League but the spirit in which the men in the League's employment applied them. The League should become more and more typical of the spirit of democracy and, as a consequence of this, the Assembly should assume an increasing amount of responsibility for the League's work. It would be only when the Member States realised the power that was given them in the Assembly that the League would become truly representative of the world's opinion. It would be wrong, therefore, in the present initial stage of the League's history to lay down any principles that would detract from the elasticity of the Secretariat and of its work. He was very glad that the British delegation had stressed the importance of the Assembly as the supreme organ of the League and that Mr. Henderson had framed a resolution to the effect that the Assembly should become more and more a parliamentary body. In view of this development, it was all the more necessary to exercise great care with regard to the principles that were laid down and the line of action that was indicated for the work and recruitment of the Secretariat.

He agreed with the Chairman and with the Vice-Chairman that the appointment of the members of the proposed Committee of Enquiry should be entrusted to the Assembly. The Fourth Committee of the Assembly had taken the initiative in this matter and it was for the Fourth Committee to ensure that its efforts would produce practical results.

Baron RHEINBABEN (Germany) recalled that M. Kaas had suggested at the preceding meeting that the Committee of Enquiry should consist of five members. In view, however, of the discussion that had taken place at the present meeting, the German delegation considered that this number should be increased to nine in order that the Committee might be more fully representative of all trends of opinion.

M. SLAVÍK (Czechoslovakia) said that he had no general observations to add to the statement of his colleague, M. Osuský.

He did not altogether agree with Professor Rappard's remarks concerning the salaries of the Secretariat. He thought, in the first place, that some of those remarks would create a certain amount of bitterness among the members of the Secretariat, who might infer from them that, at the very time that the foundation stone of the new building had been laid, they were surrounded by an atmosphere of jealousy. There were, of course, jealous people at Geneva, as everywhere else, but it might be considered that these people were exceptional.

It had been said that the salaries of the members of the Secretariat were unduly high. No comparison should ever be drawn, however, between the salaries of international officials and of national officials who worked in their own country. In the case of Czechoslovakia, there was a

great difference between the salaries of officials working at home in a Ministry, and those of diplomats in a foreign country. Full account should be taken of the expatriation factor when the salaries of League officials were under consideration. The best touchstone for a comparison of salaries would be the average salary of diplomats in a foreign country. If the Committee were to think it necessary to revise the present salaries, such a revision should only be undertaken after a very thorough study of the question.

With regard to the choice of members for the Committee of Enquiry, he thought that the considerations of expediency to which the French delegate had referred were most important. It would be difficult for the Assembly, at this advanced stage of its session, to make a judicious choice.

M. RAPPARD (Switzerland) said that the Czechoslovak delegate had misrepresented his statement relating to the feelings of jealousy with which certain members of national civil services regarded the more highly remunerated members of the League Secretariat. In making this statement he had referred to national civil services alone, and had by no means implied that any such feelings of jealousy were entertained by the population of Geneva, in which town, as the Committee was, of course, aware, there was no national civil service.

The CHAIRMAN put to the vote the question whether a sub-committee should be appointed to present proposals with regard to the re-organisation of the Secretariat and the composition of the Committee of Enquiry.

*The Committee decided by twenty-seven votes to one, M. Cavazzoni (Italy), dissenting, in favour of the appointment of the Sub-Committee.*

*It was agreed that the following members should serve on the Sub-Committee: the CHAIRMAN, Mr. DALTON (British Empire), M. CAVAZZONI (Italy), M. RÉVEILLAUD (France) and M. BOTELLA (Spain), Rapporteur.*

The CHAIRMAN then put to the vote the question whether the proposed Committee of Enquiry should be appointed by the Assembly or by the Council.

M. HAMBRO (Norway) said that he would prefer the Committee to adjourn its decision on this question until the proposals of the Sub-Committee had been presented. He would not, however, oppose the taking of an immediate decision.

*The Committee decided by 14 votes to 8 that the proposed Committee of Enquiry should be appointed by the Assembly.*

*The Committee decided to refer to the Sub-Committee the question of the number of members of the proposed Committee of Enquiry.*

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## SEVENTH MEETING.

*Held on Tuesday, September 17th, 1929, at 9.30 a.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

**46. Appointment of the Members of the Mixed Sub-Committee for the Examination of the Question of a Wireless Station.**

The CHAIRMAN read a letter from the Chairman of the Third Committee, giving the names of the members of this Committee who were to serve on the Mixed Sub-Committee for the Examination of the Question of a Wireless Station.

**47. Committee on the Allocation of Expenses: Draft Resolution submitted by the French Delegation.**

M. RÉVEILLAUD (France) submitted the following draft resolution:

“ The Assembly calls the attention of all States Members to the resolution voted by the Assembly at its ninth ordinary session on September 25th, 1928, requesting the Council to ask the Committee on the Allocation of Expenses to submit to the Assembly at its ordinary session of 1932 a revised scale of allocation which will be based on the budget estimates of the various States Members for 1930 (1930-31) and urgently requests all States Members to forward to the Secretariat their budget estimates and closed accounts for each financial

period regularly as soon as they are published. It draws particular attention to the importance of supplying the budgetary documents for the financial year 1930 (1930-31), without which the Allocation Committee cannot resume its enquiries."

He explained that the Committee on the Allocation of Expenses had been asked to submit a new scale, based upon a more detailed examination of the estimates than the former one, for 1932. It was essential, therefore, that the budgets of the various States should be forwarded to the Committee as soon as possible. It would be well to profit by the advantage afforded by the session of the Assembly to ask delegates to present a request to their Governments to this effect.

*The draft resolution submitted by the French Delegation was adopted.*

48. **Detailed Examination of the Budgetary Estimates of the Secretariat and Special Organisations of the League** (continuation). (See document A.4/1929.X) **Chapter III, Item 18: Administrative Commissions and Minorities Questions** (342,871 gold francs).

*Item 18 was adopted.*

49. **Chapter III, Item 19: General Work of the Economic and Financial Organisations: Consequences of the General Economic Conference** (1,728,452 gold francs).

*Item 19 was adopted.*

50. **Chapter III, Item 20: Mandates** (249,394 gold francs).

*Item 20 was adopted.*

51. **Chapter III, Item 21: Transit** (404,862 gold francs).

*Item 21 was adopted.*

52. **Chapter III, Item 22: International Health Organisation** (999,994 gold francs).

The SECRETARY-GENERAL drew the attention of the Committee to the following resolution:

" The Health Committee,

" Having taken note of the budget proposals of the Health Organisation for the year 1930,

" Submits to the Council the desirability of drawing the attention of the Assembly to the fact that normal increases in the salaries of the staff should be taken into consideration in determining the total of the budget, as was the case in the 1929 budget;

" In this connection, desires to point out that the stabilisation of the budget of the Health Organisation would otherwise involve a progressive diminution in the credits available for technical studies; thus, in the budget proposals for 1930, these credits do not amount to more than 62.8 per cent of the total budgetary provision, whereas for the year 1927 they amounted to 67.5 per cent, though there has been no increase in the staff employed."

*The Committee decided to refer this resolution to the Supervisory Commission.*

*Item 22 was adopted.*

53. **Chapter III, Item 23: Social Questions (Suppression of Traffic in Women and Protection of Children, Supervision of Opium Traffic, etc.)** (315,233 gold francs). **Permanent Central Opium Board** (134,213 gold francs).

*Item 23 was adopted.*

54. **Chapter III, Item 24: Reduction of Armaments** (1,099,745 gold francs).

*Item 24 was adopted.*

55. **Chapter III, Item 25: Intellectual Co-operation: International Bureaux and Miscellaneous Questions** (243,793 gold francs).

*Item 25 was adopted.*

56. **Chapter III, Item 26: International Convention on Slavery** (500 gold francs).

*Item 26 was adopted.*

57. **Chapter III, Item 27: Legal Assistance for the Poor (Nil).**

*Item 27 was adopted.*

58. **Chapter III, Item 28: Progressive Codification of International Law (187,600 gold francs).**

*Item 28 was adopted.*

59. **Chapter III, Item 29: International Federation for Mutual Assistance in the Relief of Peoples overtaken by Disaster (5,000 gold francs).**

*Item 29 was adopted.*

60. **Chapter III, Item 30: Administrative Expenses for the Settlement of Armenian Refugees in Erivan (50,000 gold francs).**

The SECRETARY-GENERAL explained that it had been found that the sum of 50,000 francs would not be necessary. It might, perhaps, even be possible to effect a similar saving for the current year. This credit might, therefore, be suppressed.

*Item 30 was suppressed.*

61. **Chapter IV, Item 31: Profit and Loss on Exchange.**

M. RAPPARD (Switzerland) asked for explanations with regard to the figures under this heading.

The TREASURER explained that a special account was kept each month of profit and loss on exchange. In the preceding year there had been a profit of 17,000 francs, and it might be hoped that a similar profit would be obtained in the present year.

*Item 31 was adopted.*

62. **Chapter V, Item 32: Work on Behalf of Refugees (298,000 gold francs).**

Dr. NANSEN (Norway) said that the letter of the Chairman of the Sixth Committee, dated September 12th, 1929 (document A.IV/10), showed that that Committee had endorsed the recommendations of the Refugee Advisory Commission that the work of the High Commissioner for Refugees should be continued for a maximum period of ten years, and that the Central Services of the High Commission should be incorporated in the League Secretariat.

The Supervisory Commission had not, however, felt that it would be able to support these recommendations, since they would involve a division of responsibility between the Secretary-General and the High Commissioner. The general responsibility for the work would devolve upon the Secretary-General, while the High Commissioner would be responsible for the administration of the refugee funds.

He understood that the Secretary-General would be prepared to assume this double responsibility, and that it would consequently be possible for the Supervisory Commission to agree to the incorporation of the refugee service in the Secretariat, of which it would form a temporary section. The High Commissioner would still be responsible for the policy of the refugee work, while the Secretary-General would have the actual control over all executive measures and would advise the High Commissioner whether his proposals fell within the missions conferred upon him from time to time by the Assembly and by the Council.

He proposed that the present Assistant High Commissioner should be admitted to the League Secretariat, with the rank of Chief of the Refugee Section, and that Mr. T. Lodge should be appointed to act as honorary representative of the High Commissioner in the latter's absence.

The funds held by the High Commissioner might be administered for the purposes for which they had been subscribed in conformity with the Financial Regulations and the decisions of the Assembly. With regard to any future contributions, the Assembly might be requested to authorise the High Commissioner, after consultation with the Secretary-General, to accept such resources, provided that they were offered for purposes within the programme approved by the Assembly or by the Council and on the understanding that their acceptance would not involve the League in any additional financial liability.

Reference to the note on the financial engagements of the High Commissioner (see document A.23(a).1929.VII) would show that the High Commissioner's maximum possible liability in respect of loans amounted to £13,471, whereas his floating capital amounted to £24,000 and his other assets to £62,000. The Nansen stamp also produced an annual revenue of £4,000, and this revenue might increase in the future.

In conclusion, he said that the Fourth Committee would probably consider it desirable that the High Commissioner should continue to be responsible for funds from private sources. In order, however, to facilitate acceptance of the main proposals, he was prepared to assume responsibility for the administration and liquidation of private funds still at his disposal, subject

to an effective control of their expenditure by the League, and on the understanding that all future funds should be accepted and administered in accordance with the Financial Regulations and the decisions of the Assembly.

The SECRETARY-GENERAL pointed out that there were two proposals before the Fourth Committee. The Advisory Committee proposed that the refugee service should be incorporated in the Secretariat, while the Supervisory Commission proposed that this service should continue to be an autonomous organisation. He could not take the responsibility of making any definite arrangements for the permanent incorporation of this service in the Secretariat, since he had not been in a position to form any estimate of the ability of the officials of this service. He would, however, be prepared to give these officials a year's probation, after which period a definite decision might be taken.

Further, he did not think it right that the funds should be divided into two parts. It would be very difficult to distinguish between funds received for private use and funds which Dr. Nansen might obtain as representative of the League. In any case, the funds as a whole should remain under the control of the Treasury.

M. RÉVEILLAUD (France), in the absence of M. Osuský, explained how the refugee question had come before the Supervisory Commission. In upholding the principles which that Commission had laid down, he did not wish to imply any hostility towards the admirable work that Dr. Nansen had done. On the contrary, having had the honour to be appointed Chairman of the Inter-Governmental Conference on Refugees of 1926, he was thoroughly familiar with the work and appreciated it as highly as anyone.

The Advisory Committee on Refugees had asked that this work should be wound up within ten years at the maximum, and, at the same time, that the refugee service should be incorporated in the Secretariat. When it was remembered that an endeavour was being made only to maintain permanent services within the Secretariat, it would be realised how self-contradictory was this request. Such incorporation might, moreover, have rather serious practical consequences, for it was to be feared that the officials of the refugee service would request permanent contracts, and admission to the benefits of the provident fund, although it had been understood that this fund would not cover risks incurred by temporary officials.

Secondly, it had not hitherto been possible to conduct the refugee fund on administrative lines. Dr. Nansen had been obliged to organise that service amidst very great difficulties. He had organised loans of various kinds (see document A.23.1929.VII) which amounted to some 2,500,000 Swiss francs. It seemed hardly fair to charge the League with the responsibility for the reimbursement of this money, and for the financial management of the work.

Finally, he recalled that the High Commissioner had been compelled to ask the refugees themselves to contribute to the progress of the work in the form of taxes. If the League were to levy these taxes in the future, might not its opponents take advantage of this fact as a pretext for criticism, especially in the Press?

Major Johnson had asked that, in the event of the refugee service not being incorporated in the Secretariat, that service should be allotted a credit which would enable it to purchase office premises, furniture, etc. The Supervisory Commission was quite prepared to be generous in fixing this sum, particularly in view of the fact that the suppression of item 30 of the Budget had released a sum of 50,000 francs, but it asked that this work should continue to be autonomous, and that its finances should be conducted in accordance with Article 6 of the Financial Regulations of the League:

“ All organisations of the League, autonomous and non-autonomous, and all temporary organisations hereafter created under the auspices of the League, whether their expenditure is or is not, in whole or in part, met out of the votes of the Assembly, shall comply with these regulations and with every decision of the Assembly governing financial and budgetary administration. ”

Dr. NANSEN (Norway) recalled that he had agreed to assume the responsibility for the refugee work on the understanding that his mission would not last for long. When, some years ago, he had wished to resign from his post, it had been proposed that the responsibility for the work should be entrusted to the International Labour Office, on the condition that the High Commissioner would continue to lend his collaboration, particularly when political questions arose.

The Governing Body of the Labour Office had, however, decided to give up this work, and the whole responsibility had therefore again fallen upon his own shoulders. He had not been able to accept this responsibility, but he had agreed to collaborate in the work with an Advisory Committee of Government representatives. It was this Committee that had recommended that a refugee service should be incorporated in the Secretariat.

The Supervisory Commission proposed, on the other hand, that the service should continue to be autonomous. If this system were adopted, he would ask the League to appoint someone else to take his place. An autonomous refugee service should, moreover, be placed on more or less the same footing as the Secretariat or the International Labour Office. The position of such an organisation would therefore be obscure. Further, autonomy would entail increased expenditure.

The real solution would be to incorporate the refugee service in the Secretariat in whatever way the competent authorities thought best. The question was not so complicated as it might appear, for the responsibility of those in charge of the work was not very great. The system of incorporation would alone guarantee satisfactory conditions of work.

M. RAPPARD (Switzerland) thought that the Fourth Committee had never yet been called upon to take so difficult a decision as this one. M. Réveillaud's criticisms were certainly very disturbing, and no definite reply had been made to them. The Committee could not, however, on this account alone, allow the work to go to pieces, as might well happen if Dr. Nansen resigned.

Would it not be possible, for instance, to withdraw this item from the League's Budget and to incorporate it in the next Budget? He was quite aware of the strong objections which might be raised against the conception of an annexed budget. This particular work was, however, temporary and was supported by taxes, loans and so forth. It could not legitimately be included in the scope of an ordinary budget. Personally he would do his utmost to preserve a work of this kind, the suppression of which would be unthinkable. Nevertheless, the possible financial loss should be reduced to a minimum.

The CHAIRMAN entirely associated himself with what M. Rappard had said. He paid a tribute to the admirable work Dr. Nansen had done. Anyone who scanned the records of the Assembly, from the first session onward, would find Dr. Nansen's name on every page. There could be no question therefore of suppressing his work. It would, however, be difficult to reach a solution on so complicated a question at a plenary meeting. He proposed therefore that this question should be referred to a sub-committee, which might be composed as follows:

M. BOTELLA (Spain);  
M. MOLLOFF (Bulgaria), *Chairman*;  
Dr. NANSEN (Norway);  
M. RAPPARD (Switzerland);  
M. RÉVEILLAUD (France);  
Sir Granville de Laune RYRIE (Australia).

M. CAVAZZONI (Italy) said that he would have preferred that the question should be solved at the present meeting. He was prepared to agree, however, to the Chairman's proposal. He wished to state that the Italian delegation entirely agreed with M. Réveillaud. It was not for the Fourth Committee to pay to Dr. Nansen's work the tribute which it deserved. That Committee was confronted by a question of organisation and of financial supervision. It was occasionally its duty to be hard-hearted.

M. RAPHAEL (Greece) thought that, since the Sixth Committee had adopted Dr. Nansen's proposal, it would be well to set up a mixed committee, consisting of the members suggested by the Chairman and a delegation of the Sixth Committee.

M. SLAVÍK (Czechoslovakia) said that each committee had its own duties to fulfil. The first duty of the Fourth Committee was to maintain order in the management of the League's finances. Accordingly, whether the question was solved by a sub-committee of the Fourth Committee or by a mixed committee, he would beg those who would be called upon to take a decision to observe two guiding principles. In the first place, the decision should neither hamper the rights nor detract from the responsibility of the Secretary-General in the choice of his staff, and, secondly, it should not occasion any confusion in the Budget.

The CHAIRMAN, in reply to M. Raphael, pointed out that, since Dr. Nansen would be a member of the sub-committee, that committee would in any case be a mixed one.

M. CAVAZZONI (Italy) said that mixed committees had to be appointed when there was a divergence of view between two committees and it was necessary to reach a compromise. The Fourth Committee had not yet, however, stated its views. When the report of its sub-committee had been submitted to the Fourth Committee, and the Committee had taken a decision, the constitution of a mixed committee of the Fourth and Sixth Committees might then be contemplated should this step be necessary.

M. RAPHAEL (Greece) agreed with M. Cavazzoni on this point.

M. RAPPARD (Switzerland) proposed that Mrs. Hamilton should be permitted to attend the meetings of the sub-committee as an observer, without, however, being entitled to a vote.

Mrs. HAMILTON (British Empire) thanked Professor Rappard for his proposal. She recalled that the Sixth Committee had supported Dr. Nansen's views for two reasons. In the first place, the Assembly had, on several occasions and particularly in 1927, assumed responsibility for the Erivan undertaking. This was a fact that the Supervisory Commission had not taken sufficiently into account. Secondly, the opinion of the Advisory Committee that the incorporation of the refugee service in the Secretariat was not only desirable but necessary had been reached after a thorough study of the question.

Baron RHEINBABEN (Germany) wondered whether it was desirable to refer the question to a sub-committee. It was to be feared that such a sub-committee might consist exclusively of advocates of one or the other solution. In any case, the German delegation supported Dr. Nansen's proposal.

M. SLAVÍK (Czechoslovakia) thought that the sub-committee should endeavour to discover a solution which would take into account both the humanitarian point of view of the Sixth Committee and the administrative considerations of the Fourth Committee. The whole question might, if necessary, be taken up again by the Fourth Committee. The sub-committee should not therefore consist of advocates of any particular proposal, but of members who were very well acquainted both with Dr. Nansen's work and with the administrative and budgetary responsibility of the Fourth Committee.

The CHAIRMAN associated himself with M. Slavik's observations.

*The proposal of the Chairman was adopted.*

63. **Chapter VI, Item 33: Furniture and Equipment (80,000 gold francs).**

The SECRETARY-GENERAL said that the figure of 80,000 francs was only provisional. It would probably be decreased when the final Budget estimates were drawn up.

*Item 33 was adopted, subject to presentation of a report by the Supervisory Commission.*

64. **Chapter VI, Item 34: Library (103,000 gold francs).**

M. RAPPARD (Switzerland) thanked the Secretary-General and the Librarian for the facilities given by the Library to those engaged in scientific and technical research work.

M. HAMBRO (Norway) recognised that the Library was very useful. He suggested that an Anglo-Indian dictionary and dictionaries of some important Indian and Central Asiatic Languages should be added to it: there was no Sanskrit or Pali or Urdu or Bengali dictionary.

The SECRETARY-GENERAL said that he would endeavour to improve this section of the Library. He would point out, however, that there were 202 languages in India and 1,500 dialects.

M. HAMBRO (Norway) said that dictionaries of only a few of these languages had been published. In any case, however, the Indian delegation, which had perhaps a greater number of members than any other delegation, should be able to find an Anglo-Indian dictionary in the Library.

*Item 34 was adopted.*

65. **Annex 2: Eastern Bureau of the International Health Organisation.**

*Annex 2 was adopted.*

66. **Budget of the International Labour Organisation for 1930 (See document A.4(a).1929): General Discussion.**

M. Albert THOMAS, Director of the International Labour Office, pointed out that the increase in expenditure (229,038 francs) was chiefly due to unavoidable expenses (Application of the Staff Regulations, Provident Fund, upkeep of the building). There was, moreover, one outgoing of an exceptional character—the contribution of the International Labour Office to the Conference Organised by the South African Chamber of Mines, for which a non-renewable credit of 25,000 francs had been provided.

The principle laid down by the last Assembly with regard to stabilisation of the budget had, therefore, been followed. No new items had been included in the budget.

The increase in expenditure was, moreover, partly set off by an increase of revenue (138,000 francs). Further, account should be taken of Brazil's contribution for the second half of 1928, which amounted to approximately 124,000 francs. Although Brazil had withdrawn from the League, it continued to support the International Labour Organisation and had contributed towards the expenses of the Organisation.

The SECRETARY-GENERAL said that, while the budget of the International Labour Office did not fall within his province, there was one question that was raised in this budget on which he felt bound to make a short declaration to the Committee, in view of the fact that the International Labour Office was, according to Article 392 of the Peace Treaty, part of the Organisation of the League. The receipts as appropriations in aid which appeared in the budget of the International Labour Office included a sum of 124,662 gold francs, which was declared to be the contribution of Brazil to the Organisation. He trusted that, when the Fourth Committee gratefully accepted that contribution, as he felt sure it would accept it, it would be on the understanding that its action in so doing in no way prejudiced any constitutional questions arising under the Treaty provisions which had established the Labour Organisation. In the present circumstances, the question of the precise legal situation with regard to the continuance of Brazil's membership of the Labour Organisation could be considered as being of so theoretical a character that there did not seem to be any need to endeavour to solve it. Circumstances might arise, however, which would make a solution of the constitutional point involved highly desirable, and it would, to his mind, be unfortunate if arguments could be drawn in favour of any particular thesis from the action of the Fourth Committee and of the Assembly in the present case.

M. Albert THOMAS, Director of the International Labour Office, said that he quite understood the reasons why the Secretary-General had wished to make this statement which was based upon Article 392 of the Peace Treaty. The Committee would doubtless understand the reservation which he wished to make in his turn, in order to safeguard the constitutional rules which had been laid down for the International Labour Organisation in Part XIII of the Peace Treaty, and for the observance of which the Governing Body and the Director of the Office were responsible.



The Secretary-General had stated that in his opinion acceptance by the Fourth Committee and by the Assembly of the contribution of 124,662 gold francs, which Brazil had offered to the budget of the Labour Organisation, should not prejudice the solution of any constitutional problem which might be raised in this connection.

He agreed that it would be incorrect to attribute any theoretical or absolute value to the incorporation of the Brazilian contribution in the budget of the Labour Organisation. The Secretary-General's reservation could not, however, constitute at some future date an argument against the legal consequences of the positive fact that this contribution had been paid. In any case it could not affect the rights of Brazil and the obligations that it had assumed in virtue of its participation in the International Labour Organisation.

The CHAIRMAN noted that these two statements, which might at first sight have appeared contradictory, were concordant.

M. HAMBRO (Norway) was glad that the Secretary-General had raised this question, for, had he not done so, he would himself have been obliged to make reservations with regard to it later. The question was of some importance, and the time might come when certain of its legal consequences would have to be examined.

M. RAPPARD (Switzerland) noted that the discussions of the Fourth Committee during the Assembly's last session had produced results, since stabilisation of the Labour Organisation's budget had been secured.

Without wishing to imply any criticism, he wished to put two questions to the Director of the Labour Office. How many of the seventeen new posts that had been created in the preceding year had now been filled? Secondly, why was the Brazilian contribution for the second part of 1928 regarded as an appropriation in aid for 1930? Had not this contribution already been paid in?

M. HAMBRO (Norway) said that he would be glad to hear the reply of the Director of the Labour Office to Professor Rappard's questions. In particular, if the list of new appointments were compared with that of the posts created in the preceding year, it would be realised that those members of the Committee who had expressed their doubts at the last session in regard to the need of creating these posts had been right in their contention.

There was another question which he wished to ask the Director. He had heard it stated that a member of the Labour Office staff had, while on leave, stood as a candidate in the Parliamentary elections in his country and had been elected, after which he had returned to Geneva and had tendered his resignation. Was this statement true? If so, he would revert to this question later.

M. Albert THOMAS, Director of the International Labour Office, noted M. Rappard's statement with regard to the consequences of the discussions of the preceding year on the stabilisation of the budget. Without wishing to say anything that would detract from the Committee's feelings of satisfaction on this point, he thought it his duty to warn the Committee that the maximum limit of reductions had been reached. There were two points to which he would call attention. In the first place the Indian representative on the Governing Body, Sir Atul Chatterjee, had proposed a scheme to the Governing Body and to the Supervisory Commission, in accordance with which the budget would be voted for a period of five years, provision being made for a regular and automatic annual increase. Sir Atul Chatterjee had even contemplated the possibility of providing for the employment of credits which had been saved in the course of one of these five years. Such a system was worthy of consideration. Secondly, the 1929 International Labour Conference had unanimously adopted the following resolution submitted by M. Jouhaux:

"The Conference trusts that the Governing Body, while continuing to exercise careful supervision of the finances of the Organisation, will not adopt an attitude of restrictive economy which will tend to hamper or limit the progressive development of its work;

"And that it will accordingly impress upon the Governments of the Members of the Organisation the value of the results which have already been achieved since its foundation and the importance of fostering its further development by placing the funds necessary for that purpose freely at its disposal . . ."

He hoped that several Governments would be ready to grant these funds of their own accord. The development of the International Labour Organisation should not be placed in the "straight-waistcoat" of which M. de Vasconcellos had spoken in the previous year.

In reply to M. Rappard, he stated that only three of the posts that had been created at the last session remained unfilled. It had been difficult to obtain a competent actuary, under the system of international candidature, and a competent statistician in a given country. In the third case it had been necessary to hold a competitive examination in a remote country, Colombia. The steps that had been taken to provide for these three posts were being continued, but no result had yet been secured.

M. Hambro had raised the difficult question whether an official in the Labour Office might stand as a candidate in Parliamentary elections in his own country without having first tendered his resignation. In the absence of any definite League regulations on this point, M. Albert Thomas had referred to the practice followed in certain countries, particularly in France and Germany. In these countries such permission was granted, at any rate, to a large number of officials, although it might not be granted to officials in positions of authority. Mr. Sanders had gone to London in the circumstances that the Norwegian delegate had stated, had been elected, had returned to Geneva and had tendered his resignation. This practice was quite in conformity with the legal provisions of the countries to which he had referred.

M. HAMBRO (Norway) pointed out that only five appointments were indicated in the list of new appointments that had been distributed. It was, therefore, to be hoped that this list would be more complete in the future in order that M. Thomas' verbal information might be in agreement with the documents.

He then reverted to the question that had been raised by the case of Mr. Sanders. The principle to which M. Albert Thomas had just referred was contrary to the international character which could legitimately be required of officials of the Secretariat and of the Labour Office. There was no analogy between such officials and the officials of national civil services. If a League official wished to play a part in his country's politics, he should in the first place tender his resignation. Although this principle was not expressly stated in the Regulations, there could at any rate be no doubt that it was a consequence of the fundamental principles on which those Regulations had been based. Some years ago, an official of the Secretariat had wished to take part in an election and to reserve his appointment in case he should fail, but this permission had not been granted him. What would happen if one official were to stand as a candidate for the Labour Party, another for the Conservative Party and a third for the Liberal Party? The staff of the Secretariat and the Labour Office would no longer be an international body of men chosen for their ability, but would become an international political circus.

Moreover, the prohibition for members of the staff to participate in political affairs did not apply to the subordinate staff alone but also to the heads of the Secretariat, the Labour Office and the Permanent Court. For instance, the Director of the Labour Office had recently been present at a banquet which his own political party had given in Paris. A speech which he had delivered on that occasion had been reported in *Le Populaire* of July 1st, 1929. He had expressed three hopes in that speech, hopes which were doubtless personal, but which the Director of the Labour Office should not have expressed in public. M. Thomas had said that it was his hope that the French Socialist Party would shortly come into power in his country, that the Socialist parties of other European countries would soon come into power, and that the International Socialist Organisation would endeavour to make use of the Secretariat of the League and of the Labour Office.

Could it be imagined, for instance, that the Secretary-General, speaking at a banquet at the National Liberal Club in England, might express the hope that the Liberal Party might come to power in England and elsewhere? Or could it be imagined that M. Hammarskjöld might express the hope at a Conservative celebration in Sweden that the Conservative Party would secure power in Sweden and in other countries, and would make use of the Secretariat and the Labour Office? If M. Thomas' words had been misreported, corrections should have been sent to the newspaper in question.

When the Staff Regulations were revised, it should be made clear that the impartiality required from the members of the staff, and the prohibition from participating in the home politics of their countries which was imposed on them, should also apply to the heads of the Secretariat, the Permanent Court and the Labour Office.

Mr. DALTON (British Empire), without wishing to prejudice the manner in which the question of principle would be settled for the Staff Regulations, noted M. Hambro's statement that there was nothing in the Staff Regulations as at present drafted which directly precluded Mr. Sanders from the right to stand for the English Parliamentary elections. It should not be said, therefore, that Mr. Sanders had acted improperly in requesting permission to do so, or M. Thomas in granting it to him.

It was, moreover, desirable that Parliaments should include members who had personal experience of the work of the institutions at Geneva and particularly of the Labour Office. From this point of view, Mr. Sanders would be able to render very valuable service in the British Parliament. He recognised, however, that possibly when the Staff Regulations were under examination it might be worth while considering whether it was necessary to make some modifications with regard to this point in order to render such a candidature impossible in the future.

He then defined the attitude of the British Government to the Labour Office. That Government intended to give the Office its firm support. It had already given an indication of the importance that it attached to the work of the Office by proposing that the urgent work relating to the International Conference on Coal, which was to be held in the following year, should be entrusted to it. The British delegation would not, of course, vote indiscriminately for any request for further credits for which M. Thomas might ask, without thoroughly examining those credits. It would, however, only take into consideration the merits of his proposals, without showing any predetermined intention to cut down expenditure wherever possible. In the case of the present budget, the British Government would support that budget as presented by the Governing Body, and would examine any requests for supplementary credits in the spirit that he had stated.

Count DE PENHA GARCIA (Portugal) thanked M. Thomas for having stabilised his budget. He agreed with M. Hambro that a League official should not take any part in politics without having first tendered his resignation. If there was no definite regulation in this connection, such a regulation should be made.

M. Albert THOMAS, Director of the International Labour Office, said that the list of new appointments had been distributed at a time when four of the posts that had since been filled were still vacant. Further, posts on a lower grade than that of auxiliary Members of Sections were not included in the list in question. It was on this account that the list was incomplete.

He was prepared to reply to M. Hambro's observations with regard to his own case. He would not dispute the question of competence, but he thought that it would be well to point out that it was the Governing Body of the Labour Office, which in virtue of the Peace Treaty, issued

instructions to the Director of the Office and controlled him. Hitherto he had never received any criticism from the Governing Body.

It was true that he had been present at a banquet of the Socialist Party in Paris. He had never endeavoured to conceal the fact that he was still a Socialist. Although he had not taken part in the political affairs of the French Socialist Party for some years, he had attended celebrations which that Party had organised. At the banquet in Paris he had expressed the wish that the Socialist Party might one day come to power in France, that the events which had brought the Labour Party into power in Great Britain might also come to pass in other countries and finally, although this wish might have been misreported in *Le Populaire*, that the Socialists might make use of the Geneva organisation. He had even recalled the fact that a representative at the second International Conference had once reported at Geneva that the working class was in favour of an active policy of disarmament.

This was a speech that M. Thomas made everywhere at meetings of Christian societies, at the "semaines sociales" in France, at employers' celebrations, and so forth. He had regarded it as his duty to engage in propaganda on behalf of the League and in particular of the International Labour Organisation before the Pope and before the Devil alike. Should he abstain from such propaganda at a meeting of his own party? Moreover, although M. Hambro had reproached him with having spoken in favour of a particular party, French Socialists had asserted in *Le Populaire* that he was betraying his party by engaging in this propaganda.

It has been with the full knowledge of his Governing Body that he had, for many years, preached the necessity of every political party assisting the League. If he were directed to cease such propaganda, he would, as he had always done, defer to the instructions of the Fourth Committee. It would, however, then be necessary to lay down definite regulations and to point out that the former regulations had been modified. When he had been appointed Director of the Labour Office, he had been a Socialist Deputy and, although he had remained one for two years, no criticism of this kind had been made.

The real fact of the matter was that the Governing Body had thought it desirable to allow its officials a certain amount of latitude and to trust to some extent to their tact. In all his actions during the last ten years he was sure that he had never committed a fault for which he could be blamed. He had engaged in propaganda for the League and for the Labour Office which the Governing Body had approved and for which the International Labour Conference had thanked him each year.

M. HAMBRO (Norway) said that he was content to draw the attention of the Fourth Committee and of M. Thomas to the facts he had mentioned. M. Thomas would certainly appreciate the difference between engaging in propaganda for the League and engaging in propaganda for a political party. To borrow M. Thomas' own metaphor, he feared that if, when visiting Hell, he had proposed the toast of the Devil, wishing him success in every direction, this might perhaps lessen his influence when he went to Rome to extend the same wishes to the Pope.

The CHAIRMAN said that general discussion on the budget of the International Labour Office was closed.

67. **Detailed Examination of the Budgetary Estimates of the International Labour Organisation for the Twelfth Financial Period (1930): Section 1, Ordinary Expenditure: Chapter I. — Sessions of the Conference and of the Governing Body, Item 1: Sessions of the Conference (412,000 Swiss francs).**

M. DUZMANS (Latvia) read the note on Schedule A:

"The estimates are for two non-consecutive sessions of the Conference. The amounts provided for the second Conference, however, are reserved until the month of October, when the Governing Body will decide whether there shall be one or two Conferences in 1930 and if the Conferences shall or shall not be consecutive."

Hitherto the International Labour Conferences had been dealing solely with the regulation of conditions of work. The time had come—and distinguished persons within the Labour Organisation had already asked that this should be done—to take up henceforth problems of labour jurisdiction and to settle internationally the written law relating to social and labour conditions. It would be all the more natural to enter this field, as there was already a considerable number of conventions regulating conditions of work. The report of the Director of the International Labour Office showed that the ratifications of these Conventions was not coming in as quickly as was desired. The Governments should be given time to digest Conventions of this kind.

Latvia, which had ratified almost all the Labour Conventions and came third among the thirty-one ratifying States, was far from thinking that sufficient had been done for the protection of labour. The question, however, might be taken up after some attention had been given to the question of labour jurisdiction.

The Latvian delegation approved of the convening of two non-consecutive Conferences in the same year, on condition that they did not both deal exclusively with conventions on conditions of work. If one of the Conferences dealt with labour jurisdiction, the Latvian delegation would be satisfied.

Finally, it would not be a bad thing to consider a third field of action for the International Labour Organisation. There should be a proclamation, in accordance with an international scheme, not only of the rights but also of the duties of the workers. Hitherto only the rights of labour had been the subject of international regulation. The Director of the Labour Office in

his report to the two Labour Conferences introduced an interesting chapter on the general rights of workers. These rights constituted an impressive code and were entirely appropriate. There could, however, be no rights without duties. It would not be a bad thing, for the better education of the working classes, to introduce a new chapter entitled "The General Duties of Workers". The International Labour Conferences might undertake work to correspond with this chapter in the form of conventions which would settle the duties of workers.

As regarded the procedure followed by International Labour Conferences, he regretted that the two groups representing the employers and workers voted as a compact mass and without any collaboration before voting. It was impossible to know what a worker or employer thought upon a particular question. Individual responsibility was thus absorbed by collective organisation. There was no true collaboration of interests in the International Labour Conferences, and the object which the labour charter appeared to have in view was not in this matter achieved. This question, however, went beyond the strict province of the present Committee. It was not, however, altogether useless to refer to it.

M. Albert THOMAS, Director of the International Labour Office, said that he would not discuss the theoretical point which M. Duzmans had raised. He recalled that he had informed the Committee in the preceding year of the weighty reasons on account of which the Governing Body had recommended that the two Labour Conferences should be separated. The same reasons still held good. The Governing Body had, however, reserved its right to enquire into the question whether it would be necessary to hold two separate conferences in 1931. If only a single conference were held—and this might possibly be the case—the International Labour Office would come before the Fourth Committee in the following year with an unemployed credit.

M. DUZMANS (Latvia) said that the question of labour jurisdiction and the question of the duties of workers could never be treated as matters of theory, as M. Albert Thomas had seemed to assume. One could not avoid the questions in that way. They had a practical interest of the highest importance. When the question of labour jurisdiction had been settled internationally, there would, as a result, be a decrease in the warfare between the classes which would give way to a more harmonious co-operation in the complex economic post-war life of the world. M. Brauns, Chairman of the last Labour Conferences, had in an opening speech referred to the necessity of studying the question of labour jurisdiction upon an international basis. When the Fourth Committee of the Assembly of the League of Nations was asked to vote credits for the International Labour Organisation, it was its right and duty to take an interest in what the International Labour Conferences accomplished and to express its opinion.

Perhaps the question of the collaboration between the various groups at the Conferences was not a question within the province of the Fourth Committee. All the other questions, however, were entirely relevant, and he must insist upon that view.

*Item 1 was adopted.*

68. **Chapter I, Item 2: Sessions of the Governing Body** (106,600 Swiss francs).

*Item 2 was adopted.*

69. **Chapter I, Item 2a: Unforeseen Expenses relating to the Governing Body and the Conferences** (8,000 Swiss francs).

*Item 2a was adopted.*

70. **Chapter II. — General Services of the International Labour Office, Item 3: Salaries** (5,776,350 Swiss francs).

*Item 3 was adopted.*

71. **Chapter II, Item 4: Travelling Expenses of Officials** (234,500 Swiss francs).

*Item 4 was adopted.*

72. **Chapter II, Item 5: Entertainment Allowances** (85,000 Swiss francs).

*Item 5 was adopted.*

73. **Chapter II, Item 6: Property Account (Maintenance of Geneva Office)** (160,000 Swiss francs).

*Item 6 was adopted.*

74. **Chapter II, Item 7: Printing** (485,000 Swiss francs).

*Item 7 was adopted.*

75. Chapter II, Item 8: General Office Expenses (255,000 Swiss francs).

*Item 8 was adopted.*

76. Chapter II, Item 9: Special Staff Charges (84,300 Swiss francs).

*Item 9 was adopted.*

77. Chapter II, Item 10: Unpaid Liabilities Fund (Nil).

78. Chapter II, Item 11: Supervision of Revenue and Expenditure (15,333 Swiss francs).

*Item 11 was adopted.*

79. Chapter II, Item 12: Enquiries and Investigations (193,800 Swiss francs).

*Item 12 was adopted.*

80. Chapter II, Item 13: Commissions (125,000 Swiss francs).

*Item 13 was adopted.*

81. Chapter II, Item 14: Correspondents' Offices (597,128 Swiss francs).

*Item 14 was adopted.*

82. Chapter II, Item 15: Unforeseen Expenditure (Chapter II) (100,000 Swiss francs).

*Item 15 was adopted.*

83. Chapter IIa. — Extraordinary and Temporary Expenditure: Work on behalf of Refugees (Nil).

84. Chapter III, Item 16: Profit and Loss on Exchange.

*Item 16 was adopted.*

85. Chapter IV. — Buildings, Permanent Equipment, etc., Item 17: Furniture, Fittings and Additional Equipment (16,000 Swiss francs).

*Item 17 was adopted.*

86. Chapter IV, Item 18: Typewriters, Calculating Machines, Duplicators and Dictaphones (19,000 Swiss francs).

*Item 18 was adopted.*

87. Chapter IV, Item 19: Library: Books, Cards, Periodicals, etc. (45,000 Swiss francs).

*Item 19 was adopted.*

88. Detailed Examination of the Budgetary Estimates of the Permanent Court of International Justice for the Twelfth Financial Period (1930) (See document A.4(b)1929).

M. HAMMARSKJÖLD, Registrar of the Permanent Court of International Justice, pointed out that the budget of the Court had not exceeded in any respect its normal limits. The increase in

the contemplated expenditure did not even entirely correspond to the normal increments in salaries. Nevertheless, the present year was probably the last in which the budget would remain within these limits, for the modifications made in the Court Statute by the present Assembly would, if they came into operation, entail an increase of expenditure which would be shown by an increase in the budget of the following financial period.

89. **Chapter I, Item 1: Sessions of the Court** (579,000 Dutch florins).

*Item 1 was adopted.*

90. **Chapter II, Item 2: General Services of the Court** (386,629.81 Dutch florins).

*Item 2 was adopted.*

91. **Chapter II, Item 3: Travelling Expenses of the Registrar and Officials of the Registry** (8,700 Dutch florins).

*Item 3 was adopted.*

92. **Chapter II, Item 3bis: Removal Expenses of Members of the Court** (1,000 Dutch florins).

*Item 3bis was adopted.*

93. **Chapter II, Item 4: Contribution to the Carnegie Foundation: (a) Repayment of the Expenditure contemplated in Article I of the Contract** (21,000 Dutch florins).

*Item 4(a) was adopted.*

94. **Chapter II, Item 4 (b): Supplementary Credit contemplated in Article VI of the Contract** (19,000 Dutch florins).

*Item 4(b) was adopted.*

M. HAMMARSKJÖLD, Registrar of the Permanent Court of International Justice, said that this question was pending before the Supervisory Commission. He asked the Committee to hold over its consideration of this item. The Secretary-General, who was responsible for the credit, had intimated his agreement.

*Item 4(b) was reserved.*

95. **Chapter II, Item 4 (c): Liquidation of Cost of Installation of New Premises for the Court** (10,000 Dutch florins).

*Item 4(c) was adopted.*

96. **Chapter II, Item 5: Administrative Expenses** (18,900 Dutch florins).

*Item 5 was adopted.*

97. **Chapter II, Item 6: Printing** (30,500 Dutch florins).

*Item 6 was adopted.*

98. **Chapter II, Item 7: Unpaid Liabilities** (3,000 Dutch florins).

*Item 7 was adopted.*

99. **Chapter III. — Cost of Administration of the Court's Funds, Item 8: Loss on Exchange** (5,000 Dutch florins).

*Item 8 was adopted.*

100. **Chapter III, Item 9: Bank Charges** (75 Dutch florins).

*Item 9 was adopted.*

101. Chapter IV, Item 10: Contribution towards the Constitution of a Fund to defray the Expenses resulting from the Pensions Regulations for the Personnel of the Court (10,000 Dutch florins).

*Item 10 was adopted.*

102. Chapter V. — Permanent Installations, etc., Item 11: Furniture and Installation of Additional Fittings (5,000 Dutch florins).

*Item 11 was adopted.*

103. Chapter V, Item 12: Library (500 Dutch florins).

M. RAPPARD (Switzerland) was surprised that this figure was such a low one.

M. HAMMARSKJÖLD, Registrar of the Permanent Court of International Justice, replied that this question was connected with Item 4-*bis*, which had been reserved.

*Item 12 was adopted.*

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## EIGHTH MEETING.

*Held on Thursday, September 19th, 1929, at 9.30 a.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

104. Organisation of the Secretariat: Report of the Sub-Committee.

M. BOTELLA (Spain), General Rapporteur, submitting the draft resolution of the Sub-Committee, recalled the three difficulties which had arisen in previous discussions regarding: (1) the question whether the Committee of Enquiry should be appointed by the Council or by the Assembly; (2) the terms of reference to be given to the Committee of Enquiry, and (3) the number of its members. The first of these three questions had been settled by the Fourth Committee itself. As to the second, although the Committee appeared to be unanimously in favour of a text which would not tie the hands of the members of the Committee of Enquiry, nevertheless several delegates had expressed the desire to bring a number of desiderata to the knowledge of the members of the proposed Committee. The Sub-Committee had thought it possible to satisfy these two tendencies by including, as a basis for the draft resolution which it was submitting, both the Italian and the British resolutions. The Committee of Enquiry would thus be called upon to examine these two draft resolutions. Finally, taking into account the views expressed in the discussions of the Fourth Committee, the Sub-Committee had decided to recommend that the Committee of Enquiry should consist of nine members.

M. RAPPARD (Switzerland) thought that the task of the members of the Committee of Enquiry should be not to represent the various shades of opinion which had been advanced but to study, in complete impartiality, the means for perfecting the present organisation. He adhered to his view that five members would suffice for this work.

M. VAN EYSINGA (Netherlands) accepted as it stood the compromise resolution submitted by the Sub-Committee, because it was difficult to make amendments in a proposal representing a compromise. He nevertheless shared M. Rappard's opinion and deplored the increase in the membership of the Committee of Enquiry to nine. As that increase, however, had been determined, or was about to be determined, he wondered whether it would not be well to include in the list to be submitted to the Assembly, for the nomination of the Committee of Enquiry, the name of an ex-official of the Secretariat, whose experience would be valuable, and that of a woman, in order to comply with the provisions of the Covenant which prescribed equality between the sexes in all institutions of the League.

M. DE MODZELEWSKI (Poland) referred to the possibility that the Committee of Enquiry might submit merely a revised text of the Staff Regulations as its report. He expressed the hope that, if that happened, the dissenting opinion or opinions would be indicated whenever a passage in the Staff Regulations had not been adopted unanimously.

M. CAVAZZONI (Italy) desired that the Minutes of the present meeting should clearly indicate, for the information of the Committee of Enquiry, that, while the Italian delegation shared M. van Eysinga's opinion concerning the number of the Committee, it was categorically opposed to the appointment of an ex-official of the League as a member. An ex-official of the League could only be a bad official who had been dismissed or an official who had accepted a post outside, or had taken up politics or literature, etc. In any way he did not see what contribution he could bring

to the work of the Committee of Enquiry. He would be acquainted with the past history of the Secretariat, but the subject of the Committee's discussions would be the Secretariat's future and this latter idea must be kept in mind in choosing the members.

The CHAIRMAN read a letter from the Australian delegate who was detained by other duties and who expressed the hope that the Fourth Committee would not lose sight of the proposal made by the Chairman at a previous meeting that a woman should be included in the list of members of the Committee of Enquiry.

Mr. DALTON (British Empire) thought that the compromise draft submitted by the Sub-Committee would command general assent. Although he did not like large committees, he had in the end yielded to the arguments of those who had proposed that the membership of the Committee of Enquiry should be increased to nine and he would resist any amendments on this point. He hoped that it would not be necessary to take a vote on the various proposals made regarding the composition of the Committee, since the General Committee of the Assembly, when drawing up a draft list of members, would certainly bear in mind the opinions which had been expressed in the Fourth Committee.

The nomination of the members of the Committee of Enquiry by the Council had been replaced by their nomination by the Assembly. The British Government was anxious to see the most democratic methods possible applied in all questions concerning the League. Some of these methods however required to be tested by experience. He hoped that the new method upon which the Fourth Committee had decided for nominating the members of the Committee of Enquiry would not lead to anything in the nature of log-rolling. He agreed further with M. Rappard that it was undesirable to go too far in seeking to secure the representation of the various tendencies on the Committee of Enquiry.

In order to dissipate a misunderstanding, he wished to say that in regard to the distribution of the posts in the Secretariat among the various countries, he had never put forward the idea that all the important posts should be reserved for the nationals of the small Powers. The British Government was of opinion, and he thought it necessary to repeat it, that all posts, even the highest should be open to promotion, but that in certain cases there might be excellent reasons for appointing from outside candidates who had special qualifications from the technical or diplomatic point of view. At the present times the fact that all the higher posts were occupied by nationals of the great Powers might cause a legitimate feeling of resentment among the small Powers. Any conflict between what might be termed the nationalism of the great Powers and the nationalism of the small Powers should be avoided.

The posts should be given to the most competent candidates, regardless of nationality.

The British Government in proposing its resolution had not been inspired by any lack of confidence in the higher staff of the Secretariat; far from it. He paid a tribute to the magnificent work which these officials had achieved and he wished to include in this tribute the higher officials of the International Labour Office. There was no intention in the British resolution of suggesting any change whatever in the present higher staff. The British Government's only desire was to have an exhaustive examination of the method to be followed for the renewal of posts which fell vacant in the future.

He had understood that the Hungarian delegate intended to make certain suggestions, but had not done so. He wished nevertheless to say himself that his Government would oppose any modification in the method of nomination of the higher officials of the Secretariat, so long as the Committee of Enquiry had not submitted its conclusions.

M. SLAVÍK (Czechoslovakia) thought that very grave questions going beyond the mere organisation of the Secretariat had been raised. An attempt was being made in the name of what was called a movement in the direction of democracy to bring about a kind of revolution in the constitution of the League. As the representative of a small country, he would be in favour of any movements towards democracy which were initiated in the League. It was only, however, by acting with great caution and tact that it would be possible, without incurring any danger, to direct the League's development on more democratic lines. It would certainly be regrettable if the League were to be regarded as an instrument of the great Powers against the smaller ones; but it would be no less regrettable if it were to become an instrument of the small Powers against the great.

M. RÉVEILLAUD (France) agreed with the proposal submitted by the Sub-Committee in order not to prevent its unanimous adoption. He must, however, state that, in the view of the French delegation, the constitutional rights of the Council in regard to the staff remained unaltered. While in financial matters the Assembly was alone competent to take decisions, in questions relating to the staff, on the other hand, competence was divided between the Assembly and the Council.

M. RAPPARD (Switzerland) noted that M. van Eysinga and M. Cavazzoni had also expressed their preference for a small Committee of five members. Mr. Dalton, for his part, had not stated the reasons for which he had yielded to the arguments of those who had proposed a Committee of nine members. The Committee would not be surprised, therefore, that he had reserved his views with regard to the number of members of the Committee of Enquiry. Except in so far as this particular question was concerned, he was glad to say that he fully agreed with all of Mr. Dalton's statements. He did not think that two contradictory tendencies, those of the great and those of the little Powers, existed in the League. The interests of both were too often identical for it to be possible to maintain the contrary. It had been said that a democracy of



States might be formed; but it was advisable not to allow oneself to be deceived by such expressions. A properly organised democracy meant that everyone possessed equal powers. It would be unjust, for example, if a Swiss were represented ten times as much as a Frenchman, which would be the case if Switzerland had the same share as France in the decisions of the League. It should be admitted that it would be equally unjust for fifty small nations, Members of the League, not to be represented by at least a number equal to the representation possessed by the five great Powers. He had already spoken of a gradual and partial demobilisation of the great Powers in the higher posts of the League.

M. DE HEVESY (Hungary) said that the League of Nations was less known to delegates who came to Geneva once a year at the time of the Assembly than to those who were permanent delegates of their Governments accredited to the League, and who were in constant touch with the Secretariat. He had for several years been permanent Hungarian delegate, and he would hasten to add that he was on excellent terms with the directors and members of the Secretariat.

To avoid any misunderstanding as to the purport of his declaration, he would express at once his great admiration for those who were in charge of the Secretariat and for the work which they were doing. He would not upon any point present any criticism aimed at any person in particular. His observations would deal solely with the organisation of the League of Nations.

He first desired to emphasise the cardinal importance of the Secretariat, which was a permanent institution as contrasted with the Assembly which met only once a year, and the Council which met only three times a year. He did not see, however, any objection to increasing the importance of the Secretariat provided that certain changes were made in its organisation and working.

In this connection he would emphasise the following fact. When a stenographer was appointed to the Secretariat a committee decided upon the appointment. When, however, political questions of the highest importance came before the Secretariat, there was no committee, at least no organically constituted committee, to deal with the case. There was a college of directors, but important confidential or delicate questions were not submitted to it.

Reference had been made to the influence of the great Powers in the Secretariat. There should not be in this institution any distinction in authority as between the great and the small Powers. The great and the small Powers should work in collaboration.

The organisation of the Secretariat was bad, and it was surprising that the amount of work which it did was relatively so considerable having regard to this defective organisation. He thought that the number of Under Secretaries-General should be increased by one or two, who would represent some forty countries which were not Members of the Council and whose nationals were nowhere represented in the Secretariat or did not occupy any important post. There should be also an Under Secretary-General who was a national of Spain or of a Latin-American country.

It was not merely sufficient, however, to have nationals within the Secretariat in order to exert a certain influence or to obtain information. The countries which had no high officials in the Secretariat were obliged to have permanent delegates at Geneva, and these delegates had the greatest difficulty in ascertaining what was passing within the Secretariat.

The principle was excellent that the members of the Secretariat should not receive any instructions from their Governments. No one, however, would believe that they did not inform the representatives of the countries of which they were nationals in regard to their work, or that they did not confide in their delegates and friends. Such conduct was in human nature, and it was difficult to imagine a member of the Secretariat informing the Ministry for Foreign Affairs of his country that he was unable to give it any information as he was bound by professional secrecy.

He next criticised the information issued by the Information Section. Some of this information was given at length, whereas considerable discretion was used in regard to other information. There was within the Secretariat a Political Section which dealt with information, and an Information Section which dealt with political matters. The words of speakers who addressed meetings of the League of Nations were not faithfully reproduced.

The tendency which had been noted to keep at a distance from international and pacific institutions the nationals of the countries which were precisely those that placed their hopes in the good and just working of such institutions was not likely to serve the ideal of peace and equity, but the contrary. It was necessary to receive such nationals with open arms.

He would suggest that, according to a system of rotation, every year one of the Under Secretaries-General should assume the office of the Secretary-General, just as in the Swiss Government every year in turn each of the Federal Councillors became President of the Confederation. The Swiss Constitution afforded an example of a stable and admirable administration. In this way each of the Under Secretaries-General would always show to his colleagues the respect which was due to them, as each of them might be called in the following year to assume the office of Secretary-General.

Autocracy was not a good thing in international institutions, nor was secret diplomacy. Let it always be remembered, moreover, that there existed overseas a country which it was essential to draw, if possible, within the orbit of the League of Nations and which very rightly detested the system of autocracy and secret diplomacy.

He was in no way desirous of making any attack upon the Secretary-General or the Deputy Secretary-General of the League of Nations, whom he admired as much as anybody.

This, however, was not a question of persons but of organisation and of facts.

In conclusion, he would state that the League of Nations must not be a League of certain nations. It was necessary that all desires, tendencies and hopes might be expressed within the League and any effort in this direction must be welcomed. It would be profoundly unjust for persons or countries to be able to feel that they were strangers within the League of Nations, whereas others might feel at home.

There would always be representatives of his country who were prepared to collaborate in improving international institutions, as it was only by putting these institutions upon a more general and just basis that firm hopes might be placed in their activities.

M. HOFFINGER (Austria) proposed that a very detailed account should appear in the Minutes of the Hungarian delegate's speech.

Mr. DALTON (British Empire) asked whether the Austrian delegate suggested that any special privilege should be extended to M. de Hevesy's observations. Was this delegate's speech to be reproduced *in extenso* whereas those of the other speakers only appeared in the Minutes in the form of a summary?

M. DE HEVESY (Hungary) did not wish to request that his speech should be recorded in the Minutes in its entirety. He hoped, however, that the meaning of his speech would not be distorted by the summary that was made of it.

M. CAVAZZONI (Italy) did not understand why this discussion had arisen. It was clearly understood that the Minutes should reproduce all observations faithfully. There was no point, therefore, in requesting that M. de Hevesy's speech should not be distorted in the Minutes.

M. HAMBRO (Norway) thought that the remark which the Italian delegate had just made was a very reasonable one. He did not think it necessary to record these speeches *in extenso* in the Minutes. If he were rightly informed, there was, in addition to the Minutes, a full, or nearly full, verbatim report which was kept in the archives of the Secretariat. This verbatim report should be transmitted to the Committee of Enquiry. Speakers should first be allowed, however, to read the statements attributed to them in order that they might correct these statements if necessary. To print a verbatim report of this debate would be useless.

The SECRETARY-GENERAL said that the verbatim report to which the Norwegian delegate had referred consisted of notes, more or less exact, which were taken by shorthand-writers who had not any special knowledge of the questions under discussion. These notes were for the use of the Minute-writers. He did not think, therefore, that these verbatim reports could be employed by the Committee of Enquiry. It would certainly be better for that Committee to work on the basis of the Minutes of the Fourth Committee.

M. HAMBRO (Norway) said that he would not press this point. He had, however, been very much interested by the Secretary-General's explanations. It should be observed that it was desirable that all speeches should be summarised to the same extent, and that, when a speaker read a speech which he had prepared in writing, this speech should not be reproduced in the Minutes *in extenso*, whereas impromptu observations of other speakers were summarised according to the impression that the speech had made on the Minute-writer and his personal temperament.

The SECRETARY-GENERAL, in reply to M. de Hevesy's observations, said that as Secretary-General of the League, appointed under the Covenant, he felt himself responsible for the organisation of the Secretariat and for the appointment of all the staff, subject to the approval of the Council. He could not, therefore, either accept the facts alleged by the Hungarian representative nor his description of the Secretariat. He would not enter any further into the discussion on this matter. He would leave it to those who had an intimate knowledge of the Secretariat to form their own opinion on the points that had been raised in the hope that they would not share the views of the Hungarian delegate.

M. DE HEVESY (Hungary) desired to remove a possible misunderstanding. He would, in order clearly to express the substance of his idea, emphasise what he had said just now, namely, that he did not believe it possible to find in any country, among the persons who were at the head of the various Governments, anyone more worthy of respect than the Secretary-General and his immediate colleagues. As evidence of his appreciation of this fact, he would ask the Secretary-General never to allow himself to be discouraged in his task which was sometimes an ungrateful one, and he would further define the proposal he had suggested as follows: As long as Sir Eric Drummond was at the head of the Secretariat, there should be no changes or modifications in its *organisation*. He would point out, however, that persons changed, but that institutions continued to exist. No one knew what the future would bring forth, and the institution must be organised upon a firm and solid basis. He must insist that his words were not only in no way intended as a direct or indirect attack on the Secretary-General, the Deputy Secretary-General, or the Under Secretaries-General, but that he desired to pay them a sincere and cordial tribute.

The SECRETARY-GENERAL thanked the Hungarian delegate for these words. He assured him that he very strongly desired to place the Secretariat on a firm and permanent basis, in order that all the Members of the League might find in it as efficient an instrument as possible.

*The draft resolution submitted by the Sub-Committee was unanimously adopted after certain drafting modifications in the following form:*

“ Whereas the British Government has formulated the following draft resolution:

“ ‘ The Assembly,

“ ‘ Recalling the resolution adopted by it on September 26th, 1928, directing that an enquiry should be made as to what steps—in particular, amendments to the Staff

Regulations—could be taken to ensure, in the future as in the past, the best possible administrative results,

“ ‘ Decides that this enquiry shall be entrusted to a Special Commission of five members, of whom two shall be members of the Supervisory Commission;

“ ‘ Adopts the following principles and decides that they shall form the basis of the recommendations of the Special Commission:

“ ‘ (1) The members of the staff of the League should, as far as possible have permanent employment and contracts of long duration.

“ ‘ (2) Throughout the whole of the Secretariat and of the International Labour Office, every post should be open to be filled by promotion from among the whole body of officials.

“ ‘ (3) The system of selection and recruitment, while taking full account of an equitable distribution of posts among the different nationalities, should be particularly stringent in order to ensure that the officials who become members of this permanent international civil service should have the character, the ability and the training which are required.

“ ‘ (4) All questions relating to the personnel should be the special concern of an administrative official who would assist the Secretary-General or the Director of the International Labour Office in dealing with such matters.

“ ‘ (5) A system of adequate pensions should be introduced.

“ ‘ Invites the Council to select and appoint the members of this Commission at the earliest possible date in order that its report may be made in time for consideration by the Assembly at its eleventh session. ’

“ And whereas the Italian Government has presented a further draft resolution as follows:

“ ‘ The Assembly,

“ ‘ Referring to the resolution adopted on September 26th, 1928, asking that an enquiry should be made into the most suitable steps to ensure, in the future as in the past, the best possible administrative results,

“ ‘ Decides that a Committee of five members, including two members of the Supervisory Commission, shall be appointed to conduct this enquiry. The Committee will consider the results of the application of the principles adopted by the Second Assembly on the basis of the Noblemaire Committee’s report. It will consider all matters connected with the organisation and duties of the Secretariat and the selection and terms of engagement of the staff, and any other material that may help the Assembly to gain a full knowledge of the question before taking a decision. The Committee will be entirely free to obtain such information as it may think useful and to propose such steps as it may consider most appropriate.

“ ‘ The Assembly requests the Council to select and appoint the members of this Committee, which should be instructed to have its report ready in time for consideration by the next Assembly. ’

“ The Assembly, taking note of these two draft resolutions,

“ Decides that a Committee of Enquiry shall be constituted, consisting of nine members, two of whom shall be members of the Supervisory Commission, to be appointed by the Assembly to examine what steps could be taken to ensure, in the future as in the past, the best possible administrative results for the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice, and to prepare a report thereon in adequate time so that it may be submitted to the Governments for consideration before the next session of the Assembly.

“ For that purpose, the various draft resolutions proposed on the subject to the Fourth Committee and the Minutes of the said Committee shall be transmitted to the Committee of Enquiry. ”

The CHAIRMAN, in reply to a question by M. Hambro, recalled that Mr. Dalton had suggested that it should be left to the General Committee of the Assembly to present proposals with regard to the composition of the Committee of Enquiry.

M. HAMBRO (Norway) said that he looked at this matter in a different light. He did not wish that it should be possible to say, as a result of this course, that Mr. Dalton’s proposal had been unanimously adopted. He would revert to the question when the Rules of Procedure were under discussion in the First Committee.

*The Committee decided to request the General Committee to present proposals to the Assembly in connection with the composition of the Committee of Enquiry. It took note of M. Hambro’s reservation.*

**105. Distribution of the Minutes of the Advisory Committees: Draft Resolution submitted by M. van Eysinga (Netherlands).**

M. VAN EYSINGA (Netherlands) submitted the following draft resolution:

“ The Assembly requests the Council to authorise the Secretary-General to communicate the reports of Advisory Committees to all the Members of the League at the same time as they are communicated to the Members of the Council, except in the case where the Committee concerned is of the opinion that such transmission would be inexpedient. ”

He said that he had fully explained his draft resolution at a previous meeting. His object was to make it possible for the Members of the League, whether represented on the Council or not, to receive the records of the work of the Committees as soon as possible. It was only since the Netherlands Government had ceased to be a Member of the Council that it had perceived how slowly the Minutes of the Advisory Committees reached the Governments of the countries which were not Members of the Council. He thought that the term "Advisory Committees" was sufficiently wide to include all the Committees, and it was in order to make his resolution more elastic that he had inserted at the end a sentence to cover the possibility that the Advisory Committees might not desire their Minutes to be made public.

M. HAMBRO (Norway) heartily supported the proposal of the Netherlands delegate. In his opinion, it was necessary for the Secretary-General to form a small committee to examine the question of the Minutes and ways and means of printing the Minutes more rapidly. The delay in the printing of the Minutes was due principally to the fact that the members of the Committees took too much time in making their corrections. In the case, for instance, of the Minutes of the Opium Advisory Committee's twelfth session, corrections had been received up to May 15th, whereas the session had been concluded on February 2nd. This fact was of particular interest when it was remembered that the Minutes of the Opium Committee were alleged to furnish one of the most notorious examples of "doctored" Minutes in the history of the League.

He was not able to say how far this charge was correct, but in any case it had caused a certain sensation in the quarters concerned. He thought, moreover, that the explanations offered at a previous meeting by the Secretary-General proved that the present system called for revision. He then drew attention to the resolutions voted that year by the Federation of League of Nations Unions concerning the League's publications, urging a rapid and wide circulation of them, together with a thorough re-organisation of the competent service in the League with a view to expediting the printing of documents.

The Information Section had improved its publications. The financial returns obtained from them had immediately increased, but he believed that the League documents, and more particularly the Minutes, would have a better sale if they could be published before being submitted to the Council. The Council had decided in 1921 that the documents which it was to discuss should not be published before they had been submitted to it, and the publication of certain Minutes had thereby been delayed in some cases for as long as eleven months. That, for instance, had happened in 1927 in the case of the Minutes of the Mandates Commission. The evil, therefore, was due to the decision taken by the Council in 1921, and he believed that it would be easy for the Assembly, in the exercise of its sovereign powers, to improve the situation.

The Secretary-General had stated that the verbatim records of the Committees were not prepared by stenographers with expert knowledge of the questions discussed, but consisted merely of rudimentary notes which could not be decently presented to the members of the Committees. That seemed to him a bad state of affairs. Other methods should be sought for the preparation of the Minutes and it should in particular be ascertained whether it would not be more advantageous for the Secretariat to have a staff of expert stenographers who had been trained in reporting parliamentary debates. He did not think that a service of that kind would, in the long run, cost much more than the present service. His suggestion would in any case afford an opportunity of considering in detail the methods used at present for the preparation of the Minutes. Certain technical improvements made in recent years made it possible for excellent records to be prepared cheaply. It would perhaps be valuable to consider the use of phonographs. It would be difficult for speakers to question the fidelity of phonographic records. Furthermore, the records would provide a sure basis for the drafting of verbatim or more or less summary records, according to the circumstances. It had been said that this was a question of men and money, but he did not think it was only that. In his opinion, the Secretary-General should, with the assistance of a small committee, study the question with a view to submitting a report to the Fourth Committee at the next Assembly. As to the members of the Committees, they should be allowed a time-limit within which to send in their corrections, after which time-limit no further corrections would be allowed. If the text of a speech had not been revised by the speaker, the fact might be mentioned in a footnote. No member of any Committee should be allowed to obstruct the publication of the Minutes of that Committee merely because after the close of the session, he wished to ask the competent officials of his Government what he ought to have said. The system which he proposed would facilitate the work of the Secretariat, the sale of documents would increase, and everything would be carried out in a more dignified manner. There was no necessity for the Assembly to adopt a resolution on the point. The Chairman of the Committee concerned could, with the assistance of the Secretariat, take the necessary steps. It was time for the League to adopt modern commercial and parliamentary methods and to abandon those which had been held in honour at the Congress of Vienna.

M. DUZMANS (Latvia) laid special stress on the fact that it was essential for the delegates who were appointed to represent their countries at the Assembly to receive in due time—that was to say at least six months before the opening of the Assembly session—the records of the previous session without which it was impossible to prepare for the Assembly following. They must, too, receive, without delay, the documents which had appeared in the interval. Their preparatory work depended entirely on this. The Secretary-General would certainly take into account these observations without it being necessary to vote a resolution on the subject.

He then pointed out the necessity of the Secretary-General calling the attention of the Committees themselves to the present resolution in order to obviate any difficulties of execution. Some person or body could be made responsible for carrying out the resolution once the Committee had separated—a person or body which would decide whether particular documents should be sent to all the Members of the League or only to Members of the Council. The matter might be solved in two ways; either by a decision taken by the Committee in advance during the session, or by requesting the Chairman of the Committee to take steps for the necessary measures in the interval between the sessions. In the first case it must be supposed that the experts who habitually sat on such Committees would be acquainted with the resolution adopted by the Assembly, but this was not always the case. The resolutions of the Assembly of the League of Nations, whose name was legion, were not read throughout the world or studied with close attention. He was sure that the Secretariat would lend its assistance and its very competent good offices. Evidently the Secretary-General knew what was necessary better than anybody. It was not, however, altogether useless to investigate the mechanical machinery of execution at the moment when such a resolution was being adopted.

The SECRETARY-GENERAL said that the question raised in the draft resolution under discussion went beyond his powers. Personally, he would be very happy if it were adopted and put into force, since it would make it possible to publish the Minutes of the Committees more speedily. He accepted M. Hambro's suggestion for the appointment of a small committee to examine the question of the Minutes, and said that the resolution proposed by M. van Eysinga, if adopted by the Fourth Committee, would be carried out in the spirit of M. Duzmans' suggestions.

Mr. DALTON (British Empire) supported M. van Eysinga's draft resolution and also expressed the wish that the Minutes of the League Committees should have a wider and earlier circulation.

He warned the Committee against such false economies as had been made in the past in regard to publications. He hoped that the question of the cost of printing and other similar questions would be studied thoroughly and that the competent services in the Secretariat would have the ingenuity to reduce to a minimum any additional cost involved in the printing of documents on the spot, and likewise the delays which resulted from their being sent to printers on the other side of the frontier.

M. CAVAZZONI (Italy) supported the proposal for the appointment of a committee to examine all the various questions which had been raised in the Fourth Committee in connection with publications. The publications of the League should be numerous and they should be distributed in due time. It was for that reason that the time-limit allowed to members of Committees for corrections in the Minutes should be short, and, once that time-limit had expired, no more corrections should be accepted.

He then proposed an amendment—which was accepted by M. van Eysinga—with the object of reducing to a minimum the cases in which the Minutes would not be placed on sale. He suggested that the sentence "except in the case where the Committee concerned is of the opinion that such transmission would be inexpedient" should be replaced by the words "except in cases where the Committee concerned is opposed to such a course". In this way it would require a vote by the Committee concerned to decide that the Minutes of a session were not to be published.

M. VAN EYSINGA (Netherlands) said that, although his draft resolution referred strictly only to the Minutes of the Advisory Committees, he wished to associate himself with everything that had been said regarding the League's publications as a whole. He had as a matter of fact, already dealt with the question at a previous meeting.

*The draft resolution was adopted unanimously in the following form:*

"The Assembly requests the Council to authorise the Secretary-General to communicate the reports of Advisory Committees to the Members of the League at the same time as they are communicated to the Members of the Council, except in cases where the Committee concerned is opposed to such a course".

#### 106. **Future Organisation of the Services of the High Commissioner for Refugees: Report by the Sub-Committee.**

The SECRETARY read the following report, which had been submitted by the Sub-Committee:

"In examining the question of the future organisation of the services of the High Commissioner for Refugees, the Sub-Committee noted that the Advisory Committee for Refugees and the Supervisory Commission, whilst proposing different solutions, had the same end in view, namely: to carry through this organisation in such a way as to enable the High Commissioner's work to be terminated as speedily and satisfactorily as possible.

"The Sub-Committee discussed the two solutions proposed at great length. Both alternatives give rise to numerous administrative and financial questions, most of which call for exhaustive enquiries that could not be undertaken and completed during the present Assembly.

"For these reasons, the Sub-Committee proposes that the High Commissioner's central service should be placed for a period of one year, and as an experiment, under the administrative authority of the Secretary-General of the League of Nations. During this period all the financial obligations of the High Commissioner and the funds accruing from external sources will be administered and controlled by the competent organs of the League in accordance

with the Financial Regulations and the decisions of the Assembly, under conditions which will be subject to examination and approval by the Supervisory Commission. It is, moreover, understood that this temporary management will not affect the status of the personnel of the High Commissioner.

“ The Secretary-General will thus be in a position to consider the whole of the questions relating to this problem, to report to the next Assembly on the experience thus obtained, and to make proposals for the administration of the refugee organisation during the whole period in which it is being wound up.

“ The Secretary-General had no objection to the proposed arrangement, but he pointed out that the personnel thus incorporated in the Secretariat must be disregarded when reckoning the proportions of the different nationalities on the Secretariat. The Sub-Committee agreed to this view. ”

Mr. ROY (Canada) said that the refugee question was one of the most interesting with which the League had dealt. He welcomed the proposal of the Sub-Committee that the central Services of the High Commissioner should be placed for one year, on probation, under the administrative authority of the Secretary-General. This step would not in any way detract from the great merits of Dr. Nansen, who had written his name in letters of gold in the annals of the League. It would have the advantage of facilitating the performance of the work that was to be done, especially in so far as its financial aspects were concerned. The League Secretariat, with its great prestige, would probably be better able than any other organisation to collect the necessary funds.

At the last session of the Assembly, the Canadian delegate had been the Rapporteur of the Fifth Committee on the refugee question. He had appreciated the excellent results that the High Commissioner's service had obtained, and he did not doubt that in the following year the Secretary-General, having had time to make a thorough study of the problems that had to be solved, would not hesitate to request the Fourth Committee to grant the necessary funds for meeting the requirements of the refugee work.

When the publications of the League had been under discussion, it had been pointed out that inadvisable savings were being made. The Director of the Labour Office had said at the preceding meeting that his office was compressed by a strait-waistcoat, and that he could not develop his work so far as was wished, the necessary funds being lacking. This was a state of affairs that should be brought to an end. Similarly, it should not be possible to say that the solution of the refugee problem was being deferred on account of a question of pence. The work that had to be done was a far-reaching and fine work; it was urgently necessary, and it was, moreover, in conformity with the League's ideals of peace and justice.

M. HAMBRO (Norway) said that he had listened with great pleasure to the statements of the Canadian delegate. He was not, however, very satisfied with the Sub-Committee's report. In his opinion, it was going too far to say, as the report said, that “ both alternatives gave rise to numerous administrative and financial questions, most of which called for exhaustive enquiries ”. The question that had arisen was a practical one—whether the work should continue or whether it should be obstructed. Lawyers sometimes had an exaggerated fear of consequences. He would vote for the report, but he would like to emphasise how important it was that a man who had borne the strain of this enormous task should not feel that he was being obstructed by hair-splitting speculations. He had been glad to hear M. Réveillaud say at the last meeting that he did not wish to discourage those who were doing good work.

He hoped that the Secretariat would take into account the work that had been done by the staff of the High Commission. He was sure that the Secretary-General would be able, after the lapse of a year, to give full satisfaction both to the theoretical speculations to which he had alluded and to the staff of the High Commission. The work in question was purely humanitarian work and had, perhaps, no great political interest, but it was of vital importance to some million human beings who had been living under conditions perhaps as distressing as any the world had seen for the last few hundred years.

M. RÉVEILLAUD (France) felt that M. Hambro was no longer speaking in the language of a member of the Fourth Committee. If he were not himself also a member of the Fourth Committee he, too, would express recommendations and praise, would pay a tribute, and would then resume his place with the same satisfaction as many others. He thought, however, that the part he was called upon to play was a more thankless one and it was a part which had to be performed.

He did not see what bearing logic had on this matter, which was a mass of figures and inextricable complications, so much so that the Sub-Committee had been able to do no more than propose temporary solutions. So many questions had arisen relating to loans, control of funds, taxes that were to be levied, and so forth, that the members of the Sub-Committee had wondered whether it would be reasonable to propose that the service should be incorporated forthwith in the Secretariat, even on probation.

For his part, he had made a strong appeal to Dr. Nansen to wait one more year before entering the Secretariat, which he might then doubtless enter by the front door. Dr. Nansen had preferred the solution now submitted to the Committee. M. Réveillaud did not wish to abandon his own point of view, but he would like the Fourth Committee to realise that the Sub-Committee had not been able to disregard practical and financial considerations merely because the work in question was one that was held in high repute.

In conclusion, he drew the attention of the Committee to the last sentence but one of the Sub-Committee's report, which read as follows:

“ The Secretary-General had no objection to the proposed arrangement, but he pointed out that the personnel thus incorporated in the Secretariat must be disregarded when reckoning the proportions of the different nationalities on the Secretariat. ”

It might be inferred from the drafting of this sentence that the proportions of the various nationalities were calculated each year. If such a calculation were made, it could only be a semi-official one. The sentence in question should, therefore, be amended. It might read for instance ". . . should not be taken into account in any calculation of the proportions of the different nationalities".

Dr. NANSEN, High Commissioner for Refugees, thought that if those concerned with the refugees had seen the difficulties which M. Réveillaud seemed to see, they would probably not have done much work. The High Commission had already collaborated with the Secretariat, and he did not think that such collaboration would be any more difficult now than it had been in 1924. On the contrary, he thought that it might produce very satisfactory results.

He was now asked to wait for another year. It did not seem to him that this continual procrastination was a good method of solving the problem.

He also wished to speak of the staff of his service. If the work were wound up immediately, the members of the staff would be dismissed without receiving the slightest compensation, whereas the officials of the League itself, even temporary officials, received a sum of money, drawn from the Provident Fund, on leaving its service. He would, therefore, beg the Secretariat to discover some means of securing, at any rate to some extent, the future of the officials of the High Commission. These officials would gain fresh confidence and would do their work with a better heart if they knew that they would not be left destitute on the day that they were dismissed.

M. DUZMANS (Latvia) felt bound to state, contrary to what M. Hambro had said, that no one desired to obstruct the work for the refugees. He had of recent years participated in all conferences dealing with the question of refugees, and he had taken part as member for Latvia in the Advisory Committee to the High Commissariat for the Refugees. He was in a position to state that all the countries in which there were large bodies of refugees had always done everything they could to afford them all possible facilities.

If, however, there was no obstruction, there were divergencies of view regarding the sacrifices to be made by these countries and on the measures to be taken for the liquidation of the work. All countries were not in the same position with respect to the problem of the refugees. There were countries which had made no sacrifices for these unfortunate people, and there were, on the contrary, a small number of countries which in reality supported almost the whole burden, either direct or indirect. He would venture to say that their prudence, in face of this expenditure, could in no way be qualified as obstruction. Latvia in particular had already been obliged to receive within its territory a very large number of refugees who came from Soviet Russia and to provide for their needs, whereas Norway, for example, where there were no refugees, might limit her contribution to the work to such sums as she might decide to afford. It was, therefore, much more easy for Norway to be generous, just as it was much more easy for the High Commissioner, Dr. Nansen, inasmuch as the question at issue was one of expenditure and of sacrifices which he was not himself assuming and which it was not his duty to assume. For the countries which were directly concerned in the fortunes of the refugees, generosity in this matter was somewhat more difficult, in view of the fact that such high conduct cost them a certain amount of money, a fact which placed them in a different position from that of Dr. Nansen and the country to which he belonged.

M. HAMBRO (Norway) hoped that M. Réveillaud would be able in the following year to discover not only the difficulties but also a solution for the difficulties which he had pointed out at this session.

He did not understand what had led M. Duzmans to make the statements that he had just made. All that he had wished to say was that it would be dangerous to give those who accomplished the work the impression that there was a certain legal or theoretical obstruction.

M. Duzmans had said that it was easy for Norway to be generous. M. Hambro would do no more than reply that four countries and four only had voted the credits requested for the refugee work and that these countries were Germany, Luxemburg, Roumania and Norway.

*The Committee adopted the report, subject to certain formal amendments.*

#### 107. Construction of an Assembly Hall: Report of the Special Committee (Annex 9).

M. CAVAZZONI (Italy) submitted the following resolution:

" The Assembly,

" Approves the report (Annex 9) of the special Committee of five members dealing with the League buildings;

" Congratulates the Committee upon the successful accomplishment of its task and thanks it for the untiring devotion which it has shown in its work;

" Authorises the Committee to take a decision on the three points remaining to be settled to which allusion is made at the end of the report above mentioned, and to submit its decision to the Council of the League of Nations for approval. "

M. RAPPARD (Switzerland) associated himself with the tributes paid in M. Cavazzoni's draft resolution, and approved the proposals contained in it.

Mr. DALTON (British Empire) also associated himself with the tributes that had been paid to the Committee of Five. He wished to raise the question of the acoustics of the new Assembly Hall. As the members of the Fourth Committee would recall, the 1924 Assembly had accepted an offer from the British Government, as a result of which its Industrial and Scientific Research

Department had undertaken certain experiments in this connection. In May 1929, this Department had submitted a report to the effect that the acoustics of the new Hall were very unsatisfactory. It was stated that the plans that had been submitted had not taken any account of the generally recognised principles of acoustics in meeting halls, and attention was drawn to certain drawbacks in the architects' plan. The report stated, moreover, that, even if loud-speakers and other such instruments were used, the results obtained would never be so good as they would be if the Hall were built on plans that observed the principles of acoustics. The discussions that had then taken place had proved that the necessity of providing comfortable accommodation for a large number of spectators was difficult to reconcile with that of securing good acoustics for the Hall.

He thought that practical considerations had been to some extent sacrificed to æsthetic ones and that, in drawing up plans for a hall such as the Assembly Hall of the League, too much thought should not be given to the general public and too little to the speakers and delegates. It was still possible to make certain changes in the Assembly Hall, in order that its acoustics might be improved and such improvements should certainly be made, for it was essential that speeches should be clearly heard by the delegates to whom they were addressed.

He hoped that it would be possible to dispense with loud-speakers, and that further expert advice would be asked with regard to the question of acoustics.

Mr. ELLIOTT (Canada) also stressed the great importance of the question of the acoustics of the Assembly Hall. He wished, however, to draw the attention of the Committee to another very important problem, that of the ventilation of the Hall. The ventilating apparatus should be the most modern available.

Referring to the time which would be taken in the work of construction, he expressed the opinion that the building should be completed more rapidly than was contemplated in the scheme, in order to avoid the loss of interest that would result owing to the fact that a site for which the money had already been found would not be in actual use.

The Marquis PAULUCCI DI CALBOLI BARONE, Under Secretary-General, assured the members of the Committee that all the authorities concerned were anxious to ensure that the acoustics of the future Assembly Hall should be adequate. The architects were studying the question in collaboration with the British Department of Scientific Research in London. Two of them had recently proceeded to that city, where they had had very valuable conversations with the members of the Department. The architects were also studying the question of ventilation. Everything would be done to ensure that the buildings were finished in the shortest possible time.

M. ENSTRÖM (Sweden) said that the Institute of Scientific Research of Sweden had studied the problem of the acoustics of large halls, and had reached conclusions the accuracy of which it had been possible to verify. The Institute would be happy to place its services at the disposal of the League.

*The draft resolution submitted by M. Cavazzoni was adopted.*

#### 108. Establishment of a Wireless Post for the League of Nations: Report of the Sub-Committee.

*The Committee decided to refer the report of the Sub-Committee on this question to the Supervisory Commission for examination (Annex 10).*

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### NINTH MEETING.

*Held on Friday, September 20th, 1929, at 10 p.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

#### 109. Verbatim Reports of Meetings of the Committees: Statement by the Secretary-General.

The SECRETARY-GENERAL thought that the observations which he had made during the previous meeting regarding verbatim reports might have given rise to misunderstanding. The verbatim reporters of the Secretariat were a body of persons whose guarantees of efficiency might be described as European. They came from the Parliaments of various countries, such as France, Belgium, Switzerland and Great Britain, and were fully qualified to keep a stenographic record in the two official languages. The only difficulty lay in the fact that they were insufficiently numerous. If it were desired to issue full verbatim records, according to the wish of the Norwegian delegate, their number would have to be increased. He had never intended to make any criticism of the work accomplished by the stenographers. The records made by them were such that, once summarised for the Press, journalists were fully satisfied with what was given them. He would take the opportunity to express his confidence in the



stenographic staff. If that staff were more numerous the Secretariat would be able to distribute the full verbatim reports asked for on the next day.

**110. Extract from the Report of the Supervisory Commission to the Fourth Committee (Annex II).**

**SUPPLEMENTARY CREDITS.**

The CHAIRMAN explained that the additional credits would have to be voted in time to be brought before the Assembly on the following day.

M. CAVAZZONI (Italy) wished to raise a question of principle. It was easier to change a provision in the Financial Regulations than to put such a change into practice, especially when it was a question of altering a procedure to which the Committee had become accustomed for a long time. Last year, the Fourth Committee had asked that a sufficient period of time should be allowed delegations to make it possible for them to obtain information on the activities for which they would be obliged to demand extra credits, in order that they should be certain that the credits in question were proportionate to the objects contemplated. With that object, definite dates had been fixed for the submission of the annual Budget and of the supplementary credits. The discussion on the Budget had no practical value unless there had been sufficient time to review all the factors which would lead to a decision. Unless such time were available, the discussion would be theoretical and the approval of the Committee would, in the end, amount in practice to little more than a mere registration, pure and simple, of the proposals made.

He should not, by this, be thought to be expressing an opinion on the various supplementary credits submitted to the Fourth Committee. He wished merely to urge that, in the future, an endeavour should be made to carry out the decisions adopted.

The CHAIRMAN said that members of the Fourth Committee would receive, on the following day, a complete report from the Supervisory Commission. He hoped that the Italian representative would thus be satisfied.

Sir Chunilal V. MEHTA (India) wished also to raise a point of principle. The extracts from the report of the Supervisory Commission had only been distributed a few hours previously and concerned only a small number of additional credits. It was indispensable for the Fourth Committee to have all proposals laid together before it which involved expenditure, in order to take a decision regarding each proposal with a full knowledge of the facts. It was impossible to deal with the various items of expenditure separately for the question involved was the general balance of the Budget. The Committee desired to know what was the total expenditure in order to assess the proportionate value of particular items. That was the correct method of dealing with budgets.

The CHAIRMAN said that the observations of the Indian delegate had great weight. If, however, the present discussion were postponed to a future date, the work of the Assembly might be delayed. The Committee should avoid assuming responsibility for such a delay. He proposed to examine, one after another, the extracts from the report of the Supervisory Commission.

*This proposal was adopted.*

**111. Credits for which Provision is made in the Supplementary Budget for 1930: Intellectual Co-operation: International Bureaux and Various Questions (Annex II).**

M. VAN EYSINGA (Netherlands) quite understood the desire to hasten the work of the Committee. The Ninth Assembly, however, had fixed a maximum of 250,000 francs for the credits to be granted to Intellectual Co-operation. It was now proposed to go beyond this maximum. The total sum of the additional credits would be submitted to the Committee on the next day. Only then would it be able to decide whether it would be possible to grant the new credits. He desired to reserve the right to ask on that occasion whether it would be reasonable, without imperious necessity, to go beyond the maximum fixed by a former Assembly.

Mr. DALTON (British Empire) fully understood M. van Eysinga's point of view. At the present moment, however, a choice must be made between two inconveniences. Either the discussion must take place in an atmosphere of haste, or else the work of the Assembly must be prolonged. This would be very inconvenient for a number of delegates who must return in a few days to their countries.

The increase of 28,000 francs, included in the supplementary request for credits for Intellectual Co-operation, was earmarked for the establishment of a committee to study the programme of the work and the organisation of the International Committee on Intellectual Co-operation and the organisations depending upon it. The British Government was in favour of that enquiry, for it was not satisfied with the manner in which the present work on intellectual co-operation was being carried on. There was no question of increasing the credits set aside for the normal work on intellectual co-operation, but merely of paying for a special enquiry of which the object would be to increase the efficiency of that work. For that reason he thought that the credit asked for should be granted.

Sir Chunilal V. MEHTA (India) thought it somewhat extraordinary to grant to an organisation which, according to the statement just made by the British representative, did not seem to be working properly an additional credit of 28,000 francs, with the object of discovering the reasons why this was the case. If the work was not being carried on in satisfactory circumstances, part of

it might well be suppressed and the money devoted to the enquiry instead of voting an additional credit of 28,000 francs for the enquiry and a further amount for what seemed an extension of the work.

M. RÉVEILLAUD (France) was unable to pass over in silence the somewhat ingenuous statement of the Indian representative. Everybody was aware of the immense field covered by the work of intellectual co-operation. What it needed to do now was, so to speak, to pick and choose in order to ascertain upon what special points its activities should be centred.

M. Réveillaud was all the more surprised at the observations to which he had just listened, as in previous years the delegate of India had usually risen to say what immense interest his countrymen took in the work of intellectual co-operation. It was precisely because the organisation of intellectual co-operation was being developed and assuming fresh strength that it should be granted a credit, not of 28,000 francs but of 40,000 francs. The sum of 28,000 francs was to be devoted to the enquiry mentioned, but there should be added the cost of an extraordinary session of the Committee on Intellectual Co-operation, called to consider the results of the enquiry, and the sum of 5,000 francs to cover printing expenses which the enquiry would entail.

The CHAIRMAN noted the reservation made by M. van Eysinga, who wished to make a statement of his views at a later date. He hoped, after the statements just made, the representative of the Netherlands would be satisfied and vote for the proposed additional credit.

M. VAN EYSINGA (Netherlands) said he was not fully satisfied but that he would not press his point.

*This section of the report of the Supervisory Commission was adopted.*

**112. Credits for which no Provision is made in the Supplementary Budget for 1930: Intellectual Co-operation (38,000 francs) (Annex II).**

M. RAPPARD (Switzerland) noted that this request for credits was due to the success of the pamphlet entitled "The Aims and Organisation of the League of Nations". Its success had led various Governments to ask for a new edition. If they wanted such an edition, then they should pay its cost.

M. SLAVÍK (Czechoslovakia) replied that that publication had only been made in the two official languages. A number of Governments desired it to be translated into other languages.

M. RAPPARD (Switzerland) was not convinced. He would not, however, following the example of M. van Eysinga, press his point.

*This section of the report of the Supervisory Commission was adopted.*

**113. Credits for which no Provision is made in the Supplementary Budget for 1930: Expenditure arising out of the Decision of the Sixth Committee in connection with Slavery (Annex II).**

The CHAIRMAN explained that the Supervisory Commission has agreed to raise from 25,000 to 33,500 francs the sum set aside in the budget of the Mandates Section for printing and documentation. A temporary re-establishment of the post of first-class clerk provided for in a former budget would mean an increase of 5,000 francs. The printing of the tables asked for by the Sixth Committee, showing the results obtained in regard to slavery as a result of the application of the Convention, would necessitate an increase of credits to the amount of 1,000 francs.

*This section of the report of the Supervisory Commission was adopted.*

**114. Credits for which no Provision is made in the Supplementary Budget for 1930: Work of the International Health Organisation in Overseas Countries (Annex II).**

M. VAN EYSINGA (Netherlands) said that the case under consideration was similar to that which had arisen in connection with intellectual co-operation. The draft budget which had been distributed during May came within 6 francs of the maximum of one million francs which had been fixed for the budget of the Health Organisation. The Committee was now being asked to vote a supplementary credit of 200,000 francs, in other words an increase of 20 per cent. He could not personally vote for such an increase. He had not raised any difficulties as regarded intellectual co-operation because the credits requested were relatively small. That, however, was not the case in the present instance. He could not take a decision because he did not know the final amount of the supplementary credits. His reserve was not to be interpreted as a criticism upon anybody. He merely desired to explain why he could not take a decision on the request which had been put forward.

M. RÉVEILLAUD (France), in the absence of the Chairman of the Supervisory Commission, thought it was his duty to explain why the request for supplementary credits was submitted. He regretted that the Supervisory Commission had not been able to furnish a total figure for the

supplementary credits. In the complete report which would be distributed on the following day the members of the Committee would find an expression of regret on the part of the Supervisory Commission. The Commission had last year tried to establish a rule limiting the right of members of the Assembly to submit proposals involving expenditure at the last moment. That attempt had failed and the Commission was now reduced to asking for the suspension of the rule subject to a further examination of the question with a view to finding a more satisfactory formula. The Commission had detached a portion of its report for immediate submission to the Fourth Committee to enable the members of the Assembly to finish their work on September 23rd. It had not wished to incur the responsibility of preventing the fulfilment of a perfectly legitimate desire. Apart from the increase of expenditure involved by every additional day on which the Assembly met, its members were, for the most part, statesmen who had a great deal of work to do in their own countries.

The Supervisory Commission had received two series of requests in favour of which it had felt itself able, and indeed obliged, to make an exception to the rule that the health budget should be kept within the limit of one million francs. The object of the first of these requests was to extend to Latin America the benefits of the activities of the League of Nations. It was proposed that there should be enquiry into leprosy in three countries, an enquiry into syphilis and an extension to other countries of the enquiry into infant mortality. Some preliminary expenditure was also proposed in connection with the re-organisation of the health services of Bolivia. Bolivia had asked the Health Organisation to assist it in applying rules of modern sanitation in her country, explaining that, if the Health Organisation of the League would begin the work, the further expenditure would be borne by the Bolivian Government.

He would observe that the greater proportion of item 6 for liaison with Latin America (100,000 francs) had been previously allocated for health work. The Supervisory Commission was now asking that this credit of 100,000 francs should be increased. The supplementary credit would not, therefore, properly speaking, appear in the budget of the Health Organisation.

Further, a sum of 150,000 francs was allocated for a series of enquiries which would be undertaken in China. Dr. Rajchman had got into touch with the Chinese authorities and had been struck by the pressing needs of the country. China, which was drawing closer to the League of Nations, had asked Dr. Rajchman to send a mission to study health reforms in general, and in particular the sanitary regulations to be applied in the ports of the Far East. Dr. Rajchman had thought, with the Secretary-General and the Supervisory Commission, that it was impossible to refuse this request.

The Supervisory Commission had, moreover, indicated in its report that it desired the maximum of one million francs to remain effective. There would accordingly be a special item for the credit of 150,000 francs, and the Supervisory Commission undertook in the future to see that the chapter devoted to the Health Organisation did not exceed the figure of one million, though it was understood that the credit of 150,000 francs would remain. The undertaking given by the Supervisory Commission related only to the general expenditure of the Health Organisation as it stood at present.

M. VAN EYSINGA (Netherlands) said he did not wish to prolong the discussion. He did not deny the value of the arguments submitted by M. Réveillaud, but the Fourth Committee could not be asked to vote supplementary credits without having before it the final figures reached by the credits. In these circumstances, he would not take a decision and would abstain from voting.

The CHAIRMAN supported the thesis of M. Réveillaud. As delegate for Denmark, he warmly associated himself with what the French delegate had said. One of his compatriots was giving a great deal of time to the work under discussion, which had been so happily begun in Latin America and which would be continued in China. He noted the reservation of M. van Eysinga.

*This section of the report, subject to the reservation of M. van Eysinga, was adopted.*

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## TENTH MEETING.

*Held on Saturday, September 21st, 1929, at 10 a.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

**115. Organisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice: Report of the Committee.**

*The report was adopted (Annex 12).*

**116. Budget of the Permanent Court of International Justice, Item 4 (b): Supplementary Credit contemplated in Article 6 of the Contract (19,000 Dutch florins).**

M. HAMMARSKJÖLD, Registrar of the Permanent Court of International Justice, recalled that this item of the budget had been reserved, as a point connected therewith was pending

before the Supervisory Commission. The Chairman of that Commission, however, had informed him officially of the conclusion of the discussion of this point, and he was therefore in a position to state that this conclusion did not in any way affect the necessity or the amount of the credit, which he accordingly asked the Committee to vote.

He wished to take this opportunity of giving an explanation to M. Rappard, who had expressed surprise at the very moderate credit entered under item 12 in the budget for the Library of the Court. The fact was that the Library of the Peace Palace was at the disposal of the Permanent Court, and that the credit provided under Item 4 (b) was intended precisely for the upkeep of that Library. The credit in question was therefore intended solely for the purchase of works of exclusive interest to the Court and for the binding of documents transmitted to it by the Secretariat.

*Item 4 (b) of the budget of the Permanent Court was adopted.*

#### 117. Budget of the Secretariat and the Special Organisations of the League.

M. CAVAZZONI (Italy) pointed out that the credit of 5,000 Swiss francs for the International Federation for Mutual Assistance in the Relief of Peoples Overtaken by Disaster (Item 29) would not be sufficient to make it possible to convene a Committee of Enquiry. The Secretariat might continue to give this question its consideration and should get into touch with the promoters of the work.

#### 118. Detailed Examination of the Report of the Supervisory Commission to the Fourth Committee: A. — Miscellaneous Questions (Annex II).

*The Committee held over its examination of this Chapter.*

#### 119. B. — Supplementary Credits: General Discussion.

M. VAN EYSINGA (Netherlands) recalled that it had been said that the present Assembly would be known in the future as the "Optional Clause" Assembly. It seemed, however, that, as had been suggested in the *Journal de Genève*, it would also go down to history as the Assembly of Generosity. The Netherlands delegation had always upheld the principle that the development of the League should not be hampered by niggardly methods, but at this session the decisions of the Fourth Committee had tended in the opposite direction. Generosity was a virtue, but it was one that should not be carried to an extreme. The Budget of the preceding year had shown an increase of approximately 2,000,000 gold francs, and it had been hoped that this increase would not continue. Nevertheless, the Budget for 1930 had increased by approximately another million francs.

As the Chairman of the Supervisory Commission had stated at the last meeting, the main duty of the Fourth Committee was to revise and to co-ordinate the work of other Committees. At this session of the Assembly, however, a very large number of requests for supplementary credits had been presented to the Supervisory Commission at far too late a date, and, consequently, it had been impossible for the Commission to discriminate between credits that were indispensable and credits that were requested for work which was not essential or might be deferred. This delay in presenting requests for credits was most regrettable. It should be borne in mind that the Member States of the League, and particularly those which considered that their contributions to its expenditure were too large, would have just cause for complaint if the finances of the League were not conducted with the necessary circumspection.

M. RÉVEILLAUD (France) was very glad that the delegate of the Netherlands had raised the question of the delay in notifying the Supervisory Commission of requests for supplementary credits. The Supervisory Commission, as it had stated in its report, had worked during this session under wholly exceptional conditions. That Commission had two main tasks. In the first place, it was its duty to ensure that the estimates of credits submitted to it by the Secretariat and the other Organisations of the League were not in excess of the actual requirements. Secondly, it was its duty to examine the Budget as a whole in order to ascertain how far it would be possible to increase this Budget without making undue demands for contributions from the various Member States.

With regard to the former of these duties, the Commission had done its utmost closely to investigate the requests for supplementary credits, but under the circumstances it had been quite unable to cope with them. At the last moment a certain number of requests had been submitted to it in such haste that, in spite of all the endeavours of the Secretariat, it had not been possible to state any exact figures and the Commission had been obliged to work on the basis of approximate figures.

It had also been impossible for the Commission to fulfil the second of these duties, since it had only been able to make a piecemeal examination of the credits and had been obliged to conclude its report in haste without even being able to ascertain the total amount of the supplementary credits requested.

Last year, the Supervisory Commission had inserted special provisions in Article 16 of the Financial Regulations which, it had been hoped, would guard against a contingency of this kind. It had been laid down in paragraph (c) of that Article that reports of technical committees with regard to supplementary credits must be received by the Supervisory Commission within fifteen days from the opening of the session of the Assembly. The aim of this provision had been to enable the Fourth Committee to give such reports its mature consideration. It had, however, been found

impossible to observe this provision for a reason which it had been difficult to foresee in the light of previous experience. In fixing the time limit of fifteen days, the Commission had anticipated that the general discussion in the plenary meeting of the Assembly would be concluded by the end of the first week; that the Technical Committees would have terminated by the end of the second week; and that, accordingly, a week would remain for the work of the Supervisory Commission and the Fourth Committee, the submission of the Committee's report and the vote by the Assembly. In the present year, however, the general discussion in the Assembly had not concluded until the middle of the second week of the session. The Secretary-General and the Chairman of the Supervisory Commission, recognising that it would be impossible to apply paragraph (c) of Article 16 had then secured a decision from the Assembly that the original time limit of September 15th might be carried forward to September 18th. Even this extension of the time limit had not, however, been sufficient. The Chairmen of the Technical Committees had discovered a means of circumventing the difficulties created by the terms of this provision. They had notified the Chairman of the Fourth Committee in due time of their intention to present requests for supplementary credits, but had added that they could not state the exact amount of these credits, since the discussions in the Committees relating to them had not yet terminated.

In paragraph (a) of Article 16 it had been provided, in order that Governments might know exactly what supplementary credits were asked of them, that proposals involving an increase in the Budget as originally communicated to the Members of the League must be placed in the hands of the Secretary-General at least one month before the date fixed for the opening of the session of the Assembly. If a proposal were received later, it would be adjourned until the following session, unless the Assembly, by a two-thirds majority, decided otherwise. The provision that it should be left to the Assembly to take the final decision had been inserted in order to provide a safety valve which, it had been generally recognised, was necessary. The events of the present session had, however, proved to the Supervisory Commission that the text "proposals involving an increase in the Budget" was too rigorous a one.

At the beginning of the discussion of the Budget in the Fourth Committee, for example, it had been pointed out that the Salle de la Réformation was inconvenient and even dangerous, and that an increased credit of 50,000 francs was necessary in order to improve the ventilating system and to provide emergency exits, etc. If the terms of paragraph (a) had been strictly applied, it would have been necessary to meet this request for an increased credit with a statement to the effect that it could not be entertained or to get the Assembly to act in the matter. The Supervisory Commission had thought that a more elastic text should be substituted for the text previously existing, and that the expression in question might be modified as follows: "Any proposal involving expenditure as the result of new initiative". It had also been perceived that the rule relating to the decision to be taken by the Assembly to suspend a regulation by a majority of two-thirds was not perhaps of very practical application. It was more than probable that the Assembly, if it were confronted with a whole series of supplementary credits submitted at a late date, would decide, so to speak, automatically that they should not come under the provision that they could not be entertained in accordance with the relevant Article of the regulations. For that reason he wondered whether it was not desirable to lay down that the Assembly should deal separately with each case. The authors of the requests for credits submitted at the last moment would in that case be required to justify their delay in submitting their requests, and would doubtless, in the majority of cases, realise that they might just as well have put forward their proposals a month before the meeting of the Assembly, and thus have given the Secretariat an opportunity of preparing its estimates and the Supervisory Commission a chance to perform its task.

These changes, or changes similar to them would, however, necessitate an amendment to the Financial Regulations. He trusted that the Committee would authorise the Supervisory Commission to consider the necessary amendments in consultation with the Secretary-General, the Director of the Labour Office and the Registrar of the Court, with a view to submitting a report to the Assembly at its next session. The new system could doubtless not be applied before 1931, but the problem was so delicate that it was impossible to improvise a solution.

M. DE VASCONCELLOS (Portugal) associated himself with M. van Eysinga's and M. Réveillaud's observations. The conditions of the Committee's work were becoming more difficult each year. It was, of course, essential to have a general discussion at the opening of the Assembly, but that discussion should not be unduly protracted. Time having been lost at the beginning of the present session, the various Committees had been required to carry out their tasks with a haste which was altogether unworthy of an Assembly such as that of the League.

He would point out that, while the Assembly was, of course, responsible for the consequences of any rash vote of supplementary credits, it was the Secretariat that always had to bear the brunt of any complaints with regard to those consequences.

In order to prevent the recurrence of such a situation, the Committee should endeavour to establish a definite procedure such as that which M. Réveillaud had proposed and should, in the following year, warn all delegations that any requests for credits presented after the fixed time limit would be ruthlessly refused.

M. CAVAZZONI (Italy) said that he did not feel entirely reassured by M. Réveillaud's suggestions.

Despite all the arguments that were advanced in favour of stabilising the Budget during the early sessions of the Assembly, considerable increases were voted each year at the last moment. He recalled that at the preceding session it had been more or less generally agreed that the Budget

should be stabilised at 25 million gold francs. The Supervisory Commission itself had shared this view. Nevertheless, the estimates in the Budget for 1930 amounted to 27 million gold francs, and, if all the requests for supplementary credits were granted, would amount to 28 million gold francs.

It had been thought that, while it might not be possible to stabilise the Budget as a whole, the budgets of the various sections might be stabilised. At the preceding session, he had congratulated the Health Section on having stabilised its budget at approximately one million gold francs. In the present year, however, this figure had been greatly exceeded, and not on account of proposals which might have received a thorough consideration, but on account of proposals made at the last moment. Each year the same result was reached. Fine speeches were made, but in the end everything requested was granted.

The Italian delegation did not wish in any way to hamper the development of the League, but it was anxious that this development should be rational. Under the present system it frequently happened that, while delegates came to Geneva with moderate instructions, new ideas presented themselves to them during the actual session of the Assembly and certain requests for credits were accordingly made, which could not but be regarded as unreasonable. Further, although some excellent recommendations might be made, it was impossible for the Supervisory Commission and the Fourth Committee to examine these recommendations as thoroughly as was to be desired.

It was essential in future to determine the progress of the work of each section well in advance. It would then be possible for the various delegates thoroughly to examine any new proposals.

M. SLAVÍK (Czechoslovakia) pointed out that, since it was the duty of the Fourth Committee not merely to guard against unnecessary expenditure but also to watch over the satisfactory administration of the League, it was essential that that Committee should consider the questions before it in their wider aspects.

In order more thoroughly to ensure sound management of the League's finances, certain provisions had been adopted in the preceding year. They had no sooner been put to the test, however, than they had been found wanting. He thought that it might be possible to arrange that the increase in the League's expenditure—an increase which was necessitated by its growing activities—should be a gradual one. He was pleased, but also alarmed, when he saw how many fresh tasks were being laid upon the Secretariat. If the importance of these tasks was considered, it would be realised that the staff of the Secretariat was relatively small and that it might become necessary further to increase it.

The Fourth Committee expected the various sections to prepare as comprehensive budgetary estimates as possible. There were, however, certain requests for credits that could not be foreseen. For instance, the Assembly, after having met for ten years in the Salle de la Réformation, had decided in the present year, *ex abrupto*, that this hall was both inadequate and dangerous and that a supplementary credit of 50,000 francs should be granted in order to meet the cost of its re-arrangement. Similarly, there had been a kind of revolution in the methods of the opium campaign as determined by the discussions of the Fifth Committee. This revolution had not begun, however, until towards the end of the first week of that Committee's work.

It was most important, therefore, that the Supervisory Commission should consider how the Financial Regulations might be revised in order to prevent any recurrence of difficulties such as those by which the Committee was now confronted. Any new provisions that were adopted should be elastic and should be calculated to meet all contingencies.

Baron RHEINBABEN (Germany) thought that the attitude of most delegations was not altogether consistent. All the delegations asserted, on the one hand, that it was absolutely necessary to realise economies, but added, on the other, that in the present year the supplementary credits that were asked might be voted as an exceptional measure.

The German delegation, for its part, held that credits should be proportionate to the tasks that were laid upon the League. The Budget should not be considered as a rigid frame into which the activities of the League were to be confined. It should, on the contrary, contain a sufficient margin for the ever increasing work of the League. The Fourth Committee's task was an educational one, and it was the duty of the Committee to conciliate ideals and necessities.

The German delegation would, therefore, vote in favour of the supplementary credits for 1930. It recognised, however, that reform was necessary in the procedure for presenting requests for such credits.

M. DE MODZELEWSKI (Poland) did not think that the safety valve, to which M. Réveillaud had referred, was adequate. His experience of the last ten years enabled him to assert that credits would, in any case, be voted without difficulty by the Assembly. The Assembly did not take a very great interest in such questions, which it regarded, perhaps rightly, as being of minor importance.

He would suggest that the Supervisory Commission should consider the possibility of establishing a rule that a request for supplementary credits which was presented after the fixed time limit should not be considered unless it was supported by a three-fourths majority of the members of the competent committee.

M. HAMBRO (Norway) said that, in his opinion, the question whether the credits before the Committee should or should not be voted was subordinate to certain questions of procedure and of principle. Each year financial regulations were enacted and in the following year they were invariably broken. It was stated, for instance, in Article 17 of the Rules of Procedure that no proposal should be discussed or put to the vote at any meeting of the Assembly unless copies of it had been circulated to all representatives not later than the day preceding that meeting. Article 27 further stated that the Rules of Procedure as a whole should apply to the proceedings

of Committees of the Assembly. The principle laid down in Article 17, although an essential one when matters of finance or of principle were under discussion, had never been respected. The document now before the Committee had only been circulated on the morning of the present meeting.

There was another and most important aspect of the question that had to be considered. The First Committee had discussed at some length the fact that, while every year conventions were signed by the delegations of the Member States of the League, these conventions were seldom ratified by the Governments or Parliaments of those States. The reason for this failure to secure ratification of conventions drafted by the League was that the Assembly voted credits for conferences indiscriminately, no distinction being drawn between what was really important and of current interest and what was merely irrelevant and was adopted—to use the expression that was so often heard—in order to “give satisfaction to the greatest number of delegations”.

Under the legal systems of most countries, Courts of Appeal refused to take up cases which they did not consider sufficiently important. This was a principle that might be adopted by the Fourth Committee. The proposals submitted to the Committee should be sifted, not only from the point of view of the Supervisory Commission but also from the point of view of common political sense.

He was not prepared to vote either for or against many of the proposals now before the Committee. From a parliamentary standpoint every member of the Committee was entitled to demand that the discussion with regard to the supplementary credits should be adjourned on the ground that the Rules of Procedure had not been observed. Personally he was prepared to vote for the complete rejection of all requests for supplementary credits that had not been presented within the fixed time limit. Such a course would be justified by the fact that neither the Committee nor the delegations had been allowed time to give these requests sufficient consideration or to examine whether it was possible for the League, from a technical point of view, to hold so many conferences in the course of a single year. To reduce the credits might perhaps be injurious to some of the interests which were to be dealt with by conferences in the coming year, but it would be of great value to the League. Unless the principles laid down in the Financial Regulations and the Rules of Procedure of the Assembly were adhered to, the Budget would never be established on a satisfactory basis.

M. RAPPARD (Switzerland) thought it essential that the Committee should reach some definite conclusions in the matter. There was a great danger that all the speakers who had protested against the difficult conditions under which this part of the Committee's discussion was conducted, without proposing any definite reform, would thereby incriminate the only organisations which were entirely innocent—the permanent organisations at Geneva. It was to be feared that when the delegations had returned to their respective countries, the national civil services would enter strong protests against the work that had been done at Geneva, and would direct their dissatisfaction against the permanent organisations. It was of the greatest importance that the national civil services and the international organisations should work together in complete harmony.

He would make two suggestions. The first of these was that better employment should be made of the three or four weeks of the session of the Assembly. He proposed that, at the next session, the general discussion at the plenary meeting should begin at 10 a.m. and should continue to 7 p.m. without interruption. The general discussion might then be concluded within one week.

His second suggestion was that delegations which intended to make proposals to the Assembly involving financial consequences should communicate these proposals to all the Members of the League, two months, for instance, before the opening of the Assembly, together with a statement of the justification for these proposals. It would then be possible for the national civil services to remain in contact with the Assembly.

A certain amount of the attraction of the unforeseen might be lost to the Assembly meetings, but the main consideration was not how to provide public opinion with sensations, but how to further international progress. The Assembly might be compared to the vanguard of an army constituted by the Member States of the League. It was quite right that this vanguard should march in advance of the main body, but it was essential that contact between the two should not be lost. There was no doubt, however, that at the present Assembly contact between the delegations and their Governments had been completely lost. Moreover, the Committees, which might be compared to patrols, had lost touch with the vanguard. As a result of this state of affairs, the instructions that had been issued to delegates were no longer of value when the moment of voting arrived, for the questions on which votes were taken were unforeseen. Under these circumstances, the various Governments and Parliaments might not regard themselves as being bound by the decisions of their delegations. The methods that had been followed at this session might have favourably impressed public opinion, but this impression would be only a temporary one and the ultimate result of these methods would be to give rise to disappointments and disputes which ought to be avoided at all costs.

Sir Chunilal MEHTA (India) thought that no Parliament would agree to examine requests for supplementary credits in so short a time.

The views of the Supervisory Commission carried great weight and, as he had stated on a previous occasion, that Commission did not approach its work in the narrow spirit of purely financial controllers, but bore in mind the fact that the League was a growing body and that corresponding financial provision should be made for it. The last paragraph of the Commission's report was therefore all the more important. This paragraph was as follows:

“The Supervisory Commission regrets that, in many of the foregoing questions, it has been unable to formulate or to sift estimates of expenditure with the care which in all

ordinary circumstances it endeavours to devote to its work. The conditions of working have this year been wholly exceptional. As noted already, most of the proposals reached the Commission at the eleventh hour; no sufficient facts or material have in some cases been available for examining their financial consequences in detail. In several instances the proposals were communicated to the Commission informally, sometimes even verbally. The result is that much of the estimating has been necessarily superficial, and it has been wholly impossible to form or to submit to the Fourth Committee any general survey of the financial position or of the effect of these proposals upon the equilibrium of the budget."

He felt that the Commission would not have made such statements unless it were thoroughly convinced that the present system was unsatisfactory. He agreed with the Norwegian delegate that the Committee should be given full time to consider the requests for supplementary credits submitted to it.

M. BOTELLA (Spain) feared that any further amendments to procedure that might be adopted would share the fate of Article 16 of the Financial Regulations. It seemed to him that the only remedy for the present state of affairs would be to recommend all delegations to secure greater harmony between the work of the Committee and that of the other Committees of the Assembly. It might be believed from the trend of the discussions in the Fourth Committee that its members were completely isolated from the rest of the Assembly. It was necessary to put an end to the paradoxical situation under which some delegates preached economy in the Fourth Committee while other members of the same delegation proposed expenditure in other Committees.

The SECRETARY-GENERAL said that he hoped it would be possible to adopt the suggestion that the general discussions should finish during the first week of the Assembly. A special Committee had been set up by the General Committee to enquire into this question. The only other feasible solution would be to request delegates to stay at Geneva for an extra three or four days. The objection that had always been raised to this proposal was that it would be unreasonable to request the delegations of fifty-four nations to remain in Geneva after all the other Committees of the Assembly had finished their work merely in order that the Financial Regulations might be observed. Nevertheless, it seemed to him that this would be the only completely adequate means of reforming the present situation, which was, he agreed, intolerable.

He pointed out that many requests for supplementary credits were not due to proposals by any Government but resulted from a discussion that had taken place in the technical committee concerned. For instance, it had been in this way that the proposal for the holding of a Conference on Opium Production had arisen. In such cases, the second suggestion that M. Rappard had made could not apply.

Mr. DALTON (British Empire) thought that the total amount of the supplementary credits that were asked would be small in comparison with the expenditure involved by prolonging the Assembly for three days.

The SECRETARY-GENERAL said that the cost of the session of the Assembly to the League was approximately 20,000 francs per day. The great cost to the delegations themselves would, of course, also have to be borne in mind.

M. HAMBRO (Norway) said that, if Mr. Dalton's line of thought were followed to its logical conclusion, it would appear that the Assembly itself was more or less superfluous, and that all the work might be carried out with equally good results by the Council and the Secretariat. The value of the prolongation of the Assembly could not be estimated, however, in pounds, shillings and pence. The question was, above all, a moral and political one.

The new proposals arising from the discussions in the Committees were due to the fact that, when it was difficult to settle a question in a committee, a sub-committee was appointed, and that, if this sub-committee could not reach a unanimous conclusion, it invariably proposed that a conference should be called. This form of compromise should be firmly suppressed.

120. **B. — Supplementary Credits: 1. Credits for which Provision is made in the Supplementary Budget for 1930: Division I. — Modifications of Existing Items of the Budget.**

*Division I was adopted.*

121. **Credits for which Provision is made in the Supplementary Budget of 1930: Division II. — Provision for New Work, Item 1: Publication (as an Accompaniment to the "Treaty Series") of the General Conventions in the Form of a Code.**

*Item 1 of Division II was adopted.*



**122. Credits for which Provision is made in the Supplementary Budget for 1930: Division II.  
— Provision for New Work, Item 4: Establishment of a League Wireless Station.**

M. RAPPARD (Switzerland) expressed his pleasure at the fact that the Committee was unanimously in favour of the solution of the question which had been proposed by the Swiss Government.

He wished, however, to make a reservation with regard to the concluding words of this section of the report. The final paragraph of this section read as follows:

“ The Supervisory Commission . . . was of opinion . . . that the Secretary-General should be empowered to sign the necessary agreement with the Swiss Government, on the understanding that the draft contract would be submitted to the Supervisory Commission before signature, in order that it should have an opportunity for pronouncing on the financial arrangements to be made with regard to the capital sum involved, the terms of its repayment, and the ownership of the station at the expiration of the contract. ”

The question of “ the ownership of the station at the expiration of the contract ” had never been a subject of negotiation. He would be glad if these words could be replaced by the words “ . . . the settlement of any other question discussed between the parties in this matter ”. The present drafting might give the impression that the ownership of the medium-wave station, which had been built at the expense of the Radio Suisse Company and which it was fully entitled to keep, might be placed at issue.

M. RÉVEILLAUD (France) accepted this amendment on behalf of the Supervisory Commission, subject to any technical observations that the Secretariat might think necessary to make.

*This section of the report, with the amendment suggested by the Swiss delegate, was adopted.*

**123. Credits for which Provision is made in the Supplementary Budget for 1930: Division II.  
— Provision for New Work: International Labour Organisation. — Sessions of the Conference.**

M. VAN EYSINGA (Netherlands) asked whether the supplementary credits requested under this heading would affect future budgets, or whether they were, in whole or in part, credits that would not be renewed.

M. Albert THOMAS, Director of the International Labour Office, explained that the greater part of the expenditure under this heading would be of a permanent character. The sum of 100,000 francs for the sessions of the Conference, was, however, based upon a supposition that two conferences would be held each year, whereas it was proposed that, acting upon the suggestion of the Fourth Committee, only one conference a year should henceforth be the general rule. The credit of 15,000 francs would not recur, since it represented the amount required for the purchase of the telephonic apparatus for interpretation.

M. HAMBRO (Norway) said that he was not convinced that the telephonic apparatus in question was necessary. He would therefore vote against the credit of 15,000 francs. Should it be proposed that an experiment should be made at the Assembly in this system of interpretation, he would vote against this proposal also.

*The item was adopted by 17 votes to 3.*

*The Committee held over its consideration of the remainder of the report.*

**124. Erection of an Assembly Hall, a New Building for the Secretariat and a Library: Draft Report by the Fourth Committee to the Assembly (Annex 12).**

*This report was adopted.*

**125. Contributions in Arrears: Report of the Sub-Committee.**

The CHAIRMAN said that the Committee might, in accordance with the normal practice, adjourn its consideration of this report to a private meeting.

M. HAMBRO (Norway) wished to make a formal proposal that this report should be discussed in public. It was an open fact that certain States Members of the League did not pay their contributions and, even if the report were to be examined in private, certain delegations might be obliged to refer to it in public at the plenary meeting of the Assembly. Moreover, certain of the States that paid their contributions regularly wished that a public discussion should be held on this matter.

M. RÉVEILLAUD (France) opposed the Norwegian delegate's proposal. As a member and as Rapporteur of the Sub-Committee on Contributions in Arrears he had acquired considerable

experience of the matter, and he believed that, if the report were discussed in public, several States whose susceptibilities were easily wounded might secede from the League.

M. HAMBRO (Norway) pointed out that several States that paid their contributions regularly were equally susceptible. The present system amounted to extending special privileges to States which failed to pay their contributions.

M. DE HEVESY (Hungary) agreed with M. Réveillaud. He suggested, however, that the Committee should state that this report would be discussed in public as from the following year.

M. VAN EYSINGA (Netherlands) said that he quite understood M. Hambro's point of view. He agreed with M. Réveillaud, however, that there were strong reasons for discussing this report in private, and he would, therefore, ask the Norwegian delegate whether he intended to press for a vote on his proposal.

M. HAMBRO (Norway) said that he would withdraw his proposal, provided his observations on this subject were recorded in the Minutes.

Mr. DALTON (British Empire) agreed with M. Hambro on the desirability of holding a public discussion on the question of contributions in arrears. He would not press for such a discussion at the present session, but he wished to state that, should the total sum in arrears not have diminished by the following session, the British Government might demand that this matter should be discussed in public.

*The consideration of the report was adjourned.*

#### 126. Financial Arrangements for the Conference on the Treatment of Foreigners.

M. RAPPARD (Switzerland) asked whether there were decisive reasons for making an exception to the principle whereby conferences should, whenever possible, be held at Geneva.

M. HAMBRO (Norway) said that he had not yet heard any cogent reasons for holding the Conference elsewhere than at Geneva. At its preceding session, the Committee had decided, in a manner he had not thoroughly approved of, that a conference of a certain importance might take place in another country on the understanding that the Government of that country should pay a certain contribution to the expenses of the conference. The Supervisory Commission had also laid down the principle that when meetings of the Council were held in another country than Switzerland, at the request of the Government of that country, that Government should be required to defray the extra expenditure involved. He wished to have further explanations as to why the Conference under discussion should not be held at Geneva.

Sir Chunilal MEHTA (India) also wished to know why it should be necessary to hold the Conference in question in Paris, thereby trebling the expenditure that would be required if the Conference were to be held at Geneva and entailing great dislocation of work in the Secretariat. He would be glad to learn whether the Secretariat had been consulted on the matter.

M. ENSTRÖM (Sweden) said that the Swedish delegation was decidedly opposed to the idea of holding the Conference elsewhere than at Geneva.

M. MÉLOT (Belgium) endorsed the statements of the preceding speakers and also asked for explanations.

M. HAMBRO (Norway) pointed out that it had not been the French Government that had requested that the Conference should be held at Paris. He believed that the French representative on the Council had not voted in favour of this proposal.

The SECRETARY-GENERAL stated that he had received a communication signed by practically all the delegations of the Latin-American countries to the Assembly requesting that the Conference should be held in Paris. The agenda of the Conference was of great importance to those countries, but the staffs of their legations being small, it was impossible for their delegates to come to Geneva for any further considerable period. It was estimated that the Conference would last for three or four weeks. The three Latin-American representatives on the Council had also advanced the argument referred to above and the Council had decided that, in view of the great importance of securing the full participation of the Latin-American States in the Conference and the ratification by those States of any instrument drawn up by the Conference, it was desirable to accede to their request. He had reminded the Council of the Assembly's recommendation that all conferences should, when possible, be held at Geneva, and had explained to it that it would be impossible, for budgetary reasons, to hold the Conference in Paris unless the Fourth Committee were to release him from his pledge that he would not use the credit voted for the Disarmament Conference for any other purpose. The Council had approved in principle the arrangement that the Conference should be held in Paris subject to an approval of the necessary transfer by the Fourth Committee. He would remind the Committee that, if such a transfer were made, no additional credit would be necessary.

M. RÉVEILLAUD (France) said that the French delegation had taken up a neutral attitude in the matter. It did not wish to have the appearance of attracting to Paris a Conference which might be held in Geneva. The only action that the French Government had taken in connection

122. **Credits for which Provision is made in the Supplementary Budget for 1930: Division II.**  
— Provision for New Work, Item 4 : Establishment of a League Wireless Station.

M. RAPPARD (Switzerland) expressed his pleasure at the fact that the Committee was unanimously in favour of the solution of the question which had been proposed by the Swiss Government.

He wished, however, to make a reservation with regard to the concluding words of this section of the report. The final paragraph of this section read as follows:

“ The Supervisory Commission . . . was of opinion . . . that the Secretary-General should be empowered to sign the necessary agreement with the Swiss Government, on the understanding that the draft contract would be submitted to the Supervisory Commission before signature, in order that it should have an opportunity for pronouncing on the financial arrangements to be made with regard to the capital sum involved, the terms of its repayment, and the ownership of the station at the expiration of the contract. ”

The question of “ the ownership of the station at the expiration of the contract ” had never been a subject of negotiation. He would be glad if these words could be replaced by the words “ . . . the settlement of any other question discussed between the parties in this matter ”. The present drafting might give the impression that the ownership of the medium-wave station, which had been built at the expense of the Radio Suisse Company and which it was fully entitled to keep, might be placed at issue.

M. RÉVEILLAUD (France) accepted this amendment on behalf of the Supervisory Commission, subject to any technical observations that the Secretariat might think necessary to make.

*This section of the report, with the amendment suggested by the Swiss delegate, was adopted.*

123. **Credits for which Provision is made in the Supplementary Budget for 1930: Division II.**  
— Provision for New Work: International Labour Organisation. — Sessions of the Conference.

M. VAN EYSINGA (Netherlands) asked whether the supplementary credits requested under this heading would affect future budgets, or whether they were, in whole or in part, credits that would not be renewed.

M. Albert THOMAS, Director of the International Labour Office, explained that the greater part of the expenditure under this heading would be of a permanent character. The sum of 100,000 francs for the sessions of the Conference, was, however, based upon a supposition that two conferences would be held each year, whereas it was proposed that, acting upon the suggestion of the Fourth Committee, only one conference a year should henceforth be the general rule. The credit of 15,000 francs would not recur, since it represented the amount required for the purchase of the telephonic apparatus for interpretation.

M. HAMBRO (Norway) said that he was not convinced that the telephonic apparatus in question was necessary. He would therefore vote against the credit of 15,000 francs. Should it be proposed that an experiment should be made at the Assembly in this system of interpretation, he would vote against this proposal also.

*The item was adopted by 17 votes to 3.*

*The Committee held over its consideration of the remainder of the report.*

124. **Erection of an Assembly Hall, a New Building for the Secretariat and a Library: Draft Report by the Fourth Committee to the Assembly (Annex 12).**

*This report was adopted.*

125. **Contributions in Arrears: Report of the Sub-Committee.**

The CHAIRMAN said that the Committee might, in accordance with the normal practice, adjourn its consideration of this report to a private meeting.

M. HAMBRO (Norway) wished to make a formal proposal that this report should be discussed in public. It was an open fact that certain States Members of the League did not pay their contributions and, even if the report were to be examined in private, certain delegations might be obliged to refer to it in public at the plenary meeting of the Assembly. Moreover, certain of the States that paid their contributions regularly wished that a public discussion should be held on this matter.

M. RÉVEILLAUD (France) opposed the Norwegian delegate's proposal. As a member and as Rapporteur of the Sub-Committee on Contributions in Arrears he had acquired considerable

experience of the matter, and he believed that, if the report were discussed in public, several States whose susceptibilities were easily wounded might secede from the League.

M. HAMBRO (Norway) pointed out that several States that paid their contributions regularly were equally susceptible. The present system amounted to extending special privileges to States which failed to pay their contributions.

M. DE HEVESY (Hungary) agreed with M. Réveillaud. He suggested, however, that the Committee should state that this report would be discussed in public as from the following year.

M. VAN EYSINGA (Netherlands) said that he quite understood M. Hambro's point of view. He agreed with M. Réveillaud, however, that there were strong reasons for discussing this report in private, and he would, therefore, ask the Norwegian delegate whether he intended to press for a vote on his proposal.

M. HAMBRO (Norway) said that he would withdraw his proposal, provided his observations on this subject were recorded in the Minutes.

Mr. DALTON (British Empire) agreed with M. Hambro on the desirability of holding a public discussion on the question of contributions in arrears. He would not press for such a discussion at the present session, but he wished to state that, should the total sum in arrears not have diminished by the following session, the British Government might demand that this matter should be discussed in public.

*The consideration of the report was adjourned.*

#### 126. Financial Arrangements for the Conference on the Treatment of Foreigners.

M. RAPPARD (Switzerland) asked whether there were decisive reasons for making an exception to the principle whereby conferences should, whenever possible, be held at Geneva.

M. HAMBRO (Norway) said that he had not yet heard any cogent reasons for holding the Conference elsewhere than at Geneva. At its preceding session, the Committee had decided, in a manner he had not thoroughly approved of, that a conference of a certain importance might take place in another country on the understanding that the Government of that country should pay a certain contribution to the expenses of the conference. The Supervisory Commission had also laid down the principle that when meetings of the Council were held in another country than Switzerland, at the request of the Government of that country, that Government should be required to defray the extra expenditure involved. He wished to have further explanations as to why the Conference under discussion should not be held at Geneva.

Sir Chunilal MEHTA (India) also wished to know why it should be necessary to hold the Conference in question in Paris, thereby trebling the expenditure that would be required if the Conference were to be held at Geneva and entailing great dislocation of work in the Secretariat. He would be glad to learn whether the Secretariat had been consulted on the matter.

M. ENSTRÖM (Sweden) said that the Swedish delegation was decidedly opposed to the idea of holding the Conference elsewhere than at Geneva.

M. MÉLOT (Belgium) endorsed the statements of the preceding speakers and also asked for explanations.

M. HAMBRO (Norway) pointed out that it had not been the French Government that had requested that the Conference should be held at Paris. He believed that the French representative on the Council had not voted in favour of this proposal.

The SECRETARY-GENERAL stated that he had received a communication signed by practically all the delegations of the Latin-American countries to the Assembly requesting that the Conference should be held in Paris. The agenda of the Conference was of great importance to those countries, but the staffs of their legations being small, it was impossible for their delegates to come to Geneva for any further considerable period. It was estimated that the Conference would last for three or four weeks. The three Latin-American representatives on the Council had also advanced the argument referred to above and the Council had decided that, in view of the great importance of securing the full participation of the Latin-American States in the Conference and the ratification by those States of any instrument drawn up by the Conference, it was desirable to accede to their request. He had reminded the Council of the Assembly's recommendation that all conferences should, when possible, be held at Geneva, and had explained to it that it would be impossible, for budgetary reasons, to hold the Conference in Paris unless the Fourth Committee were to release him from his pledge that he would not use the credit voted for the Disarmament Conference for any other purpose. The Council had approved in principle the arrangement that the Conference should be held in Paris subject to an approval of the necessary transfer by the Fourth Committee. He would remind the Committee that, if such a transfer were made, no additional credit would be necessary.

M. RÉVEILLAUD (France) said that the French delegation had taken up a neutral attitude in the matter. It did not wish to have the appearance of attracting to Paris a Conference which might be held in Geneva. The only action that the French Government had taken in connection

with the Conference had been to send a telegram, after being informed of the decision of the Council, to the effect that, if the Assembly were to decide that the Conference should be held at Paris, it would be glad to place the rooms on the ground floor of the Ministry for Foreign Affairs at the disposal of the Conference, it being understood that the French Government did not undertake to make any other contribution.

M. BOTELLA (Spain) said that he supported the proposal that the Conference should be held in Paris, on account of the reasons to which the Secretary-General had referred.

M. DE AGÜERO Y BETHANCOURT (Cuba) said that the request of the Latin-American countries was not due in any way to dissatisfaction with the conditions of work at Geneva. The delegates of those countries were delighted whenever an opportunity for visiting Switzerland presented itself to them. Most of the Latin-American delegates to the Conference would, however, be the accredited representatives of those countries to European States, and the majority of these representatives lived in Paris. The legations of the Latin-American States at Paris only had small staffs, and their members were already obliged to be present at Geneva for the Assembly, for the International Labour Conference, for the meetings of the Council and for the meetings of the various Advisory and Technical Committees. If they were required to proceed to Geneva for the Conference under discussion, which, it was anticipated, would last for three weeks or longer, several of the legations would be temporarily deserted. Under these circumstances, there was a danger that, unless the Conference were held at Paris, the Latin-American delegates might take no part in its proceedings. He thought that when fourteen Members of the League particularly requested that a Conference in which they were keenly interested should, on account of important considerations, be held elsewhere than at Geneva, it was not unreasonable to request the Fourth Committee to authorise such an exceptional measure.

M. HAMBRO (Norway) said that he quite appreciated the point of view of the Cuban delegate. Some countries at a considerable distance from Geneva were often at a disadvantage with regard to their representation at meetings of the League's organisation, and it had been on this account that he had proposed that the League should defray the travelling expenses of three delegates from their own countries to Geneva.

The arguments that had been brought forward, however, in favour of holding the Conference under discussion elsewhere than at Geneva, might be adduced for practically any conference of a certain importance, and would affect the principle that the Assembly had laid down on more than one occasion. To decide, merely at the request of a certain number of States, that, in contravention of the general rule, a conference should take place elsewhere than at Geneva would be to create a dangerous precedent. Accordingly, although he would like to meet the request of the Latin-American countries, he did not feel able to vote in favour of the proposed transfer. He trusted that the Latin-American countries would recognise that the spirit in which he had made the proposal to which he had referred—a proposal that had been supported by the British delegation—was evidence that their special position was understood.

M. DE MODZELEWSKI (Poland) supported the proposal that the Conference should be held at Paris. The Latin-American countries were very remote from the headquarters of the League and from the sphere of most of its activities, and it was seldom, therefore, that they profited from the results of those activities. In spite of this fact, they had never hesitated to support the League both financially and, by participating in the work of all the Committees and of the Council, morally and intellectually. The European States now had an opportunity, by granting the request of the Latin-American States with regard to the meeting place of the forthcoming Conference, of making some return to these States for their services to Europe.

M. RAPPARD (Switzerland) said that he would not press the question of the meeting place of the Conference.

He would not fail to communicate to his Government the observations of the Cuban delegate with regard to the feelings of sympathy with which the Latin-American countries regarded Switzerland. He could assure the Cuban delegate that these feelings were reciprocal.

M. GUANI (Uruguay) said that, as a general rule, he was opposed to the holding of conferences elsewhere than at Geneva. In view, however, of the special circumstances of the present case he would support the proposal that the Conference under discussion should be held at Paris.

*The proposal that the Conference should be held in Paris was adopted by 24 votes to 7.*

## ELEVENTH MEETING (PRIVATE, THEN PUBLIC).

*Held on Saturday, September 21st, 1929, at 10 p.m.*

*Chairman: Count Carl MOLTKE (Denmark).*

### 127. Examination of the Report of the Sub-Committee on Contributions in Arrears.

The CHAIRMAN recalled that the Committee had decided to sit in secret session for the examination of this question.<sup>1</sup>

<sup>1</sup> A copy of the Minutes of the discussion of this question and of the report of the Sub-Committee on Contributions in Arrears has been filed in the archives of the Secretariat.

After discussion, *the report of the Sub-Committee on Contributions in Arrears was adopted.*  
(The Committee went into public session.)

128. **Examination of the Report of the Supervisory Commission to the Fourth Committee (Annex II) (continuation): B. Supplementary Credits: II. Credits for which no Provision is made in the Supplementary Budget for 1930: Preamble and 1. Assembly.**

*These sections of the report were adopted.*

129. **Credits for which no Provision is made in the Supplementary Budget for 1930: 2. Work of the Economic and Financial Organisation and Special Conference under the Auspices of the International Labour Organisation.**

M. HAMBRO (Norway) regretted that this section of the report of the Supervisory Commission did not contain any conclusion. He wished to know how many conferences would be held in the following year.

The SECRETARY-GENERAL said that it was difficult for him to reply to this question, to which his attention had not been drawn. He pointed out, however, that it was expected that two large conferences would be held in 1930, namely, the Conference on the Codification of International Law and the Disarmament Conference. There would probably be three conferences on various economic questions and two small conferences on communications and transit questions. Another conference would probably be held on financial assistance to States victims of aggression.

M. HAMBRO (Norway) recalled that it had been decided to hold a conference in Paris and asked whether it would be possible to hold other conferences at the same time at Geneva.

The SECRETARY-GENERAL replied that certain committees, and in particular the Mandates Commission, would meet at Geneva during the session at Paris of the Conference on the Treatment of Foreigners. It would perhaps be necessary to send between a quarter and one-third of the central services to Paris, but it would be possible for the Secretariat to continue its work in Geneva during this time. The Paris Conference was, moreover, to be held in 1929, and not in 1930.

*This section of the report was adopted.*

130. **Credits for which no Provision is made in the Supplementary Budget for 1930: 5. Financial Assistance to States Victims of Aggression.**

M. HAMBRO (Norway) said that he would vote against this credit, since this question might, as he had pointed out, be dealt with in another way.

*This section of the report was adopted by 14 votes to 2.*

131. **Credits for which no Provision is made in the Supplementary Budget for 1930: 4. Opium Conference and the Staff of the Social Section.**

*This section of the report was adopted.*

132. **Credits for which no Provision is made in the Supplementary Budget for 1930: 8. High Commissariat for Refugees.**

M. HAMBRO (Norway) said that he did not quite understand the purport of this section of the report and particularly of its concluding sentence.

M. RÉVEILLAUD (France) pointed out that the Supervisory Commission's report on the High Commissariat for Refugees fell into two parts.

He would, in the first place, reply to M. Hambro's question, which related to the second part of the report. This second part merely outlined the history of the High Commissariat. The Supervisory Commission had strongly advised that the High Commissariat for Refugees should not be incorporated in the Secretariat. Confronted by the contrary opinion of the Sub-Committee and of the Fourth Committee, it had wished to explain that it had withdrawn its opposition, on account of the modifications that had been made and of the Secretary-General's promise that he would thoroughly examine all the financial and administrative aspects of the question and would not take a final decision until the following year. In short, the Refugee Service would only be incorporated temporarily in the Secretariat and the danger of a hasty solution was thus avoided.

The first part of this section related to a supplementary credit of 49,000 francs which had been requested for the Refugee Service. The Supervisory Commission had stated that, in its opinion, this credit should not be granted. In so doing, the Commission had adopted the recommendation contained in the report of the Advisory Commission on Refugees to the effect that the amount

requested from the Assembly for 1930 should in no case exceed the amount granted for 1929. The same report had also pointed out that the High Commissioner had accepted this principle. The Supervisory Commission had considered that it could not give more than the amount asked by the Advisory Committee on Refugees and the High Commissioner, and it had accordingly maintained the maximum credit of 298,000 francs, which was the sum that had been entered in the 1929 budget.

M. HAMBRO (Norway) reminded the Committee that, when it had been decided to delete the credit for 50,000 francs intended to cover the administrative expenditure involved in the settlement of the Armenian refugees in the Republic of Erivan, M. Réveillaud had said that a large part of that sum could be earmarked for the establishment of the High Commissioner's office.

He therefore wished to ask the Secretary-General whether it would now be possible to use for this purpose a large part of the 50,000 francs to which M. Réveillaud had referred, or whether the sum necessary for the installation of the services of the High Commissariat must be taken from the credit of 298,000 francs.

As to the staff of the High Commissariat, the Supervisory Commission had pointed out that the officials of the refugee service could not be members of the Staff Provident Fund, in view of the temporary character of their contracts. If, however, at the end of the trial period of one year which had been fixed, the Secretary-General thought right to incorporate the members of the High Commissariat's staff as permanent officials in the Secretariat, he supposed these officials would have the right to the advantages of the Provident Fund, irrespective of the decision taken with regard to their rights during the trial period.

M. RÉVEILLAUD (France) thanked M. Hambro for having recalled what he had said, since it made it possible for him to dissipate any misunderstanding in the Committee. It was true that he had said that part of the suppressed credit for the Erivan refugees might be appropriated to the installation of the High Commissariat's services in the Secretariat, but that had been at the time when he had put forward the argument, in accordance with that of the Supervisory Commission, that the High Commissariat should be an entirely autonomous body. In this latter case, the High Commissariat would have to defray the costs of installation, of the purchase of typewriting machines, etc., but as the Fourth Committee had chosen the other alternative—that was to say, incorporation in the Secretariat—it would be necessary to abide by the decision of the Advisory Refugees Commission, which decision had, moreover, been accepted by the High Commissioner, that the sum of 298,000 francs should in no case be exceeded.

The SECRETARY-GENERAL stated that the incorporation of the High Commissariat's services in the Secretariat would cost 35,850 francs, because the High Commissariat's services could not be housed in the present premises of the Secretariat. In this sum no allowance was made for expenses which might result from the officials of the High Commissariat being members of the Provident Fund. The 35,850 francs to which he had alluded, unless voted separately, would have to be found inside the sum of 298,000 francs provided for the settlement of the refugees.

M. HAMBRO (Norway) did not think that the High Commissioner was prepared to find the 35,850 francs in question. He understood that the credit of 50,000 francs entered in the budget for the current year for the settlement of the refugees in Erivan would not be expended, and asked whether the Secretary-General would agree to find, from this item and by means of a transfer the sum required to cover the expenses of the incorporation of the refugee services in the Secretariat.

The SECRETARY-GENERAL replied that this transfer would be impossible since the credit of 50,000 francs to which M. Hambro had alluded was entered in the 1929 budget, whereas the expenditure under consideration would be effected in 1930. There was only one means of finding the 35,850 francs which were required without taking them from the credit of 298,000 francs; that was to include an item for this sum in the budget for the following year.

M. HAMBRO (Norway) asked whether the Supervisory Commission or the Secretary-General had discussed the subject with the High Commissioner. He did not think the Fourth Committee would wish to obstruct the accomplishment of the refugee work simply because it was impossible to find the 35,850 francs in question.

M. RÉVEILLAUD (France) said that Dr. Nansen had not appeared personally before the Supervisory Commission, but that his representative, Major Johnson, had stated to the Commission, that, in the report and in the draft budget for 1930 prepared by the High Commissioner, the latter had said that the increases, as compared with the 1929 budget, amounting to 45,000 francs, should be covered by sums derived from charges to be levied on the refugees for certain services. The High Commissioner, therefore, had been expecting to find these sums outside the contractual contribution of the League, which he had said should in no case exceed 298,000 francs. The Fourth Committee had before it at the present moment an opinion by the Supervisory Commission by which it was in no way bound. The Supervisory Commission, however, had considered all the factors of the question, and had arrived at its conclusions with a full knowledge of the case and after examining certain proposals made in writing.

M. HAMBRO (Norway) said that Dr. Nansen had told him that day that he was unable to find the 35,850 francs in question. It would, therefore, be desirable to have Major Johnson's explanations on this point.

Major JOHNSON, Assistant High Commissioner for Refugees, thought it necessary to explain what had happened in the Supervisory Commission. It was true that the budget put forward by the Advisory Refugee Commission had been fixed at 298,000 francs, but that Commission, when determining this figure, had been under the impression that the refugee service, if transferred to the Secretariat, would be housed in exactly the same way as it had been in the International Labour Office. After further consideration of the question, the Secretary-General had come to the conclusion that there was no accommodation available in the Secretariat. It was on that consideration that a supplementary credit had been applied for. It was also true that at the meeting of the Supervisory Commission, at which the question had been discussed, the possibility had been considered that the supplementary credit might not be voted by the Assembly, and the idea had been advanced that, in that case, Dr. Nansen might be asked to find the necessary sums from the money at his disposal. Furthermore, he had said that he would recommend Dr. Nansen to find this sum, but he thought that Dr. Nansen would hesitate to use part of the funds at his disposal to cover the expenses in question.

M. RÉVEILLAUD (France) said that it was his recollection that Major Johnson had gone further and had said that Dr. Nansen would be prepared to find the necessary sum from the funds of the High Commissariat.

Major JOHNSON, Assistant High Commissioner for Refugees, thought that there was a misunderstanding on this point. He had never been in a position to make any such statement, and his impression was that he had not done so. He believed that he had said that he was prepared to recommend Dr. Nansen to find the sum in question from the credits at his disposal. Dr. Nansen, however, had not agreed to find this sum, because he considered that the funds at his disposal should be employed to meet applications for urgent relief, whereas, it was for the League to defray expenses of an administrative nature.

Mrs. SWANWICK (British Empire) said that she had spoken that day with Dr. Nansen, who had strongly urged that the supplementary credit in question should not be taken from the funds placed at his disposal, on the ground that the expenditure on the administrative work should be borne by the League, and could not, in view of its nature, be covered by a deduction from the funds which he had received.

M. RAPHAEL (Greece), speaking as a member of the Advisory Refugee Commission, said that the account given by Major Johnson of the conditions in which the Commission had decided to fix the budget for refugee work at 298,000 francs was correct. It had been thought that the refugee service would be incorporated in the Secretariat and that its establishment would involve no additional cost.

The CHAIRMAN pointed out that, in point of fact, the Committee had before it a new proposal<sup>1</sup> to increase the refugees credit by 35,850 francs.

*The increase was adopted by 13 votes to 4.*

133. Credits for which no Provision is made in the Supplementary Budget for 1930:  
9. Miscellaneous Committees of Experts.

*This section was adopted.*

134. Credits for which no Provision is made in the Supplementary Budget for 1930:  
10. Miscellaneous Committees to be set up as a Result of the Decisions of the First Committee.

M. RAPPARD (Switzerland) and M. VAN EYSINGA (Netherlands) entertained doubts as to the usefulness of the credit for the meeting of a committee of seven to study the question of speeding up the ratification of conventions concluded under the auspices of the League. They would vote against its adoption.

The CHAIRMAN, speaking in his capacity as a delegate of Denmark, and Mrs. SWANWICK (British Empire) said that their respective delegations attached very great importance to the adoption of this credit and urged strongly that it should be voted by the Fourth Committee.

*The proposed credit was adopted by 10 votes to 5.*

*The section entitled "Miscellaneous Committees to be set up as a Result of Decisions of the First Committee" was adopted.*

135. A. Miscellaneous Questions: 1. Modification in the Form of the Accounts. — 2. Rockefeller Endowment to the League Library. — 3. Expenditure to be charged in 1930 to the Revenue of the Library Endowment Fund. — 4. Grant by the Rockefeller Foundation for the Printing and Publication of Monetary and Banking Laws. — 5. Revolving Fund for Special Publications of the Information Section. — 6. Transfers from Chapter to Chapter in the Budget of the International Labour Organisation.

*These six sections of the report were adopted.*

136. A. Miscellaneous Questions: 7. Acquisition by the League of Nations of Land and the Premises "La Pelouse" adjoining that Part of the Ariana Park on which the New League Buildings will be erected.

M. CAVAZZONI (Italy) drew attention to the following passage in this section: "The Commission can make no recommendation inasmuch as no formal budget proposal was put before it, but it



feels that if the Assembly decides to purchase the property, it ought to do so with the least possible delay in view of the certain rise in its value ”.

He proposed that a sub-committee should be set up to make a rapid study of the question and to present a report at the next meeting of the Fourth Committee.

*This proposal was adopted, the Committee deciding that the following delegates should be members of the Sub-Committee:*

M. BOTELLA (Spain);  
M. MOLLOFF (Bulgaria);  
M. RAPPARD (Switzerland);  
M. RÉVEILLAUD (France).

**137. Adoption of the Conclusions of the Reports of the Supervisory Commission to the Assembly.**

*The Fourth Committee adopted the following points in the report of the Supervisory Commission on the work of its thirty-second session (Annex 2):*

*Disposal of a Surplus for 1928 and Reimbursement to States out of the Building Fund.  
Special Allowance to the Members of the Mandates Commission.  
Payment to States which have withdrawn from the League of their Share of the Working Capital Fund.*

M. VAN EYSINGA (Netherlands) understood that the Supervisory Commission's proposals concerning the special allowance to the members of the Mandates Commission would involve no additional expense and would only have the effect of facilitating the grant of the allowance in question.

The CHAIRMAN replied in the affirmative.

*The Committee adopted the following point in the report of the Supervisory Commission on the work of its thirty-third session (Annex 3).*

*Interest on Advances made to the Turkish Government from the Working Capital Fund.*

**138. Tribute to the Members of the Supervisory Commission.**

The CHAIRMAN warmly thanked the outgoing members of the Supervisory Commission, and the Chairman of the Commission in particular, for the extremely valuable co-operation they had given the Fourth Committee in recent years. He had not had the pleasure of seeing them at work from the outset, but what he had seen and heard had sufficed to demonstrate to him the full value of the work done by the Supervisory Commission.

M. VAN EYSINGA (Netherlands) said that he, along with certain of his colleagues on the Fourth Committee, was in a happier position than the Chairman, since he had followed the work of the Supervisory Commission from the beginning. On behalf of the members of the Fourth Committee he associated himself with the tribute paid by the Chairman to the Supervisory Commission.

M. RÉVEILLAUD (France) wished, on behalf of his absent colleagues and in his own name, to express his gratitude for the words spoken by the Chairman and M. van Eysinga. He also would pay a tribute to M. Osuský, Chairman of the Supervisory Commission, with whom the members of the Commission had always co-operated with the greatest pleasure, and in whom they had always had a perfect guide, animated by the sincerest sense of duty. M. Réveillaud finally thanked the Fourth Committee, whose confidence had constantly upheld the members of the Supervisory Commission in its work.

M. CAVAZZONI (Italy) associated himself with what the Chairman and M. van Eysinga had said and expressed the hope that the members of the Supervisory Commission would continue to assist the Fourth Committee in its work.

M. HAMBRO (Norway) recalled that, at an earlier meeting, M. Osuský had said that it would be impossible for him to continue to be a member of the Supervisory Commission. Fortunately he had been induced to reverse that decision. The Fourth Committee was to be congratulated on the fact that all the members of the Supervisory Commission, except one, would be able to continue their work.

M. BOTELLA (Spain) proposed that it should be recorded in the Minutes of the present meeting that the Fourth Committee unanimously endorsed the tribute paid to the Supervisory Commission by the previous speakers.

*The Committee agreed.*

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## TWELFTH MEETING.

*Held on Tuesday, September 24th, 1929, at 9 p.m.*

*Chairman:* Count Carl MOLTKE (Denmark).

### 139. High Commissariat for Refugees: Correction in the Minutes of the Previous Meeting.

M. RÉVEILLAUD (France) recalled that, at the eleventh meeting, certain of his observations and others made by Major Johnson had been in contradiction. These observations had concerned what had been said in the Supervisory Commission during its discussion of a question with regard to a supplementary credit for the work of refugee settlement.

M. Réveillaud then set out in detail what had happened at the Supervisory Commission when the credits for the High Commissariat were discussed, and made it clear that on two occasions Major Johnson had definitely left the Commission under the impression that Dr. Nansen would be able to accept the solutions proposed by the Commission.

Major JOHNSON having asked to be allowed to speak, said he regretted the incident to which M. Réveillaud had referred. He was obliged to maintain that he had never been authorised by Dr. Nansen to speak on his behalf in regard to these supplementary credits. The misunderstanding arose from the fact that M. Réveillaud had attached too much importance to certain statements made by Major Johnson.

M. RÉVEILLAUD stated that these last words gave him entire satisfaction and that he considered the incident closed.

### 140. Financial Questions: Draft Report of the Committee to the Assembly (Annex 14).

M. BOTELLA (Spain), General Rapporteur, submitted the draft report which he had prepared. He explained that, in order to meet the wishes expressed by the Fourth Committee last year, he had included no tribute of appreciation in that report. He would, however, personally thank the Chairman, the Vice-Chairman, the Secretary-General and the Secretary of the Fourth Committee for their valuable co-operation.

M. HAMBRO (Norway) congratulated the Rapporteur on having eliminated all tributes of appreciation from his report. He hoped that this example would be followed in the future.

M. RAPPARD (Switzerland) proposed to make an amendment of form in the passage of the report dealing with the general discussion of the budget for 1930. He suggested that the sentence "it would certainly help matters to close the general discussion on the report of the Secretary-General on the work of the Council and the Secretariat since the last Assembly at the end of the first week of the session" should be replaced by the following:

"It would certainly help matters that the debate on the Secretary-General's report on the work of the Council and the Secretariat should be pursued without any interruption or delay so as to make it possible to close this discussion at the end of the first week of the session."

The passage so amended would convey to the President of future sessions of the Assembly a more precise indication of what was required.

*The report was adopted with the amendment proposed by M. Rappard.*

### 141. Acquisition by the League of Nations of Land and the Premises "La Pelouse" adjoining that Part of the Ariana Park on which the New League Buildings will be erected.

M. RÉVEILLAUD (France) submitted to the Committee the report of the Sub-Committee and the report of the Supervisory Commission (Annex 11, pages 128 and 134).

The Supervisory Commission had decided to allocate the sum of 575,000 francs, which constituted the only immediate payment, from the surplus of the financial period for 1928. The repayment of the existing mortgage of 200,000 francs would be postponed to next year, subject to a decision that negotiations would immediately be undertaken for the purpose in view. The Sub-Committee had felt that its thanks were due to Mr. Forstall for his generous offer.

M. HAMBRO (Norway) associated himself with the thanks addressed to Mr. Forstall. He asked, nevertheless, that the question of the acquisition of the property should be postponed till next year. Mr. Forstall had himself contemplated a time limit of five years for the option and he would be the first to express astonishment if the Fourth Committee decided the question after so short a discussion.

M. DE VASCONCELLOS (Portugal) and M. MOLLOFF (Bulgaria) emphasised the necessity of approving the report of the Supervisory Commission.

M. HAMBRO (Norway) protested against this procedure. He felt all the less hesitation in protesting as Mr. Forstall was a great friend of Norway and of the Norwegian delegation.

He did not view with much favour the acceptance by the League of Nations of gifts by private individuals. It was impossible to discriminate between gifts which might be accepted and those which it was advisable to decline. If the Committee approved the conclusions of the Supervisory Commission, he would not raise any objection at the plenary meeting of the Assembly. He asked that a vote should be taken on his proposal to the effect that the question should be postponed till next year.

*The Committee rejected the proposal of M. Hambro, on a show of hands, by 18 votes to 1.*

The CHAIRMAN proposed that the General Rapporteur should be instructed to add to the report of the Fourth Committee a paragraph stating that the Fourth Committee approved the report of the Supervisory Commission.

*The Committee agreed.*

**142. Committee of Enquiry into the Organisation of the Secretariat: Report of the General Committee of the Assembly to the Fourth Committee.**

*The Committee decided to sit in private.*

The CHAIRMAN explained that, during a meeting held the previous evening, the General Committee of the Assembly had unanimously resolved that the Committee of Enquiry into the organisation of the Secretariat should consist of thirteen members instead of nine, and had decided to recommend the Fourth Committee to introduce into the budget a figure which would take into account the increase of expenditure involved by this addition to the membership of the proposed committee. It would be necessary to allocate about 50,000 francs instead of 35,000 francs. The General Committee proposed that the following delegates should serve on the Committee of Enquiry:

M. ADATCI (Japan);  
Count BERNSTORFF (Germany);  
Viscount CECIL OF CHELWOOD (Great Britain);  
Sir Atul CHATTERJEE (India);  
M. HAMBRO (Norway);  
Mme. KLUYVER (Netherlands);  
M. LOUCHEUR (France);  
M. OSUSKÝ (Czechoslovakia);  
M. PARRA-PÉREZ (Venezuela);  
M. QUIÑONES DE LEÓN (Spain);  
M. SCIALOJA (Italy);  
M. SOKAL (Poland);  
M. URRUTIA (Colombia).

The General Committee had also decided to recommend the Assembly to adopt the principle which was applied in the case of the International Committee on Intellectual Co-operation, according to which each member of the Committee of Enquiry would have the right, if prevented from attending, to appoint a substitute.

The Chairman explained for what reasons an increase in the number of members of the Committee of Enquiry was recommended. There was a desire that it should include two members of the Supervisory Commission, at least one woman, representatives of the International Labour Organisation, etc., so that the Committee might have at its disposal the widest possible experience.

M. HAMBRO (Norway) wondered if it was necessary for the Assembly to adopt a new resolution before the General Committee was able to nominate the members of the Committee of Enquiry.

The CHAIRMAN replied that such was the view of the officers of the Fourth Committee.

*The report of the General Committee of the Assembly was adopted.*

**143. Close of the Session.**

The CHAIRMAN thanked the members of the Fourth Committee for the loyal collaboration which they had given him. They had put at the disposal of the work of the Committee their long experience and knowledge. He would particularly thank the Secretary-General, the Under Secretary-General, Mr. Bieler, the Vice-Chairman, M. Molloff, and other members of the staff who had helped the Committee.

He declared the session of the Fourth Committee to be closed.

ANNEX 1.

PROVISIONAL AGENDA.

1. Election of Vice-Chairman.
2. Publicity of Meetings.
3. Approval of detailed Provisional Agenda.
4. Appointment of the Sub-Committee on Contributions in Arrears.
5. Appointment of Rapporteur.
6. Reports of the Supervisory Commission, including the Report on the Organisation of the Secretariat, in particular on Amendments to the Staff Regulations.
7. Audited Accounts for 1928.
8. Financial Situation of the League on August 31st, 1929.
9. Report by the Council on New Work involving Additional Expenditure on the part of the League.
10. Procedure for the Election by the Assembly of the Members of the Supervisory Commission.
11. Budget for 1930 :
  - (a) Secretariat and Special Organisations of the League;
  - (b) International Labour Organisation;
  - (c) Permanent Court of International Justice.
12. Report by the Committee of Five on New Buildings.
13. Consideration of the Report of the Sub-Committee on Arrears.
14. Consideration of the Conclusions of the Reports of the Supervisory Commission (in so far as not previously adopted).
15. Supplementary Credits.
16. Miscellaneous Questions.

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Official No.: A.5.1929.X

ANNEX 2.

REPORT OF THE SUPERVISORY COMMISSION ON THE WORK OF ITS  
THIRTY-SECOND SESSION. <sup>1</sup>

1. The Supervisory Commission, consisting of :

His Excellency M. Stefan OSUSKÝ, Minister of Czechoslovakia in Paris, *Chairman* ;  
Lord MESTON OF AGRA (India), *Vice-Chairman* ;  
Dr. J. A. NEDERBRAGT, Chief of the Economic Division of the Ministry for Foreign  
Affairs of the Netherlands, *Rapporteur* ;  
M. Jean RÉVEILLAUD, Honorary President of the Conseil de Préfecture de la Seine ;  
His Excellency M. C. PARRA-PÉREZ, Minister of Venezuela in Rome ;

met in ordinary session, from April 24th to 27th, 1929, to consider:

- (a) The accounts of the various organisations of the League for 1928, together with the report of the Auditor thereon;
- (b) The estimates for 1930;
- (c) Certain budgetary and administrative questions which had been referred to it.

I. ACCOUNTS FOR 1928.

2. The Commission considered the accounts for the tenth financial period (1928) together with the report prepared by the Auditor and the observations of the Rapporteur.

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<sup>1</sup> This report also includes decisions taken by the Commission at its thirty-first session.

The explanations and recommendations of the Supervisory Commission—apart from those to which effect was immediately given in the documents submitted to the Assembly—are as follows:

(a) With reference to the particular case mentioned by the Auditor, the Commission, without requiring any change in the 1928 accounts, agreed that recoverable advances made in 1928 but repaid to the Working Capital Fund during the period January 1st-February 15th, 1929, should be credited to the 1929 and not the 1928 accounts and therefore shown as outstanding on December 31st, 1928.

(b) The Commission agreed with the Auditor that the Depreciation Reserve Fund should cover, at the end of each financial period, all new expenditure made in that period for the purchase of furniture or for the Library.

(c) The Rapporteur pointed out that the number of internal transfers was largely due to the system adopted for controlling expenditure. Whenever expenditure was proposed, an estimate, allowing for all probable contingencies was prepared; if it was found that such expenditure was essential but could not be carried by the funds available, a proposal for internal transfer was submitted to the competent official for approval.

It sometimes happened that the actual expenditure was less than the estimated amount and that the transfer appeared to have been excessive or unnecessary. This is a difficulty which is unavoidable, but is trivial compared with the importance of maintaining the present system of control.

The Commission discussed a number of specific cases of internal transfer which had been brought to its notice by the Rapporteur and agreed that the action which had been taken by the competent officials of the various Organisations was in accordance with the Regulations and principles to be followed in the matter.

(d) The Commission considered the details of the expenditure incurred in connection with the settlement of the dispute between Bolivia and Paraguay. It was informed by the Secretary-General by far the greater part of this expenditure related to the telegrams which were sent to the two States concerned and particularly to the long cable which was despatched from Lugano to all the Members of the League to acquaint them of the situation as it stood at the end of the session of the Council. The Supervisory Commission expressed the wish that the exact amount spent on telegrams on that occasion (138,218 Swiss francs) should be communicated to the Chairman of the Advisory and Technical Committee on Communications and Transit, since this information might be of some value in considering the question of the establishment of a League of Nations Wireless Station.

(e) The Supervisory Commission noted with regret that certain liabilities outstanding on December 31st, 1928, had not previously been registered with the Treasury. Without wishing to establish a hard-and-fast rule strictly preventing payment in respect of such unregistered liabilities, the Commission decided that the Treasury could, in cases of negligence on the part of officials, bring the case before it in order that the Commission might consider what action should be taken.

3. After considering the report of the Auditor and the observations of the Rapporteur, the Commission has the honour to propose to the Assembly to approve the accounts for the tenth financial period (1928) of the Secretariat and Special Organisations of the League, of the International Labour Organisation, of the Permanent Court of International Justice and of the Staff Provident Fund.

## II. DISPOSAL OF A SURPLUS FOR 1928 AND REIMBURSEMENT TO STATES OUT OF THE BUILDING FUND.

4. At the request of the Commission, the Treasurer prepared a statement (Appendix 1) showing the origin of the cash surplus for 1928; it showed that receipts for 1928 amounted to 25,444,966.48 gold francs of which 1,729,161.12 gold francs represented contributions in arrears—while payments came to 22,727,145.72 gold francs; the surplus in respect of the year was therefore 2,717,820.76 gold francs.

The Commission considered that, in view of the necessity for strengthening the Building Fund to bring it up to the sum of 19½ million francs, approved by the Eighth Assembly for the cost of the new constructions, advantage should be taken of the present favourable financial position of the League to augment the sums set aside for the new buildings by appropriating that proportion of the 1928 surplus which corresponded to the payment of arrears during the year—viz. 1,729,161.12 gold francs—in the following manner: 1,479,161.12 gold francs to the Building Fund proper and 250,000 gold francs to the Furnishing Fund established by the Eighth Assembly.

In the second place, the Commission proposes to limit once more the reimbursement to States out of the Building Fund to the sum of 700,000 francs, instead of 1,400,000 francs as in 1927 and 1928.

Finally the Commission considered that, in accordance with Article 38a of the Financial Regulations, the balance of the surplus—988,659.64 gold francs—should be returned in 1930 to the Members of the League, by treating it as part of the income of the year.

### III. BUDGET FOR THE TWELFTH FINANCIAL PERIOD (1930).

#### I. *Secretariat and Special Organisations.*

5. The main features of the estimate for 1930 are as follows:

(a) The estimate for 1930 showed little increase over the Budget for 1929. The difference between the two was not as much as the total of the annual increments for the staff. Indeed, the 1930 estimates would have been slightly less than the amount of the 1929 Budget had not separate provision had to be made in the former for the Codification Conference, which had been postponed from 1929 to 1930. The number of posts provided for the permanent staff had only increased by one.

(b) The Commission was informed by the Secretary-General that he had set up a small committee thoroughly to go into the question of the creation of new posts and of regradings of certain minor posts, as well as to ensure that uniform standards were applied throughout the Secretariat. As this Committee had been unable so far to report to the Secretary-General, the proposals contained in the Budget involving promotions of clerical staff should be considered as provisional. A report would be forwarded to the Commission at its Assembly session, pointing out what reductions, if any, could be made before the Budget was adopted by the Assembly.

(c) In accordance with the decision of the Fourth Committee, a separate estimate had been made of the cost of the travelling expenses of three delegates of each Member of the League from the capital of their country to Geneva and return. On the basis allowed for members of League Commissions—*i.e.*, moderate first-class fares on steamships, first-class on railways with sleeping accommodation, journey allowances to cover necessary disbursements during the trip—the sum involved would amount to 430,000 francs.

6. The Commission approved the estimate for the session of the Assembly. This estimate was made on the assumption that the *Assembly Journal* would remain a summary of decisions taken and not become a verbatim record of discussions.

7. In connection with the amount of 75,000 francs entered for the sessions of the Council, the Commission noted with satisfaction that the recommendation it had made at its thirty-first session on the subject of sessions of the Council held outside Geneva had been accepted in the case of the forthcoming session of the Council at Madrid. The Commission now formally proposes to the Assembly that, whenever the Council holds a regular session outside Switzerland, the country in which the meeting is held at the invitation of the Government should be expected to pay a contribution towards the expenses, equivalent to the difference between the cost of a meeting at Geneva and at the place where it is actually held.

8. On the understanding that a further report would be submitted to it at its Assembly session on the subject of promotions and the regrading of posts, the Commission approved the inclusion in the Budget of the sum of 5,476,380 francs for the salaries, wages and allowances of the Secretariat at Geneva.

In connection with the question of temporary staff and replacements, it laid stress on the importance of the meetings of the various conferences and committees being so arranged as to avoid simultaneous sessions of important committees, followed by periods of temporary lull.

The Secretary-General pointed out that it was impossible to distribute evenly the various meetings throughout the year, as certain dates were clearly unacceptable to members of committees, while other circumstances, such as the necessity for League bodies to issue their reports in time for adequate consideration by the Council and the Assembly unavoidably resulted in pressure at certain times.

9. In connection with Item 6, the Commission adopted the credit of 100,000 francs provided for technical investigations to be undertaken in Latin America. It was informed by the Secretary-General that an enquiry was at the present time being conducted on the subject of leprosy, and that it was hoped, as a result of the visit of an expert to certain countries of the Latin-American continent which had not so far been in close touch with the Health Organisation, that the Organisation would continue in 1930 to develop still further certain activities in Central and South America.

10. The development of the sale of League publications being under consideration by the Committee, the Secretary-General pointed out that receipts under this head had increased from 160,488 francs in 1926 to 247,718 francs in 1928, and an estimate of 300,000 francs was included in the Budget for 1930. On the other hand, the volume of printing had actually decreased since 1927, when the number of documents issued had reached a maximum owing to the General Economic Conference, and the appropriation for development of sales, including travelling and advertising, had been brought from 70,000 francs in 1928 down to 50,000 francs in the 1930 estimates.

11. The Commission had before it a proposal to publish, on the occasion of the tenth anniversary of the League, a volume of about 500 pages containing a complete summary of the organisation and working of the League. This volume, the cost of which was estimated at 110,000 francs would be edited in an attractive and saleable form, and issued in French, English, German, Italian, Japanese and Spanish.

The adoption of the proposal would enable the Information Section to reduce its publications to the printing every year of a booklet on the work accomplished by the League during the preceding twelve months, and the issuing, from time to time, of short pamphlets on questions of special interest and of leaflets for free distribution.

The Director of the Information Section explained that the volume would be written from an entirely objective and scientific point of view, that it would be attractively printed and bound, and would sell at a price sufficient to interest booksellers in pushing sales.

After discussion, the Commission adopted the view that it could not agree to the proposal as submitted. It seemed difficult to discriminate between the languages (other than the official languages) in which the volume would be printed, and it did not appear certain that, in the case of the non-official languages, the cost would be compensated for by sales.

Nevertheless, the Supervisory Commission agreed to add to the cost of printing in both official languages a sum of 35,000 francs to cover translations into other languages at the expense of the League. Should a Dutch publisher, for instance, undertake to publish the book in Dutch at his own risk, a translation into Dutch would be arranged by the Director of the Information Section. The cost of printing and binding the French and English editions having been estimated at 32,000 francs, the Commission included 67,000 francs (as against 110,000 francs in the original estimates) in the Budget for 1930 in respect of this special publication to be issued on the tenth anniversary of the League.

12. In connection with the estimates of the Economic and Financial Organisation, the Commission discussed whether the time had not come to combine Schedule L (1) dealing with the consequences of the Economic Conference with Schedule L which related to the general work of the Economic and Financial Organisation. It came to the conclusion that the time had not yet come to take such a step which would tend to stabilise expenditure which should still to a certain extent be considered as temporary.

After a general discussion on the work accomplished by the Organisation and the present prospects in regard to the time when certain of the enquiries would be terminated, the Commission approved the estimates in the form in which they had been submitted.

13. The Commission reduced the Budget of the Mandates Section by 2,500 francs in view of undertakings which had just been given, as a result of the decision of the last Assembly by the French and British Governments to provide, free of charge, the full number of copies of the annual reports required for official distribution. The Commission expressed the hope that the other Governments concerned would follow this example so that the item in question could be entirely suppressed from the estimates.

14. The Commission noted that, apart from the regular salary increments and an addition of 500 francs to the subhead for telegrams, the Budget of the Communications and Transit Organisation amounted to the same sum as in the current year. In consideration of the methods of work adopted by the Organisation, it agreed to combine under one subhead the appropriation for the sessions of the Advisory and Technical Committee itself, the temporary committees and technical work of experts, and the special Conferences.

15. In view of the decision of the Assembly that the Budget of the International Health Organisation should be stabilised at a maximum figure of 1,000,000 francs, the Secretary-General agreed to make certain reductions in the Budget as submitted to the Commission, which now amounts to 999,994 Swiss francs. The Commission noted that, while the Budget had been drawn up in the form which it had approved last year on the report of the Deputy-Auditor, it was for the moment not strictly comparable to the estimates of the other Organisations. This was due to the complication resulting from the necessity for showing the Rockefeller grants in a separate column and the fact that the expenditure incurred in 1928 was appropriated to the heads of the estimates as they were drawn up until the end of that year.

The Commission was informed by the Secretary-General that the increase in the Budget of the Eastern Bureau of the Health Organisation would not result in increased contributions by the League, but would be made up from the other sources of the Singapore Bureau.

16. The Commission considered with particular care the estimates of the Section for Social Questions, which showed an increase over the current year, if account was taken of the considerable reduction made in the non-recurrent item for the Commission of Enquiry to the Far East into the Control of Opium-smoking. The Secretary-General explained that, owing to the postponement till September of the departure of the Commission, the bulk of the expenditure would be incurred during 1930. All its expenses during 1929, however, would be met from the League grant, but, owing to the fact that it hardly seemed probable that the total sum of 100,000 francs voted by the Assembly for the purpose could be spent during the current year, it had been thought advisable to provide the sum of 10,000 francs in the 1930 Budget. It was of course clearly understood that the total amount to be paid in 1929 and 1930 would in no case exceed 100,000 francs.

The Commission agreed to the inclusion in the Budget of the sum of 20,500 francs for travelling and removal expenses in view of certain non-recurring expenditure which would have to be met during 1930.

If account were taken of the two items, the estimate in question did not show any real increase in recurring expenditure over the figures of the 1929 Budget.

It approved the credit of 25,000 francs provided for the printing of documents of the Advisory Committee on Opium. It was informed that the provision for printing had been underestimated for recent years, but that on the other hand it was not to be expected that the 1930 expenditure would reach the same high figure as in 1928. The Commission would in future meet only once a year during the month of January, and it would thus be possible to avoid paying out of the same budget for two sets of reports and documents.

17. When discussing the estimates of the Section for the Reduction of Armaments, the Commission noted that an important proportion of the economies which had been made in the past year was due to the fact that no expenditure had been incurred in connection with investigations or the two conferences which for some years had been shown in the budget of the Section.

Notwithstanding the increase in the appropriation for the Armaments Year-Book over the actual 1928 expenditure, the Commission agreed that it would be inadvisable to reduce it at the present moment since a proposal had recently been made for modifications and additions to be made in the contents of that publication.

18. While the amount provided for the Section for Intellectual Co-operation and International Bureaux had hardly increased, the Commission noted that the travelling appropriation had doubled in the last two years, while a certain reduction appeared to have been made in the general work of the Section. The Secretary-General explained that this was generally due to the generous gifts of Governments which had provided institutes to develop the study of certain questions after the initial stages had been completed by the Commission for Intellectual Co-operation. While the general expenditure borne by the Section was thus somewhat reduced, it was necessary for the officials more frequently to travel to attend the meetings of the governing bodies of these institutes. The Commission was informed that the Diplomatic Conference, which, after approval by the Assembly, would be convened to deal with the question of scientific property, could not be held at the earliest till 1931; while detailed estimates in the circumstances had not been made, it was not expected that its cost would exceed 25,000 francs.

19. The Commission noted that, the Council having decided that the first Codification Conference could not meet this year, provision had had to be made in the Budget for 1930 for the purpose. It had, however, been possible to make a reduction of 30,000 francs in the estimate approved by the last Assembly in view of the fact that considerable preliminary printing would be done during 1929 and charged to this year's Budget. The Government of the Netherlands had agreed to guarantee to a maximum sum of 128,500 francs the cost of the Conference over and above 178,500 francs, subject to ratification when the 1930 estimates were submitted to the States-General.

20. The Secretary-General reminded the Commission that the last Assembly had set up a new Advisory Commission made up of Government representatives to "submit... a general report on the possibility of reaching a final solution as soon as possible of the question of refugees and on the means by which the object might be attained..." Pending the meeting of this Commission, which would shortly be held at Geneva, the Secretary-General had felt it desirable to include in the 1930 estimates, for the work on behalf of refugees, the same amount as that shown in the 1929 Budget.

21. The Commission, after comparing the amounts provided for the Secretariat and the International Labour Office for the purchase of furniture, equipment, typewriters and other Office appliances, and having considered the list of purchases thought necessary in 1930, requested its Rapporteur to go into the question before its Assembly session. It provisionally approved the inclusion in the Secretariat Budget of the sum of 80,000 francs on the understanding, of course, that this appropriation might be modified as a result of the Rapporteur's report.

22. The estimates of the Secretariat, as adopted by the Commission, amount to 15,177,306 Swiss francs, as against 15,011,085 francs for the current year.

## 2. *International Labour Organisation.*

23. In submitting the Budget of the International Labour Organisation for 1930, the Director of the Office briefly referred to the chief differences between the estimates for 1929 and 1930.

Two-thirds of the total additional expenditure of 229,038 francs was represented by statutory increases such as increments, the consequential enhancement of the credit for the Staff Provident Fund, and higher appropriations for maintenance, repairs and renewals, the amount set aside by the Office for the latter purpose still falling short of the sum usually provided for public buildings. Development expenses proper were limited to a non-recurring contribution towards a conference on silicosis in South Africa, the bulk of the expenditure of which would be met by the South African mine-owners, certain increases under the heading of "External collaboration", and finally for a very limited number of personal promotions.

The Director added that these increases were to a large extent offset by the higher revenue from sales of publications and, as far as the Budget of the Office proper was concerned, by the sums received from Brazil.



24. Passing to the consideration of the items of the Budget, the Commission noted that provision had been made in the estimate for two non-consecutive Conferences. The Governing Body would decide at its October session whether certain political exigencies which had to be considered would make it possible to hold the second Conference immediately after the first in accordance with the wish expressed by the last Assembly, and even whether it should not be postponed till the beginning of 1931.

In regard to the sessions of the Governing Body, the Director explained that the increase in the provision was due to the larger amount of printing which was foreseen, to the greater tendency on the part of overseas members to attend the sessions, and finally to the creation of new sub-committees set up by the Governing Body to deal with particular questions.

25. In connection with Item 3, the Director explained once more the system followed by the Office in the matter of promotions. Fixed establishments had been approved by the Governing Body for the various divisions, sections and services, and promotions from one grade to another could only be made when vacancies occurred. On account of the specialised character of much of the work of the Office, it frequently happened that officials were not eligible for promotion outside their own service. In view of this difficulty and other special circumstances, the Governing Body had authorised its Budget Committee to approve twelve special personal promotions to be made when the 1930 Budget came into force. While grateful for this decision of the Governing Body, the Director was concerned with the situation of the large number of officials (particularly Members of Section Class B) who had reached the maximum of their grade without any immediate prospect of promotion to a higher grade.

In view of the fact that these promotions would not be inconsistent with the system followed by other League Organisations, the Supervisory Commission did not at present take exception to the proposals made by the Governing Body. Nevertheless, it proposes to re-examine this question as well as that of the raising of the minimum salary of the fifth-class clerks when considering the revision of the Staff Regulations.

26. The Commission noted that the Governing Body had decided to re-examine the position of the Correspondents' Offices and to reserve the use of the credits proposed till this enquiry had been terminated.

### 3. *Permanent Court of International Justice.*

27. The Commission, having received satisfactory explanations from the Registrar as to the small differences between the 1930 and 1929 items, approved the estimates of the Permanent Court of International Justice in the form in which they had been submitted to it. It noted that the estimates were based on the principle admitted by the Assembly some years ago, that provision should be made to enable the Court to sit 240 days each year.

## IV. MISCELLANEOUS QUESTIONS.

### 1. *Second Annual Report of the Publications Committee.*

28. The Commission took note of the second annual report of the Publications Committee (Appendix 2). It was happy to note that the resolution adopted by the last Assembly on the printing of Minutes had made it necessary for the Committees concerned fully to justify before the Council the necessity for such printing.

### 2. *Special Allowance to the Members of the Mandates Commission.*

29. The Supervisory Commission considered a proposal to reduce from thirty to twenty-four working days the minimum period of attendance established by the Assembly as a condition precedent to the grant of the special allowance of 2,000 francs given to the members of the Mandates Commission.

The Secretary-General pointed out that, since the Assembly had taken its decision in the matter, the Mandates Commission had re-organised its methods of work: individual members were made responsible for the preliminary study of a report or of a special subject, with the result that a large part of the ground was cleared before the members came to Geneva, and it would be possible to reduce the actual sessions to two meetings of twelve working days each.

In view of the adoption of this new and more economical method of work—which, however, did not entail any reduction in the amount of work actually accomplished by the members of the Commission—and the incompatibilities attaching to membership of the Mandates Commission, the Commission agreed to the proposal. If the Assembly approves, the allowance of 2,000 francs will be payable to the members of the Mandates Commission for any year during which the sessions amount to twenty-four working days.

### 3. *Payment to States which have withdrawn from the League of their Share of the Working Capital Fund.*

30. Article 31 of the Financial Regulations reads as follows:

“Subject to a decision of the Assembly, the States which for any reason cease to be Members of the League shall be entitled to the reimbursement of the total amount of their contributions to the Working Capital Fund.”

In the circumstances, the Commission is of opinion that it should propose to the Assembly that the sums to the credit of Brazil and Costa Rica in the Working Capital Fund, amounting respectively to 165,093.48 and 1,195.61 gold francs, should be returned to those States.

4. *Age-Limit of the Staff of Correspondents' Offices.*

31. In view of the decision of the Assembly that League officials permanently employed away from headquarters in the country of which they were nationals should, for purposes of pay, conditions of service, etc., be assimilated to the civil servants of those countries, the Commission agreed that the provision of the staff regulations fixing at 60 the age-limit of the officials of the League should not be applied to the officials employed in correspondents' and other similar offices, who might remain in the service of the League till they reached the age of retirement applicable to local officers of their grade.

5. *Allowances payable to the Auditor and Deputy-Auditor.*

32. In view of the increased responsibilities of the Auditor and of his Deputy resulting from decisions taken since their allowances were fixed at their present figures, the Supervisory Commission, acting in accordance with Article 4 of the Financial Regulations, increased from 2,500 to 3,000 francs the yearly allowance of the Auditor and from 50 to 70 francs the daily allowance of his Deputy.

Appendix 1.

ORIGIN OF 1928 CASH SURPLUS

	Secretariat	International Labour Organisation	Permanent Court of International Justice	Building Annuity	Total
1928. Estimated receipts . .	13,829,243.—	7,958,470.—	2,171,104.—	1,375,000.—	25,333,817.—
1928. Actual receipts . .	12,945,915.31	7,450,181.06	2,032,440.59	1,287,268.40	23,715,805.36
In respect of arrears. .	1,055,610.62	524,098.36	149,452.14	—	1,729,161.12
Total . . . .	14,001,525.93	7,974,279.42	2,181,892.73	1,287,268.40	25,444,966.48
Payments . . . . .	11,576,440.—	7,774,364.92	2,001,340.80	1,375,000.—	22,727,145.72
Cash Surplus . . . . .	2,425,085.93	199,914.50	180,551.93	—	2,805,552.36
Cash Deficit . . . . .	—	—	—	87,731.60	87,731.60
Net Cash Surplus . . . . .					2,717,820.76

Appendix 2.

SECOND ANNUAL REPORT OF THE PUBLICATIONS COMMITTEE.

1. The Publications Committee, which was constituted on the recommendation of the Supervisory Commission as an Advisory Body to the Secretary-General by Assembly resolution of 1926, submits its annual report for the year 1928.

2. The Committee has embodied in this report information supplied by the Publications and Printing Department.

3. The following table shows the amount and the cost of League Publications for the year 1928 compared with 1927. Details are given in the Sub-Appendix.

*Printed Documents.*

Year	Number of pages	Cost in Swiss francs	Sales Swiss francs	% printed in Switzerland	% printed elsewhere
1927 . . . . .	57,483	1,313,317.—	185,754.—	84.2	15.8
1928 . . . . .	53,585	1,022,746.—	247,592.—	76.6	23.3

*Salaries and Travelling Expenses.*

Year	Printing Department Swiss francs	Publications Department Swiss francs
1927 . . . . .	136,453.23	42,450.58
1928 . . . . .	148,361.80	59,583.30

*Roneographed Documents.*

	Number of pages
1927 . . . . .	73,672
1928 . . . . .	73,151

4. At the sixteen meetings held during the year, the Publications Committee dealt with the following matters:

- Applications from Sections for the printing of documents;
- System of free distribution and individual requests for documents free of charge;
- Reprints;
- Standardisation of periodic publications;
- Printing costs;
- Publicity and sales.

5. *Applications from Sections for the Printing of Documents.*

The Committee authorises, subject to the Secretary-General's approval, the publication of each document before it is printed, together with the number of copies for official distribution, sale and free distribution. When in doubt about the publication of any particular document or the number of copies demanded, a member of the Section concerned is called to the Committee and a reduction in the number of copies is frequently made. In some cases the Committee has made recommendations for standardising, improving or shortening documents which have been accepted by the Sections concerned. These examinations made by the Committee show that documents are authorised by decision of the Council or Assembly directly or indirectly, but the Publications Committee sometimes feels doubts as to whether the documents which result from that authorisation are not longer and more numerous than was intended. For instance, an advisory committee asks for certain information from official or unofficial sources, that information is received in a number of letters or memoranda which may seem to the Publications Committee unnecessarily long or numerous, but to refuse publication of any of them is then difficult both for the Section and for the Publications Committee. The Committee has great hopes of the results of the following resolution adopted by the last Assembly:

“ The Supervisory Commission requests the Assembly:

“(1) To instruct the Chairmen of all these Committees to *limit strictly at one meeting the amount of material which is to form the basis of their discussions at the next*, quite apart from the question whether they have the money for publication or not:

“(a) By framing their requests for information in a form which will induce *short replies*:

“(b) By instructing either the Rapporteur or the Secretariat to *summarise that material*, keeping the original replies merely for reference;

“(c) By emphasising the importance of conciseness in any reports requested from outside sources”.

The Secretary-General has called the special attention of responsible members of the Secretariat to this resolution and has made arrangements for bringing it to the notice of all Chairmen of Committees.

The following case occurred in 1928: a single sub-committee received for a single session, some six weeks before that session, 350 pages of roneo and 170 pages of print. A number of further documents were issued to that committee before it met and while it was meeting. This, and other cases not cited here, have convinced the Publications Committee that, if all Chairmen of League Committees carry out the Assembly's request, a saving will result and the Committees themselves will benefit. The Committee has devoted more space to this question than to any other, because it desires to concentrate attention upon it.

#### 6. *System of Free Distribution and Individual Requests for Documents free of charge.*

The Committee has introduced the following system of free distribution. Before a document is printed, the Committee authorises (apart from official distribution, sales, etc.) a stock of so many copies for free distribution (*a*) by the Section concerned and (*b*) by the Information Section, and that stock cannot be exceeded or replenished without the Committee's leave. The Section issuing the document is entirely responsible for what it does with its stock. As all the copies authorised for the Section concerned, other than the Information Section, have not been used, the Committee intends to see whether it will be possible to make a further reduction in free distribution copies. The system has already resulted in some reduction in the number of copies, but it is too early to say whether there will be a corresponding increase in sales. The present increase in sales is probably due more to an improvement in the system of bringing documents to the attention of agents, specialists, etc., than to a restriction in free distribution.

The lists of those receiving documents free of charge have been revised. A certain number of legal and university libraries in important centres have been added to that list and, when demands for free copies are received from either institutions or individuals in those centres, the applicants are in most cases informed that the documents can be consulted at the library. In a number of cases, applicants for documents free of charge have been invited to purchase the documents; and where the applicant is a university or other educational body a discount has been granted. In cases of free distribution, postage is charged if postal expenses amount to over 1 franc, except when the recipients of the documents are in an official capacity, give documents in exchange, or render some service in return.

A considerable number of applications for documents are received from Government offices or individual officials. The general practice of the Committee is to ask these applicants to apply for the documents from their own Foreign Office, which is given the number of copies it demands.

#### 7. *Printing of Minutes of Advisory Committees.*

The Ninth Assembly decided that, with certain exceptions, the Minutes of committees and sub-committees should in no case be published unless a formal request were submitted to the Council. On such requests the Council in view of the arguments given by the Chairmen of the various Committees, has authorised the printing of the Minutes of seven Committees.<sup>1</sup> If these exceptions had not been granted, it is estimated that the saving would have been about 30,000 francs a year. This figure is, however, to some extent offset by sales and by the fact that a number of the annexes would in any case have had to be printed. The League of Nations Unions in Great Britain and Austria, the World Peace Foundation in the United States of America and other important organisations have written stating that they consider that the non-publication of Minutes hampers the study of League work.

#### 8. *Reprints.*

A certain number of reprints have been suppressed: the Budget as adopted by the Assembly is now inserted in the October *Official Journal*, which avoids separate circulation to the Members of the League; Assembly resolutions are printed only in the volume of Assembly resolutions and not separately as before; certain other documents which were circulated individually are now merely included in the *Official Journal*.

The Committee has standardised the formats for League publications, which, in addition to other advantages, will, it is hoped, avoid some reprints.

The Committee thinks that some reprints are avoidable, and hopes to be able to do more in the matter during 1929.

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<sup>1</sup> These Committees are the following: Health, Opium, Communications and Transit, Manufacture of Arms and Ammunition and Implements of War, Preparatory Commission for the Disarmament Conference, Arbitration and Security, Intellectual Co-operation.

## 9. *Printing Expenses.*

(a) *Place of printing.* — Every endeavour is made to place orders outside Switzerland when prices are lower, but this is only possible in the case of documents not urgently required, since printing at a distance always required more time. In 1928, 76.6 per cent of the publications were printed in Switzerland (84.2 per cent in 1927) and 23.3 abroad (15.8 per cent in 1927).

(b) *Urgent printing.* — Some of the urgency in printing is due to delays, sometimes unavoidable, in the preliminary stages. Replies from Governments or individuals are received after the specified date; records of conferences or committees are, owing to the difficulty of getting in corrections, etc., sent to the printer two or three months after the close of the session. In the hope of reducing demands for urgent printing, the Publications Committee has issued to the Sections a time-table indicating the time necessary for printing. In 1928, authors' corrections represented 3.8 per cent (4.1 in 1927) of the total printing costs.

## 10. *Publicity and Sales.*

(a) *Agencies.* — An endeavour has been made to establish agencies in as many countries as possible, but experience has confirmed the difficulty of finding suitable agents. Negotiations are at present being conducted with a view to establishing agencies in Egypt and Brazil, and the creation of agencies in other countries will follow as soon as it has been possible to get into touch with reliable booksellers or publishers.

*U. S. A.* — The World Peace Foundation have increased sales year by year, and these amounted in 1928 to about \$15,000.

*Great Britain.* — Messrs. Constable & Co., Ltd. have re-organised their agency machinery. The turnover was about £1,800 in 1928.

*Japan.* — Mr. Aoki, of the League's Tokio office, now undertakes publicity and sales of League documents in Japan. Sales amounted to £660 in 1928 and Japan is now the third largest customer.

The fourth and fifth largest customers are Germany and France. From January 1st, 1929, records will be kept showing sales in all countries.

## 11. *Publicity.*

With the credit provided in the 1928 Budget, an official was appointed to take charge of the publicity work of the Department, and the following steps have been taken:

I. *General advertisement.* — (a) An enlarged general catalogue in French of League documents, with index, has been distributed. A number of copies of the English catalogue printed in 1927 has also been sent out.

(b) In order to bring the two official catalogues up to date, lists of new publications have been distributed periodically.

(c) Advance information is sent to agents directing their attention to important documents.

II. *Special advertisement.* — A *card index* containing the addresses of specialists in various subjects has been prepared and these specialists are notified of particular documents.

For several of the most important documents, the usual publishers' practice has been adopted of sending out postcards with order forms attached for reply.

For particular groups of publications such as periodicals, or the documents of a single Section, special catalogues have been distributed. Prospectuses have been issued describing the "all-in" subscription system, and there are now 31 "all-in" subscribers.

These special means of advertising have proved more successful than any others.

III. *Newspaper advertisements.* — Such advertisements have not proved very successful and only 18 were inserted in 1928. They have not however been entirely abandoned, because for certain documents it is desirable to give somewhat wider publicity than can be achieved by direct means.

Sub-Appendix.

PUBLICATIONS ISSUED AND REPRINTED BY THE LEAGUE IN 1928.

Publications	Number of copies printed	Number of pages	Authors' corrections Swiss francs	Cost Swiss francs
<i>Assembly:</i>				
Periodical . . . . .	85,350	428	—	50,357.75
Occasional . . . . .	332,915	5,316	2,540.95	103,985.20
<i>Council:</i>				
Periodical . . . . .	49,075	4,904	2,745.60	90,189.35
Occasional . . . . .	27,680	1,868	1,212.15	28,779.80
<i>Minutes:</i>				
Of Committees . . . . .	31,205	4,888	5,278.—	73,704.30
Of Conferences . . . . .	9,475	1,652	3,285.85	35,773.25
<i>Occasional:</i>				
Sections:				
I. (a) Administrative Commissions	2,295	75	30.80	656.—
II. Economic and Financial. .	129,360	3,384	2,375.90	62,979.85
III. Health. . . . .	33,610	3,367	2,756.25	46,390.20
IV. Social Questions . . . . .	19,165	794	411.85	11,320.55
V. Legal . . . . .	12,355	1,304	909.05	20,939.55
VI. (a) Mandates . . . . .	15,280	126	112.80	2,183.15
VIII. Transit . . . . .	14,030	495	703.05	12,076.45
IX. Reduction of Armaments .	38,425	1,472	2,335.55	38,590.—
X. Treasury. . . . .	2,350	32	6.80	281.25
XI. Opium Traffic . . . . .	4,905	752	1,210.30	24,284.—
XII. (a) International Bureaux. .	7,700	136	60.—	1,876.85
Information. . . . .	128,600	2,640	1,490.30	37,918.15
Internal Printing . . . . .	1,950	250	294.05	2,908.—
<i>Periodicals:</i>				
Sections:				
II. Economic and Financial. .	36,775	3,283	3,699.30	77,339.10
III. Health. . . . .	56,100	2,406	3,080.10	49,566.—
V. Legal . . . . .	25,500	7,806	8,878.20	148,633.50
IX. Reduction of Armaments .	1,975	2,168	2,238.—	28,229.85
XII. (a) International Bureaux. .	9,125	444	106.80	3,534.60
Information. . . . .	207,650	2,809	—	44,787.25
Library . . . . .	4,200	262	—	7,159.45
Publications Service . . . . .	144,642	524	136.65	18,302.85
Total . . . . .	1,431,692	53,585	45,898.30	1,022,746.25
1927 Total . . . . .	1,697,638	57,483	64,124.—	1,313,375.32

Official No. : A.5 (a).1929. X.

ANNEX 3.

REPORT OF THE SUPERVISORY COMMISSION ON THE WORK OF ITS THIRTY-THIRD SESSION.

I. The Supervisory Commission, consisting of:

- His Excellency M. Stefan OSUSKÝ, Minister of Czechoslovakia in Paris, *Chairman*;
- Lord MESTON OF AGRA (India), *Vice-Chairman*;
- Dr. J. A. NEDERBRAGT, Chief of the Economic Division of the Ministry for Foreign Affairs of the Netherlands, *Rapporteur*;
- M. Jean RÉVEILLAUD, Honorary President of the Conseil de Préfecture de la Seine;
- His Excellency M. C. PARRA-PÉREZ, Minister of Venezuela in Rome;

met in extraordinary session, from June 21st to 25th, 1929, to consider:

- I. The report of the Secretary-General upon the organisation of the Secretariat and the amendments to its Staff Regulations;
- II. The budget estimates of the Refugees Service for 1930;
- III. The measures proposed in paragraph 14 of the report of the Committee of Jurists on the amendment of the Statute of the Permanent Court of International Justice;
- IV. Miscellaneous questions.

#### I. RE-ORGANISATION OF THE SECRETARIAT AND AMENDMENTS TO ITS STAFF REGULATIONS.

On September 26th, 1928, the Assembly adopted the following resolution:

“ The Assembly:

“ Whereas the Staff Regulations were drawn up shortly after the organisation of the Secretariat, and whereas it would be advisable for the League to avail itself of the experience acquired since 1922;

“ Considering that, although the Regulations have, on the whole, proved satisfactory, certain modifications would appear desirable to remedy certain disadvantages to which attention had been drawn:

“ Instructs the competent officials of the autonomous organisations, after examining the present situation and the improvements which might be made, to consider what steps—in particular, amendments to the Staff Regulations—could be taken to ensure, in the future as in the past, the best possible administrative results, and to submit the results of this enquiry to the Supervisory Commission, in order that a report on the question may be communicated to the Assembly at its next ordinary session.”

In order to give effect to this resolution, the competent officials commenced their examination of the question as soon as possible after the close of the 1928 Assembly. The problem with which they were faced being very complicated, they were unable to submit the results of their examination to the Supervisory Commission in time to allow it to study them in detail. The Commission was therefore obliged to content itself with preliminary conversations between its members and with the competent officials. It will continue to examine the problem and will submit its conclusions to the Assembly at its eleventh session (1930).

#### II. BUDGET ESTIMATES OF THE REFUGEES SERVICE FOR 1930.

The Council, on June 12th, 1929, examined a report upon the recommendations of the Advisory Commission on Refugees and passed the following resolution:

“ The Council approves the present report and forwards to the Assembly the report of the Advisory Commission for Refugees, together with the recommendations contained therein.”

The report in question has accordingly been referred in the first instance to the Supervisory Commission, with a view to its submitting to the Assembly its advice upon its financial aspects. The Supervisory Commission feels that, even on its strictly financial side, any settlement of the case must involve a decision as to the future status of the Refugees Organisation and as to the term of its duration. On the first point, the position is that the organisation has, for the last five years, been under the special care of the International Labour Office for technical questions only, and that that body has now, for reasons within the knowledge of the Assembly, ceased to be responsible for it. Accordingly, the question has to be faced whether it should be incorporated in the Secretariat, as recommended by the Advisory Commission in the report quoted above, or whether, on the other hand, it should be treated as a separate and autonomous organisation. The Supervisory Commission definitely recommends acceptance of the latter policy.

The Refugees Organisation dates from the movement of 1921 for the repatriation and relief of the Russian refugees who were then dispersed about Europe. That movement started in a letter from the Council of the League to Member States asking their co-operation in dealing with the problem; and in that letter, which was dated March 16th, 1921, it was clearly laid down that the League could not concern itself with the problem or accept any financial responsibility for relief. Subsequently, Dr. Nansen was invited to act as High Commissioner in order to ensure the inter-Governmental action to which the Member States had agreed in response to the letter referred to. Dr. Nansen accepted this duty and was given at the outset a grant from the 1922 Budget of the League. In one form or other, the grant of assistance has been maintained up to the present time; but the work of the High Commissariat has tended more and more to detach itself from the sphere or supervision of the Secretariat. At an early stage, when the industrial aspects of Dr. Nansen's work assumed special prominence, the Assembly transferred the responsibility for its technical supervision to the International Labour Office. That phase of the work has also passed, and the organisation is now, more distinctly than ever, pursuing its own policy on its own lines, providing in a considerable measure its own funds, and expending its resources in accordance

with plans over which the Secretariat of the League has, and could have, little or no control. The whole business, in fact, is exactly one of those humanitarian projects which the League of Nations can stimulate or even initiate, but the detailed execution of which it must leave to inter-Governmental or even ultimately to private agencies.

For this attitude there has been increasing justification in the development of the work. The activities of the High Commission have been from time to time extended by the Assembly and the Council by the addition of other categories of refugees, and by the adoption of plans for the settlement of the Armenian refugees in Erivan and Syria, and by the arrangements adopted by the Inter-Governmental Conferences of May 12th, 1926, and June 28th, 1928. The High Commissioner has arranged for a revolving fund to enable him to contract loans and other engagements for which he is, with the knowledge of the Assembly, entirely responsible. He has instituted, through the divisional agents of the organisation, a system of collecting fees from refugees in respect of services rendered to them; the fees in question are fixed and realised on the sole responsibility of the High Commissioner, and are under no form of control or responsibility on the part of the Secretary-General. In short, the liability of the League becomes more and more strictly confined to the assistance which it renders in the form of a lump annual subsidy.

In these circumstances, and having regard both to the history of the work and to the scope of its operations, the Supervisory Commission is perfectly clear that the Secretary-General cannot be made responsible for either its financial or its administrative details. On all grounds, therefore, it seems essential that the organisation should remain independent and autonomous; though, in order to ensure that the annual subsidy is devoted to the purposes for which it is intended, the accounts of the High Commission should be subjected to a regular audit by the League's auditor, and his report should be transmitted through the Supervisory Commission to the Assembly.

On the second point for decision—namely, the duration of the work which still remains for the Refugees Organisation—the pronouncements of and in the Assembly in the past admit of no doubt. It has most clearly been understood that the operations of repatriation should be brought to a conclusion within a reasonable period. The Advisory Commission now suggests a period of ten years. The Supervisory Commission would ask the Assembly to record a definite decision, and would submit for the consideration of the Assembly the frequently recurring decisions that the subsidy was meant for exceptional and temporary expenditure. When the Assembly has fixed the period within which its interest in the work should terminate, the Supervisory Commission will suggest a suitable and gradual reduction of the subsidy, with modifications of that part of Dr. Nansen's budget which is devoted to the payment of salaries.

With regard to the estimates for the year 1930, the Commission recommends the proposal of the Refugees Advisory Committee that the budget provision should be maintained at the 1929 figure (298,000 francs for the general work of the High Commission and 50,000 francs for the settlement of refugees in Erivan) to the favourable consideration of the Assembly. It may, however, be necessary, and the Commission thinks it fair, that, owing to the inability of either the International Labour Office or the Secretariat to provide office accommodation or the usual central services, an additional sum of non-recurring expenditure should be included in the estimate for the purposes of installation. The Commission, should the Assembly so desire, would be prepared to make proposals as to this sum.

### III. EXAMINATION OF THE PROPOSALS MADE IN PARAGRAPH 14 OF THE REPORT OF THE COMMITTEE OF JURISTS ON THE QUESTION OF THE REVISION OF THE STATUTE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.<sup>1</sup>

At its June session, the Council decided to ask the Supervisory Commission to examine a number of questions raised in the report of the Committee of Jurists (document A.9.1929.V.) which involved financial consequences.

The Supervisory Commission is asked:

- (1) To give its opinion on the draft resolution drawn up by the Committee of Jurists with regard to the salaries of members of the Court;
- (2) To revise the Assembly resolution of September 30th, 1924, concerning the pensions of members and of the Registrar of the Court, so as to bring it into line with the amendments to the Statute proposed by the Committee of Jurists;

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<sup>1</sup> The Committee of Jurists was appointed by the Council in December 1928 in consequence of the Assembly's resolution of September 20th, 1928, by which the Council's attention was drawn "to the advisability of proceeding, before the renewal of the term of office of the members of the Permanent Court of International Justice, to the examination of the Statute of the Court with a view to the introduction of such amendments as may be judged desirable, and to submitting the necessary proposals to the next ordinary session of the Assembly".

The Committee's report proposing various amendments in the Court Statute and the adoption by the Assembly of certain recommendations and resolutions relating to the Court was considered by the Council at its session of June 1929.

The proposals of the Jurists are referred to the present session of the Assembly and will at the same time be considered by a Conference of States parties to the Statute of the Court which the Council has convened for Wednesday, September 4th, 1929.

By the last paragraph of its resolution, the Council resolved "to request the Supervisory Commission to present to the Assembly at its next ordinary session its opinion as to the measures proposed in paragraph 14 of the report of the Committee of Jurists".



(3) To submit to the Assembly draft regulations for the repayment of travelling expenses to members and to the Registrar of the Court.

#### 1. *Salaries of Members of the Court.*

The Committee of Jurists proposes that the occupations incompatible with membership of the Court should be further extended and that members should be prohibited, not merely from exercising any political or administrative function, as hitherto provided in Article 16 of the Statute of the Court, but also from engaging in any other occupation of a professional nature.

Furthermore, in Article 23 of the Statute, provision has hitherto been made for only one regular session every year, with extraordinary sessions if circumstances should so require. The Committee of Jurists proposes to amend this clause and to lay down that the Court shall remain permanently in session, and that henceforward, unless they are on regular leave or prevented from attending by illness or other serious reason duly explained to the President, its members shall be bound to hold themselves permanently at the disposal of the Court.

Lastly, the Committee of Jurists proposes to define more satisfactorily the qualifications for membership of the Court.

The Committee of Jurists is of opinion that these amendments to the Statute should involve a change in the salary system as established by the Assembly resolution of December 18th, 1920. Under that resolution, the emoluments of members of the Court were divided into annual salaries, special duty allowances, and daily subsistence allowance. This system was based on the principle that members of the Court would not be required to reside at The Hague.

In future, under the new Statute, members will be obliged to hold themselves at the President's disposal throughout the year. It is only reasonable, therefore, that they should henceforth receive a fixed annual salary. What should be the amount of this salary?

When we look at the Assembly resolution of December 18th, 1920, we find that the judges were given 15,000 florins as annual salary, 100 florins per day as duty allowance, and an allowance of 50 florins for each day of actual presence at The Hague. The duty allowance and subsistence allowance, calculated on the basis of 200 days a year, amount to 20,000 florins duty allowance and 10,000 florins per annum subsistence allowance. Accordingly, in theory, the maximum annual total fixed by this resolution for a member of the Court was 15,000 florins plus 20,000 florins plus 10,000 florins, making a total of 45,000 florins. This theoretical maximum gives us an accurate indication of what the 1920 Assembly intended.

The emoluments of the President of the Court, according to the Assembly resolution hitherto in force, fall into two parts: an annual salary of 15,000 florins and a special allowance of 45,000 florins. On what principle was this Assembly decision based?

The only member of the Court who, under the system in force, was bound by Article 22 of the Statute to reside at The Hague and devote all his time to the Court, was the President. It was for that reason that he was granted a special allowance of 45,000 florins. As he was also given an annual salary of 15,000 florins, it is obvious that the special allowance of 45,000 florins represented his salary as a member of the Court permanently on duty at The Hague, and the 15,000 florins were his remuneration for acting as President. Since the Statute, as amended in accordance with the suggestions of the Committee of Jurists, requires members of the Court to be constantly at the Court's disposal, their position is comparable with that of the President as a member of the Court permanently resident at The Hague. Here we have a further indication of the intentions of the 1920 Assembly.

Having regard to these considerations, the Supervisory Commission is of opinion that 45,000 florins is a fair and reasonable salary.

As regards the President, since the new Statute makes no changes in his position, the Commission considers that his annual salary of 45,000 florins should be continued, together with a special allowance of 15,000 florins.

As regards the Vice-President of the Court, the Supervisory Commission thinks that he should still receive the annual salary of a member of the Court (45,000 florins) and that he should have an allowance of 100 florins for each day on which he acts as President, up to a maximum of 10,000 florins.

Article 31 of the Statute of the Court provides for the appointment of *ad hoc* judges in certain cases. The Commission considers that their allowances should be fixed at 100 florins per day on duty, with subsistence allowance at 50 florins a day.

#### 2. *Pensions of Members of the Court.*

The Commission has drawn up draft regulations (Appendix 1) to replace those in force since September 30th, 1924.

On account of the proposed amendments to the Statute of the Court, the Committee of Jurists thought it necessary to ask the Assembly to re-draft paragraph 5 of Article 1 of the 1924 Regulations and proposed the following wording:

“ The payment of a pension shall not begin until the person entitled to such pension has reached the age of 65. Should, however, the person entitled to a pension, before attaining that age, reach the end of his term of office without being re-elected, his pension may, by a decision of the Court, be made payable to him, in whole or part, as from the date on which his functions cease.”

The Supervisory Commission adheres to the general principle of this clause, but thinks it necessary to restrict its scope more definitely, and recommends that paragraph 5 should be worded thus:

“ The payment of a pension shall not begin until the person entitled to such pension has reached the age of 65. In certain exceptional cases, however, the pension may, by a decision of the Court, be made payable, in whole or part, to persons entitled thereto who have not reached that age.”

As regards paragraphs 2 and 3 of Article 1 of the draft, the Commission agrees to their new wording, which it regards as being more logical and clearer than the wording of the existing Regulations.

### 3. *Repayment of Travelling Expenses.*

The amendments to the Statute will also involve consequences in this direction. Following the principles laid down by the Committee of Jurists, the Supervisory Commission has prepared the draft Regulations which appear as Appendix 2. Article 1 of the draft lays down the principle embodied in paragraph 14 of the report adopted by the Committee of Jurists; namely, that “ the members of the Court and the Registrar should, apart from journeys made on duty, be reimbursed for only one journey every year from the seat of the Court to their homes and back again ”.

Article 2 defines journeys made on duty. Article 3 is designed to obviate the unfair situation that might arise from the inability of certain members of the Court, whose homes are very remote from its seat, to avail themselves in practice of the right to reimbursement for one journey every year to their homes.

The necessary rules for the justification of travelling expenses are given in Article 4.

Finally, Article 5 reproduces a rule that is already in force, having been established by a decision of the Court.

## IV. MISCELLANEOUS QUESTIONS.

### 1. *Suggestion for stabilising the Budget of the International Labour Office.*

The Commission had the pleasure of exchanging views with representatives of the Finance Committee of the Governing Body of the International Labour Office with reference to a proposal submitted to the latter by Sir Atul Chatterjee with a view to securing the stabilisation of the budget of the International Labour Office over a period of years.

An interesting discussion took place and it was agreed that the suggestions put forward by Sir Atul Chatterjee merited further careful consideration. Both the Supervisory Commission and the Governing Body, however, reserved their complete liberty in regard to them until they had had a further opportunity of examining them in full detail.

### 2. *Question of charging Interest on Advances made to the Turkish Government from the Working Capital Fund.*

The Secretary-General brought to the notice of the Commission a request from the Turkish Government that interest should not be charged on the advance made to them in 1924 out of the Working Capital Fund in respect of the expenses of the enquiry regarding the frontier between Turkey and Iraq.

The Commission decided to recommend that the claim for interest should be waived, since the Turkish commitment to pay a half-share of the cost of the enquiry was taken in 1924, while the Assembly resolution introducing a system of charging interest on overdue advances from the Working Capital Fund was not passed till 1927.

### 3. *Preparation of Buildings in the Ariana Park for Storage Purposes.*

The Commission saw no objection to the proposal made by the Secretary-General to charge to Unforeseen Expenses certain expenditure, amounting to 2,200 francs, necessitated by the preparation of buildings situated in the Ariana Park for storage purposes. It was pointed out that these buildings would ultimately have to be demolished and that therefore the expenditure in question could not be imputed to capital account.

### 4. *Indemnities payable to Officials resigning on the Grounds of Ill-health.*

The Commission was consulted by the Director of the International Labour Office as to the interpretation of Article 39 of the Staff Regulations of the Office, which provides for compensating officials who resign on grounds of ill-health before the expiry of their sick leave.

The Commission, having considered the interpretation of the corresponding article in the Staff Regulations of the Secretariat, decided that the maximum indemnity payable in such cases should be limited to the amount of salary to which the official would have been entitled during the period of his unexpired sick leave.

The Commission also recommended that the articles dealing with this matter in the Staff Regulations of both organisations should be redrafted in connection with the revision now being undertaken, in order that their wording should not be open to any ambiguity on this point.

5. *Request from the Director of the International Labour Office for Authority to draw upon the Working Capital Fund.*

The Commission had before it a request from the Director of the International Labour Office with reference to an official in the Refugees Service who had contracted a severe illness while on service in South America, which the Medical Board had pronounced was due to the conditions of his service. In these circumstances, the Office had felt that it was under an obligation to meet the medical charges which had been reasonably incurred by the official in question in connection with that illness. Part of this amount had been met out of the refugees budget for last year, but the balance, amounting to 2,400 francs, had only been found out of the budget of the current year by utilising the whole sum provided for unforeseen expenditure, and by transferring a further sum of 1,500 francs, from the item for travelling, with the result that the Refugees Service would be considerably embarrassed unless some means were found for enabling it to meet what was a necessary but unforeseeable expenditure.

The Commission decided that it would not be justifiable to advance the sum in question out of the Working Capital Fund as had been suggested, but that it should be provided for in the Budget for 1930.

6. *Admission of Officials of the Refugees Service to the Staff Provident Fund.*

The Commission considered a proposal that the members of the Refugees Service should be admitted to the Staff Provident Fund.

It had already discussed this question at a previous meeting, but had then required further information. This was now available.

The Commission felt unable to entertain the proposal in view of its recommendation that the staff of the Refugees Service should be entirely independent of the Secretariat of the League of Nations.

The Commission, having been informed that two members of that Service, (Major Johnson and Mr. Childs) held contracts which might entitle them to participate in the Fund, called for and examined the terms of appointment of these officials. It came to the conclusion that the case of Mr. Childs could not be regarded as falling within the conditions governing the Fund, but, in that of Major Johnson, it held that those conditions were fulfilled, since the salary of this official had, in fact, appeared on the Budget of the League for more than seven years past, and he was, by the terms of his letter of appointment, which was signed by the Secretary-General, a temporary official of the Secretariat.

As admission to the Fund would be retroactive, the Commission proposed that the monies necessary to defray the League's contribution up to the end of the year 1929 should be provided in the Supplementary Estimates of the Secretariat for 1930, but that the Budget of the Refugees Service should bear all contributions in this respect as from January 1st, 1930.

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Appendix 1.

REGULATIONS REGARDING THE GRANTING OF RETIRING PENSIONS TO MEMBERS AND TO THE REGISTRAR OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE (UNDER ARTICLE 32, PARAGRAPH 2, OF THE REVISED STATUTE OF THE COURT).

*Article 1.*

The members and the Registrar of the Court who have, for any reason whatever, ceased to hold office shall be entitled to retiring pensions.

This right, however, shall not be recognised if the persons concerned have been dismissed for reasons other than the state of their health.

In the case of resignation, members of the Court will not be entitled to pensions unless they have completed a period of five years' service, and the Registrar shall not be entitled to a pension unless he has completed a period of seven years' service, but the Court shall have power, by a special decision based on the fact that the person concerned is in a precarious state of health and has insufficient means, to grant him a pension equivalent to that to which he would have been entitled had he completed the minimum period of service laid down above.

The payment of a pension shall not begin until the person entitled to such pension has reached the age of 65. In certain exceptional cases, however, the pension may, by a decision of the Court, be made payable, in whole or part, to persons entitled thereto before they reach that age.

*Article 2.*

No retiring pension payable under the present regulations shall exceed 15,000 Dutch florins in the case of members of the Court and 10,000 Dutch florins in the case of the Registrar.

*Article 3.*

Subject to the provisions of Article 2, members shall be entitled to the payment of a pension equivalent to one-thirtieth of their salary in respect of each period of twelve months passed in the service of the Court, the amount being calculated:

- For the President, on his annual salary and special allowance;
- For the Vice-President, on his annual salary and duty allowance;
- For other members, on their annual salaries.

The Registrar shall be entitled to the payment of a pension equivalent to one-fortieth of his salary in respect of each period of twelve months passed in the service of the Court.

If a person entitled to a pension is re-elected to office, the pension shall cease to be payable during his new term of office; at the end of this period, however, the amount of this pension shall be determined as provided for above, on the basis of the total period during which he discharged his duties.

*Article 4.*

Subject to the provisions of Article 3, retiring pensions shall be payable monthly *in arrear* during the lifetime of the beneficiary.

*Article 5.*

Retiring pensions shall be regarded as coming under the " expenses of the Court " within the meaning of Article 33 of the Statute of the Court.

*Article 6.*

The Assembly of the League of Nations may, on the proposal of the Council, amend the present regulations.

Nevertheless, any amendment so made shall not apply to persons elected before the amendment in question was adopted, unless they give their consent thereto.

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**Appendix 2.**

REGULATIONS FOR THE REPAYMENT OF TRAVELLING EXPENSES TO THE MEMBERS AND TO THE REGISTRAR OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

*Article 1.*

Members of the Permanent Court of International Justice shall be entitled, in respect of themselves and one near relative, to repayment of travelling expenses necessarily incurred by them in the course of journeys made on duty, and to repayment of the cost of one journey every year from the seat of the Court to their homes and back again.

For this purpose each member will hand in to the Registry a written statement of the place to be regarded as his home.

Judges *ad hoc*, appointed as provided in Article 31 of the Statute of the Court, shall be entitled to repayment of the travelling expenses necessarily incurred by them in the course of their journeys made on duty.

The Registrar of the Court shall be entitled to repayment of travelling expenses necessarily incurred by him in the course of his journeys made on duty, and to repayment of the cost of one journey every year from the seat of the Court to his home and back again.

*Article 2.*

Journeys made on duty shall comprise:

- (1) Journeys made necessary by sessions or sittings of the Court held away from the seat of the Court, and by visits to places concerned in proceedings, etc.;
- (2) Journeys made necessary by summonses to members of the Court who are away from The Hague on leave or during the vacations of the Court, and to *ad hoc* judges;
- (3) In the case of the Registrar, journeys undertaken by him on mission on the Court's behalf or as a " competent official " within the meaning of the Financial Regulations of the League of Nations.

*Article 3.*

Members whose homes are distant more than five days' normal travel from The Hague may be reimbursed, instead of for a journey to their homes and back again, for a journey to any other place they may select, provided the cost does not exceed that of a journey to their homes and back again.

*Article 4.*

Travelling expenses shall be refunded to judges and to the Registrar on presentation of detailed claims for expenses, duly signed by them.

These claims for expenses, countersigned by the Registrar (or where necessary, by the Deputy-Registrar), who will endorse them "Certified in conformity with the regulations in force", shall be transmitted by him to the President for signature and final approval. If the Registrar (or Deputy-Registrar, as the case may be) does not feel able to endorse a claim for expenses as indicated above, he shall transmit it, together, with a report, to the President, with whom the decision shall rest.

*Article 5.*

If a journey cannot be effected without a break, the additional hotel and subsistence expenses shall be refunded to the persons concerned.

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*Official No.: A. 27. 1929. X.*

**ANNEX 4.**

**NEW WORK INVOLVING NEW EXPENDITURE ON THE PART  
OF THE LEAGUE.**

The following is an extract from the report of the Fourth Committee adopted by the Assembly at its fifth ordinary session:

"The Committee asked the competent officials of the Secretariat and the other autonomous organisations to follow up the present practice and in future to prepare a report of the new work involving new expenditure on the part of the League.

"The Committee thanked the Secretariat for having added to this report a new section for decisions of the Council which may subsequently lead to further expenditure, and suggested that the Secretary-General should continue, in future, to supply information on that point."

The report of the Fourth Committee, adopted by the Assembly at its sixth ordinary session, contains the following passage:

"The Committee noted the report of the Council and of the Governing Body of the International Labour Office on new work involving additional expenditure on the part of the League, and it expressed the desire that this report should be continued in future."

The present document is therefore divided into two parts:

- A. New work involving new expenditure immediately or in the near future;
- B. New work which might lead to expenditure in the future.

**I. Secretariat and Special Organisations of the League.**

**A. NEW WORK INVOLVING NEW EXPENDITURE IMMEDIATELY OR IN THE NEAR FUTURE.**

**1. *Question of the Revision of the Statute of the Permanent Court of International Justice.***

In pursuance of the decision of the Council to appoint a small Committee of Jurists to make a preliminary study of the question raised by the Assembly's resolution of September 20th, 1928, regarding amendments to the Statute of the Permanent Court of International Justice, the Council adopted, on December 14th, 1928, the following resolution:

"Referring to the report of the representative of Italy, adopted on December 13th, 1928, the Council entrusts the study contemplated by this report to a Committee . . . ."

"The Council further decides that, up to the amount of 30,000 francs, the expenses occasioned by the work of the Committee shall be charged to Item 3, Chapter I of the budget: 'Unforeseen Expenditure' (subject to a special decision of the Council)."

(Fifty-third session, Minute 2354.)

On June 12th, 1929, the Council adopted the following further resolution on the subject:

“ The Council decides:

“ To instruct the Secretary-General to communicate the report of the Committee to the Members of the League of Nations and to the States mentioned in the Annex to the Covenant;

“ To convoke a Conference of States parties to the Statute of the Permanent Court of International Justice, to meet at Geneva on Tuesday, September 10th, 1929, with a view to examining the amendments to the Statute and recommendations formulated by the Committee of Jurists.”

(Fifty-fifth session, Minute 2434.)

2. *Dispute between Bolivia and Paraguay.*

On December 15th, 1928, the Council adopted the following resolution:

“ The Secretary-General is authorised to draw on the vote for Unforeseen Expenses of the Council up to a limit of 150,000 francs for extraordinary expenditure in connection with the dispute between Bolivia and Paraguay.”

(Fifty-third session, Minute 2361.)

3. *Protection of Minorities.*

On March 7th, 1929, the Council adopted the following resolution:

“ 1. The Council instructs its Rapporteur to submit at the June session a report on the proposals of the representatives of Canada and Germany, taking into account the different points raised by various members of the Council during the discussion to which these proposals gave rise . . . . .

“ The Council decides that any expenditure which may be involved by the execution of this resolution may be met from Item 3 of the budget for 1929: ‘ Unforeseen Expenditure ’ (subject to a special decision of the Council). ”

(Fifty-fourth session, Minute 2382.)

B. NEW WORK WHICH MIGHT LEAD TO EXPENDITURE IN THE FUTURE.

Nil.

To complete the information given in this report, it would appear advisable to mention that, acting on the unanimous resolution of the Government experts attending the Conference on double taxation and tax evasion, the Council decided, on December 14th, 1928, to set up a Committee, to be known as the *Fiscal Committee*, to study taxation questions. This Committee is in continuation of the work of the Double Taxation Committee, for which provision has been made in the budget from 1923 to 1926 and in 1928 and 1929.

II. **International Labour Organisation.**

(Letter addressed to the Secretary-General by the Director of the International Labour Office on August 21st, 1929.)

“ In accordance with the decision taken by the Fourth Assembly, I have the honour to inform you that since August 14th, 1928, the date on which I made a similar statement to you, the International Labour Organisation has not undertaken any new work involving additional expenditure on the part of the League of Nations either immediately or in the future.”

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Official No.: A. 7. 1929. X.

ANNEX 5.

PROCEDURE FOR THE ELECTION BY THE ASSEMBLY OF THE MEMBERS  
OF THE SUPERVISORY COMMISSION.

REPORT SUBMITTED BY THE PERSIAN REPRESENTATIVE AND ADOPTED BY  
THE COUNCIL AT THE SECOND MEETING OF ITS FIFTY-THIRD SESSION, HELD  
ON DECEMBER 11TH, 1928.

“As my colleagues are aware, the Assembly, on the proposal of its Finance Committee, decided that in future the members of the Supervisory Commission shall be appointed by the

Assembly and not by the Council. The Assembly further agreed that the amendments rendered necessary in the Financial Regulations shall take effect only as from January 1st, 1929, since it seemed desirable to devise a method of nomination which would give the necessary guarantees. The Council was therefore asked by the Assembly to submit proposals as to the best procedure for the election of members and to consider the possibility of a small nominating Committee being set up by the Assembly.

"There seems to be only one precedent for the appointment of a standing Committee by the Assembly. That body, at its eighth ordinary session, decided to set up a Committee of five members to choose a plan for the new League buildings, and proposals as regards the membership of this Committee were made by the General Committee of the Assembly, which submitted a list of five names. This list was adopted by the Assembly.

"This procedure seems to me to be simple and practical, and I would suggest, if the Council agrees, that we should propose to the Assembly to follow it in regard to the nomination of the Supervisory Commission and that the Secretary-General should be requested to circulate the present report to the Assembly in due course."

Series of Publications: 1929. X. 2.

Official No.: A. 33. 1929. X.

## ANNEX 6.

### FINANCIAL POSITION ON AUGUST 31ST, 1929.

#### MEMORANDUM BY THE SECRETARY-GENERAL.

The Secretary-General is directed by Article 21, paragraph 4, of the Financial Regulations to present to each Assembly a statement on the general financial position of the League, similar in form and substance to that which he prepares monthly for the information of the Council. He is also requested to include in his statement a résumé of the steps which he has taken to notify Member States as to the amounts due and overdue by way of contributions towards the expenses of the League.

#### I. CONTRIBUTIONS TO THE BUDGET OF 1929.

The Budget for 1929 was communicated by the Secretary-General on November 8th, 1928, to all the Members of the League, together with a statement showing the amount of the contribution which fell to be borne by each State.

Out of the total amount apportioned between the Members of the League for 1929, namely, 25,962,172.94 gold francs, there has been received, during the first eight months of the current year, the total sum of 16,406,487.36 gold francs or 63.193814 per cent of the authorised Budget (for details see Appendix A).

The following payments have been made in respect of the current financial period:

	Gold francs
In January . . . . .	1,388,561.73 <sup>1</sup>
February . . . . .	1,993,872.44
March . . . . .	741,422.29
April . . . . .	2,876,479.79
May . . . . .	805,509.86
June . . . . .	3,790,187.03
July . . . . .	1,988,589.83
August . . . . .	2,821,864.39
	16,406,487.36 <sup>1</sup>

In the case of Members that have not made payments or advised the Secretary-General of the date when payment would be made, the request of the Secretary-General has been repeated, as directed by Article 21 (2) of the Financial Regulations.

<sup>1</sup> This includes the sum of 700,000 francs which, in accordance with a decision taken by the last Assembly, was drawn from the Building Fund, in order to be refunded to those Members of the League which are entitled to such refund. As this refund is effected by reducing, *pro tanto*, most of the contributions receivable for 1929, the sum of 700,000 francs was considered as having actually been paid by the Members of the League on January 1st, 1929.

2. OVERDUE CONTRIBUTIONS.

At the close of 1928 there was due to the League, by way of unpaid contributions appertaining to the second, third, fourth, fifth, sixth, seventh, eighth, ninth and tenth financial periods, as well as to the adjusted arrears account, a total sum of 10,870,793.50 gold francs.

During the first eight months of the current year payments have been received in respect of arrears to the amount of 520,201.96 gold francs, leaving now outstanding the sum of 10,350,591.54 gold francs (see Appendix B).

	Balances due on December 31st, 1928	Balances due on August 31st, 1929	Percentage of Budget collected up to date
	Gold Francs		
Second financial period (July 1st to December 31st, 1920) . . . . .	29,947.47	26,952.72	99½ %
Third financial period (1921) . . . . .	208,333.00	187,499.70	99 %
Fourth financial period (1922) . . . . .	384,386.00	364,159.30	98 %
Adjusted arrears account . . . . .	213,527.93	150,363.96	—
Fifth financial period (1923) . . . . .	2,194,131.42	2,166,934.91	93 %
Sixth financial period (1924) . . . . .	1,900,286.33	1,877,112.11	91 %
Seventh financial period (1925) . . . . .	1,623,631.29	1,599,397.99	93 %
Eighth financial period (1926) . . . . .	1,389,180.72	1,367,155.56	94 %
Ninth financial period (1927) . . . . .	1,309,357.70	1,287,622.62	95 %
Tenth financial period (1928) . . . . .	1,618,011.64	1,323,392.67	94 %
	<u>10,870,793.50</u>	<u>10,350,591.54</u>	

The total cash receipts of the League from contributions have been, for the period January 1st to August 31st, 1929, as follows:

	Gold francs
(a) From arrears of contributions . . . . .	520,201.96
(b) From payments on 1929 budget . . . . .	16,406,487.36
Total . . . . .	<u>16,926,689.32</u>

The following amounts are still receivable:

	Gold Francs
(a) From arrears of contributions . . . . .	10,350,591.54
(b) From balances due in respect of 1929 . . . . .	9,555,685.58
Total . . . . .	<u>19,906,277.12</u>

3. WORKING CAPITAL FUND.

	Gold Francs
On December 31st, 1928, the total paid-up Working Capital of the League amounted to . . . . .	5,035,250.86
Receipts of Working Capital during the period from January 1st, 1929, to August 31st, 1929, increased this sum to . . . . .	5,150,763.05

The Working Capital Fund is regarded as belonging to the States which contribute towards it, and is reckoned in terms of gold francs. From it advances may be made, from time to time, to the financially autonomous organisations in accordance with the provisions of the Financial Regulations. The Secretary-General is the custodian of the Working Capital Fund, and sums advanced to autonomous organisations, when no longer required by them, return to his keeping.

On August 31st, 1929, the Working Capital Fund was employed thus:

(1) With the International Labour Organisation . . . . .	376,126.18
(2) With the Permanent Court of International Justice . . . . .	155,836.43
(3) With the Secretary-General . . . . .	4,618,800.44
Total . . . . .	<u>5,150,763.05</u>

The Working Capital with the Secretary-General was, on August 31st, 1929, thus employed:

(1) Advances to the Iraq Commission (balance not reimbursed) . . . . .	19,961.40
(2) Advances to the Danzig High Commissariat . . . . .	55,599.13
(3) Advance to the Representative of the Financial Committee in Austria . . . . .	11,171.30
(4) Expenditure in connection with the new Library . . . . .	11,313.55
(5) On special deposit in bank . . . . .	4,520,755.06
Total . . . . .	<u>4,618,800.44</u>



*Voluntary Contributions to the Working Capital Fund.*

The following sums have been paid in as voluntary contributions towards the Working Capital Fund in response to the Fourth Assembly's recommendation on this subject:

	Gold Francs
Abyssinia . . . . .	15,613.98
Finland . . . . .	783.19
Germany . . . . .	67,996.52
Latvia . . . . .	21,830.98
Total . . . . .	<u>106,224.67</u>

4. BUILDING FUND OF THE LEAGUE.

The Building Fund amounted on August 31st, 1929, to the total sum of 18,556,838.46 francs. This sum was made up as follows:

	Gold Francs
1. Net surplus of the financial year 1923 . . . . .	1,139,580.45
2. Total surplus of the financial year 1924 . . . . .	9,395,721.35
3. Payments by the Argentine for the fourth and fifth financial years . . . . .	1,927,184.35
4. Payment by the Argentine for the sixth financial year . . . . .	872,507.79
5. Surplus of the financial year 1925:	
(a) Secretariat . . . . .	2,365,985.98
(b) International Labour Office (including the amount entered in the suspense account) . . . . .	949,527.25
(c) Permanent Court of International Justice . . . . .	52,334.05
6. Payment from Building Annuity . . . . .	675,000.—
7. Interest and other receipts . . . . .	1,853,997.24
	<u>19,231,838.46</u>

It should be noted that the sum of 19,231,838.46 francs does not include the amount of 4 million francs which corresponds to the guaranteed sale price of the building now occupied by the Secretariat.

On the other hand, the following expenses have actually been paid for:

	Gold Francs	Gold Francs
1. Payments for the new International Labour Office building . . . . .	3,310,000.—	
2. Payments for the Assembly Hall and the new Secretariat building . . . . .	3,893,237.90	
3. Refund to States Members . . . . .	50,000.—	
	<u>7,253,237.90</u>	

The payments under No. 2 may be further subdivided as follows:

1. Cost of land . . . . .	2,669,500.—
2. Cost of building subsequently joined by means of tempo- rary bridge to the present Palais des Nations . . . . .	270,000.—
3. Internal and external alterations to the above-mentioned building . . . . .	122,401.60
4. Legal expenses . . . . .	28,812.40
5. Construction of new building . . . . .	266,273.05
6. Travelling expenses and subsistence allowance of the Jury of Architects appointed to examine the plans for the new buildings . . . . .	116,721.50
7. Travelling expenses and subsistence allowance of the Building Committee . . . . .	28,705.55
8. Expenses of competition (including printing) . . . . .	285,722.90
9. Salaries of special staff . . . . .	68,634.—
10. Sundry and unforeseen expenses, including addition to Council Room . . . . .	36,466.90
	<u>3,893,237.90</u>

Including accrued interest, the Special Fund set up by the Assembly, at its eighth ordinary session, for the furnishing of the new buildings, amounted, on August 31st, 1929, to 546,076.22 francs.

Appendice A. — Appendix A.

CONTRIBUTIONS AU BUDGET DE 1929. SOMMES VERSÉES ET SOLDES DUS AU  
31 AOUT 1929<sup>1</sup>.  
CONTRIBUTIONS TO THE BUDGET OF 1929. SUMS PAID AND BALANCES DUE  
AS ON AUGUST 31ST, 1929.<sup>1</sup>

Etats	Montant de la contribution Amount of contribution	Sommes versées Paid	Soldes dus Balances due	States
Somme prélevée sur le « Fonds pour les construc- tions » venant en déduction des contributions pour 1929 (voir note page 110).	Francs-or Gold Francs	Francs-or Gold Francs	Francs-or Gold Francs	Sum taken from the Build- ing Fund in deduction of Contributions for 1929 (see note, page 110).
Afrique du Sud . . . . .	700.000,—	700.000,—	—	South Africa
Albanie . . . . .	375.289,11	375.289,11	—	Albania
Allemagne . . . . .	25.409,24	10.491,41	14.917,83	Germany
Argentine . . . . .	2.078.011,34	1.039.005,68	1.039.005,66	Argentina
Australie . . . . .	736.558,14	—	736.558,14	Australia
Autriche . . . . .	682.644,26	455.096,12	227.548,14	Austria
Belgique . . . . .	209.633,02	149.570,—	60.063,02	Belgium
Bolivie . . . . .	457.223,90	342.051,60	115.172,30	Bolivia
Bolivie . . . . .	105.215,77	—	105.215,77	Bolivia
Empire Britannique <sup>2</sup>	2.702.598,57	1.351.299,29	1.351.299,28	British Empire <sup>2</sup>
Bulgarie . . . . .	126.035,73	—	126.035,73	Bulgaria
Canada . . . . .	888.720,17	—	888.720,17	Canada
Chili . . . . .	357.999,87	357.999,87	—	Chile
Chine . . . . .	1.209.981,33	558.663,30	651.318,03	China
Colombie . . . . .	151.439,44	145.254,44	6.185,—	Colombia
Cuba . . . . .	230.586,52	—	230.586,52	Cuba
Danemark . . . . .	303.848,13	303.848,13	—	Denmark
Répub. Dominicaine	26.185,99	24.575,22	1.610,77	Dominican Republic
Espagne . . . . .	1.020.825,06	1.020.825,06	—	Spain
Estonie . . . . .	76.793,73	57.597,39	19.196,34	Estonia
Ethiopie . . . . .	52.139,43	52.139,43	—	Abyssinia
Finlande . . . . .	254.008,26	129.625,90	124.382,36	Finland
France . . . . .	2.025.284,98	1.449.535,44	575.749,54	France
Grèce . . . . .	176.643,66	88.321,83	88.321,83	Greece
Guatémala . . . . .	25.719,73	—	25.719,73	Guatemala
Haïti . . . . .	23.660,65	23.660,65	—	Haiti
Honduras . . . . .	26.303,94	—	26.303,94	Honduras
Hongrie . . . . .	208.729,92	153.909,84	54.820,08	Hungary
Inde . . . . .	1.427.175,03	715.198,80	711.976,23	India
Irlande (Etat libéré <sup>d</sup> )	260.697,19	130.348,60	130.348,59	Irish Free State
Italie . . . . .	1.533.736,87	1.150.302,75	383.434,12	Italy
Japon . . . . .	1.530.738,90	1.530.738,90	—	Japan
Lettonie <sup>2</sup> . . . . .	76.343,42	38.171,71	38.171,71	Latvia <sup>2</sup>
Libéria <sup>3</sup> . . . . .	26.303,94	784,75	25.519,19	Liberia <sup>3</sup>
Lithuanie . . . . .	102.613,71	5.204,12	97.409,59	Lithuania
Luxembourg . . . . .	24.664,67	—	24.664,67	Luxemburg
Nicaragua . . . . .	26.303,94	—	26.303,94	Nicaragua
Norvège . . . . .	225.537,65	225.537,65	—	Norway
Nouvelle-Zélande . . . . .	256.406,50	256.406,50	—	New Zealand
Panama . . . . .	25.127,42	12.563,92	12.563,50	Panama
Paraguay <sup>3</sup> . . . . .	25.665,95	—	25.665,95	Paraguay <sup>3</sup>
Pays-Bas . . . . .	586.323,82	586.323,82	—	Netherlands
Pérou . . . . .	236.735,48	16.112,18	220.623,30	Peru
Perse . . . . .	127.191,45	—	127.191,45	Persia
Pologne . . . . .	815.469,50	404.242,80	411.226,70	Poland
Portugal . . . . .	147.461,94	147.461,94	—	Portugal
Roumanie <sup>2</sup> . . . . .	555.400,66	277.700,32	277.700,34	Roumania <sup>2</sup>
Salvador . . . . .	26.303,94	—	26.303,94	Salvador
Yougoslavie (Roy.)	507.622,18	507.622,18	—	Yugoslavia Kingd.
Siam . . . . .	230.102,56	230.102,56	—	Siam
Suède . . . . .	455.772,03	455.772,03	—	Sweden
Suisse . . . . .	430.919,96	430.919,96	—	Switzerland
Tchécoslovaquie . . . . .	737.811,19	368.905,57	368.905,62	Czechoslovakia
Uruguay <sup>4</sup> . . . . .	178.946,56	—	178.946,56	Uruguay <sup>4</sup>
Venezuela . . . . .	127.306,59	127.306,59	—	Venezuela
	25.962.172,94	16.406.487,36	9.555.685,58	
A déduire rembourse- ment au Brésil . . . . .	25.690,35			Less Brazil refund
A déduire rembourse- ment à la Répu- blique de Costa-Rica	796,11			Less Costa Rica refund
	25.935.686,48			

Compte tenu de la déduction pour part du « fonds pour les constructions » et du remboursement de l'excédent de 1927. — Taking into account the Building Fund annuity deduction and reimbursement of 1927 surplus.

<sup>2</sup> A versé le solde de sa contribution au début du mois de septembre. — Has paid the balance of its contribution at the beginning of September.

<sup>3</sup> A versé un acompte à valoir sur sa contribution depuis le 1<sup>er</sup> septembre. — Has paid a sum on account of its contribution since September 1st.

<sup>4</sup> A versé sa contribution intégrale depuis le 1<sup>er</sup> septembre. — Has paid its entire contribution since September 1st.

Appendix B.

UNPAID CONTRIBUTIONS.

The contributions yet unpaid in respect of the first nine financial periods and of the adjusted arrears account are as follows:

	Gold Francs	Gold Francs
<i>First financial period (1919/20):</i>		
All contributions have been paid or adjusted.		
<i>Second financial period: July 1st to December 31st, 1920:</i>		
Peru (unpaid balance) . . . . .		26,952.72
99.5 % of the revised total of contributions for 1920 has been paid.		
<i>Third financial period (1921):</i>		
Peru . . . . .		187,499.70
99 % of the revised total of contributions for 1921 has been paid.		
<i>Fourth financial period (1922):</i>		
China (unpaid balance) . . . . .	182,119.—	
Peru (entire contribution) . . . . .	182,040.30	
		364,159.30
98 % of the revised total of contributions for 1922 has been paid.		

*Adjusted arrears account of States (Decisions of the Fourth and Fifth Assemblies):*

	Reduced amount	Paid on account	Balance due payable in instalments	
	Gold Francs	Gold Francs	Gold Francs	Gold Francs
Honduras . . . . .	55,326.58	—	55,326.58	
Nicaragua . . . . .	55,326.58	—	55,326.58	
Paraguay . . . . .	25,618.—	10,247.20	15,370.80	
Salvador . . . . .	60,850.—	36,510.—	24,340.—	
	197,121.16	46,757.20	150,363.96	

*Fifth financial period (1923):*

Bolivia (unpaid balance) . . . . .	100,000.—	
China (entire contribution) . . . . .	1,767,773.28	
Honduras " " . . . . .	27,196.51	
Nicaragua " " . . . . .	27,196.51	
Peru " " . . . . .	244,768.61	
		2,166,934.91

93 % of the revised total of contributions for 1923 has been paid.

*Sixth financial period (1924) <sup>1</sup>:*

Bolivia (entire contribution) . . . . .	115,871.12	
China " " . . . . .	1,506,324.51	
Honduras " " . . . . .	23,174.23	
Nicaragua " " . . . . .	23,174.23	
Peru " " . . . . .	208,568.02	
		1,877,112.11

91 % of the revised total of contributions for 1924 has been paid.

*Seventh financial period (1925):*

Bolivia (entire contribution) . . . . .	121,166.51	
China " " . . . . .	1,211,665.15	
Honduras " " . . . . .	24,233.30	
Nicaragua " " . . . . .	24,233.30	
Peru " " . . . . .	218,099.73	
		1,599,397.99

93 % of the 1925 budget has been paid.

<sup>1</sup> The figures shown hereunder represented the *revised* contributions, *i.e.*, the contributions *less* the amount included for the reimbursement of the Temporary Contribution to the Working Capital Fund which was repaid in 1925 to the States which had paid their quota for 1924. (See Reports of the Auditor and of the Supervisory Commission, documents A.3.1926.X, page 69, and A.5.1926.X, paragraph 10.)

	Balance due payable in instalments Gold Francs	Gold Francs
<i>Eighth financial period (1926):</i>		
Bolivia (entire contribution) . . . . .	97,889.58	
China (unpaid balance) . . . . .	1,022,094.81	
Honduras (entire contribution) . . . . .	24,472.39	
Nicaragua » » . . . . .	24,472.39	
Peru » » . . . . .	198,226.39	
	<hr/>	1,367,155.56

94 % of the 1926 budget has been paid.

<i>Ninth financial period (1927):</i>		
Bolivia (entire contribution) . . . . .	96,600.36	
China (unpaid balance) . . . . .	929,513.11	
Honduras (entire contribution) . . . . .	24,150.09	
Nicaragua » » . . . . .	24,150.09	
Paraguay (unpaid balance) . . . . .	17,593.24	
Peru (entire contribution) . . . . .	195,615.73	
	<hr/>	1,287,622.62

95 % of the 1927 budget has been paid.

<i>Tenth financial period (1928):</i>		
Bolivia (entire contribution) . . . . .	99,244.46	
China » » . . . . .	1,141,311.24	
Honduras (unpaid balance) . . . . .	12,405.62	
Luxemburg (entire contribution) . . . . .	21,532.58	
Nicaragua » » . . . . .	24,811.11	
Paraguay <sup>1</sup> » » . . . . .	23,535.12	
Persia (unpaid balance) . . . . .	552.54	
	<hr/>	1,323,392.67

94 % of the 1928 budget has been paid.

<sup>1</sup> The Government of Paraguay paid its contribution for 1928 on September 2nd, 1929.

RELEVÉ DES ARRIÉRÉS PERÇUS ET A PERCEVOIR (au 1<sup>er</sup> janvier et au 31 août 1929).  
STATEMENT SHOWING ARREARS COLLECTED AND DUE  
(January 1st and August 31st, 1929).

Etats	Montant dû au 1 <sup>er</sup> janvier 1929	Acomptes versés sur les arriérés, au cours des huit premiers mois de 1929	Solde des arriérés encore impayés au 1 <sup>er</sup> septembre 1929	TOTAL DES SOLDES DUS AU 1 <sup>er</sup> SEPT. 1929	States
	Amount due on January 1st, 1929	Payments on account of arrears made during eight months of 1929	Balance of arrears yet unpaid as on September 1st, 1929	TOTAL OF BALANCE DUE SEPT. 1st, 1929	
Albanie . . . . .	14.836,79 (1929)	14.836,79	—	—	Albania
Bolivie . . . . .	100.000,— (1923)	—	100.000,—	630.772,03	Bolivia
	115.871,12 (1924)	—	115.871,12		
	121.166,51 (1925)	—	121.166,51		
	97.889,58 (1926)	—	97.889,58		
	96.600,36 (1927)	—	96.600,36		
Chine . . . . .	99.244,46 (1928)	—	99.244,46	7.760.801,10	China
	182.119,— (1922)	—	182.119,—		
	1.767.773,28 (1923)	—	1.767.773,28		
	1.506.324,51 (1924)	—	1.506.324,51		
	1.211.665,15 (1925)	—	1.211.665,15		
Honduras . . . . .	1.022.094,81 (1926)	—	1.022.094,81	190.958,72	Honduras
	929.513,11 (1927)	—	929.513,11		
	1.141.311,24 (1928)	—	1.141.311,24		
	55.326,58 (C.A. <sup>1</sup> )	—	55.326,58		
	27.196,51 (1923)	—	27.196,51		
Libéria . . . . .	23.174,23 (1924)	—	23.174,23	—	Liberia
	24.233,30 (1925)	—	24.233,30		
	24.472,39 (1926)	—	24.472,39		
	24.150,09 (1927)	—	24.150,09		
	12.405,62 (1928)	—	12.405,62		
Luxembourg . . . . .	63.163,97 (C.A. <sup>1</sup> )	63.163,97	—	—	Luxemburg
Nicaragua . . . . .	21.532,58 (1928)	—	21.532,58	203.364,21	Nicaragua
	55.326,58 (C.A. <sup>1</sup> )	—	55.326,58		
	27.196,51 (1923)	—	27.196,51		
	23.174,23 (1924)	—	23.174,23		
	24.233,30 (1925)	—	24.233,30		
Paraguay . . . . .	24.472,39 (1926)	—	24.472,39	56.499,16 <sup>2</sup>	Paraguay
	24.150,09 (1927)	—	24.150,09		
	24.811,11 (1928)	—	24.811,11		
Pérou . . . . .	15.370,80 (C.A. <sup>1</sup> )	—	15.370,80	1.461.771,20	Peru
	17.593,24 (1927)	—	17.593,24		
	23.535,12 (1928)	—	23.535,12		
	29.947,47 (1920)	2.994,75	26.952,72		
	208.333,— (1921)	20.833,30	187.499,70		
	202.267,— (1922)	20.226,70	182.040,30		
	271.965,12 (1923)	27.196,51	244.768,61		
	231.742,24 (1924)	23.174,22	208.568,02		
	242.333,03 (1925)	24.233,30	218.099,73		
220.251,55 (1926)	22.025,16	198.226,39			
Perse . . . . .	217.350,81 (1927)	21.735,08	195.615,73	552,54	Persia
	223.300,03 (1928)	223.300,03	—		
Pologne . . . . .	55.643,99 (1928)	55.091,45	552,54	—	Poland
Salvador . . . . .	1.390,70 (1928)	1.390,70	—	—	Salvador
	24.340,— (C.A. <sup>1</sup> )	—	24.340,—	24.340,—	
Total . . . . .	10.870.793,50	520.201,96	10.350.591,54	10.350.591,54	Total

<sup>1</sup> Compte des contributions arriérées révisées; ces contributions seront versées par acomptes échelonnés sur un certain nombre d'années (Décisions de la quatrième et de la cinquième Assemblée). — Compounded arrears account payable in instalments spread over a number of years (Decisions of the Fourth and Fifth Assemblies).

<sup>2</sup> Voir note à la page précédente. — See note on preceding page.

ANNEX 7.

SALARIES, PENSIONS AND TRAVELLING EXPENSES OF MEMBERS  
OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

REPORT OF THE FOURTH COMMITTEE TO THE ASSEMBLY.

*Rapporteur*: M. BOTELLA (Spain).

After a discussion mainly devoted to the practical details of the proposed regulations, the Fourth Committee adopted without amendment the conclusions of the Supervisory Commission regarding the salaries, pensions and travelling expenses of members of the Court. These questions, which had been raised in the report of the Committee of Jurists appointed to examine the Statute of the Permanent Court of International Justice, had been referred by the Council to the Supervisory Commission for its opinion.

Under Article 32 of the Statute of the Court, as at present in force, the salaries, allowances and indemnities of members of the Court are fixed "by the Assembly of the League of Nations upon the proposal of the Council". Similarly, under the same provision, the Assembly of the League of Nations shall lay down, on the proposal of the Council, a regulation concerning the retiring pensions of the judges and the Registrar of the Court. It is therefore for the Council to make proposals to the Assembly on these subjects; on the other hand, as regards travelling expenses, no similar rule exists, so that it is no doubt the duty of the Fourth Committee to lay proposals before the Assembly.

The Fourth Committee has accordingly the honour to submit the following draft resolution:

"The Assembly approves the present report and adopts the regulations hereto appended for the refund of travelling expenses to the members and Registrar of the Permanent Court of International Justice, this text to come into force on January 1st, 1931, provided that the Statute, as revised according to the resolution adopted this day by the Assembly, is then in force."

Appendix.

REGULATIONS FOR THE REPAYMENT OF TRAVELLING EXPENSES TO THE MEMBERS AND TO THE  
REGISTRAR OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

*Article 1.*

Members of the Permanent Court of International Justice shall be entitled, in respect of themselves and one near relative, to repayment of travelling expenses necessarily incurred by them in the course of journeys made on duty, and to repayment of the cost of one journey every year from the seat of the Court to their homes and back again.

For this purpose each member will hand in to the Registry a written statement of the place to be regarded as his home.

Judges *ad hoc*, appointed as provided in Article 31 of the Statute of the Court, shall be entitled to repayment of the travelling expenses necessarily incurred by them in the course of their journeys made on duty.

The Registrar of the Court shall be entitled to repayment of travelling expenses necessarily incurred by him in the course of his journeys made on duty, and to repayment of the cost of one journey every year from the seat of the Court to his home and back again.

*Article 2.*

Journeys made on duty shall comprise:

(1) Journeys made necessary by sessions or sittings of the Court held away from the seat of the Court, and by visits to places concerned in proceedings, etc;

(2) Journeys made necessary by summonses to members of the Court who are away from The Hague on leave or during the vacations of the Court, and to *ad hoc* judges;

(3) In the case of the Registrar, journeys undertaken by him on mission on the Court's behalf, or as a "competent official" within the meaning of the Financial Regulations of the League of Nations.

*Article 3.*

Members whose homes are distant more than five days' normal travel from The Hague may be reimbursed, instead of for a journey to their homes and back again, for a journey to any other place they may select; provided the cost does not exceed that of a journey to their homes and back again.

*Article 4.*

Travelling expenses shall be refunded to judges and to the Registrar on presentation of detailed claims for expenses, duly signed by them.

These claims for expenses, countersigned by the Registrar (or, where necessary, by the Deputy-Registrar), who will endorse them "Certified in conformity with the regulations in force", shall be transmitted by him to the President for signature and final approval. If the Registrar (or Deputy-Registrar, as the case may be) does not feel able to endorse a claim for expenses as indicated above, he shall transmit it, together with a report, to the President, with whom the decision shall rest.

*Article 5.*

If a journey cannot be effected without a break, the additional hotel and subsistence expenses shall be refunded to the persons concerned.

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*Official No.: A.54.1929.X.*

ANNEX 8.

PROCEDURE FOR THE ELECTION OF THE MEMBERS OF THE  
SUPERVISORY COMMISSION, AND AMENDMENT TO ARTICLE 1 OF THE  
FINANCIAL REGULATIONS.

REPORT OF THE FOURTH COMMITTEE TO THE ASSEMBLY.

*Rapporteur: Professor W. RAPPARD (Switzerland).*

The Ninth Assembly, in deciding that the members of the Supervisory Commission should in future be appointed by the Assembly, instructed the Council to study "a method of nomination which would give the necessary guarantees".

The Council, in the report which was communicated to the Assembly on May 1st (document A.7.1929.X) proposed that the Assembly should ask its General Committee to submit to it a list of names equal in number to that of the posts to be filled.

In adopting this proposal of the Council, the Fourth Committee wishes to remind the Assembly of the importance which attaches to the question. The Assembly being the budgetary authority of the League of Nations, the Supervisory Commission should be appointed by it under the best possible conditions. It is essential that the members of the latter should be chosen for their personal abilities and qualifications and should be enabled to exercise their important and delicate task in full independence, for the exclusive benefit of the League as a whole.

In the course of the discussion on the Council's report, two proposals for fresh amendments in the Financial Regulations were made.

The representatives of a certain number of States asked that the number of members of the Commission should be raised from five to seven.

On being put to the vote, this proposal was rejected by twenty-five votes to eight.

The Committee was also called upon to examine a suggestion tending to limit the re-eligibility of the members of the Supervisory Commission. It decided to postpone any decision on this subject until next year, when the question will probably be reconsidered on the basis of a definite proposal.

So as to permit of the necessary rotation, it maintained the principle of renewal previously in force and consequently modified Article 1, paragraph 3 (a) of the Financial Regulations immediately, which it proposes should henceforward read as follows:

"The whole Commission shall not be renewed simultaneously; and, in order to establish a system of partial annual renewal, the members appointed by the Tenth Assembly shall retire as follows: At the end of each of the years 1930 and 1931, two members, and at the end of 1932 the remaining member, the order of retirement being determined by lot."

It would seem to be well to take this opportunity of deleting the first two paragraphs of the Preamble of the Financial Regulations, which, never having been brought up to date, no longer answer to the present situation.

I venture, therefore, to propose the following resolution:

"The Assembly:

"Requests the General Committee to submit to the Assembly, for the election of the members of the Supervisory Commission, a list including a number of names equal to the number of seats to be filled in the Commission;

"Adopts the amendments to the Financial Regulations proposed in this report."

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Official No.: A.58.1929.

ANNEX 9.

CONSTRUCTION OF AN ASSEMBLY HALL, OF A NEW BUILDING  
FOR THE SECRETARIAT, AND OF A LIBRARY.

REPORT SUBMITTED TO THE ASSEMBLY BY THE SPECIAL COMMITTEE

IN CONFORMITY WITH THE ASSEMBLY RESOLUTION OF SEPTEMBER 25TH, 1928.

On September 25th, 1928, the Assembly adopted the following resolution: <sup>1</sup>

“ The Assembly:

“ Approves the report (document A.79.1928) of the Special Committee of Five Members in regard to the new buildings;

“ Approves the choice of the Ariana Park as a site for the new buildings of the League of Nations;

“ Authorises the Secretary-General to sign all the necessary legal documents concerning the exchange of rights on the properties in question between the League of Nations and the Genevese authorities, as well as to draw up and sign the necessary contract between the architects and the League of Nations on the basis of the Special Committee's report to the Council (document C.93(1).1928), approved by the Council on March 6th, 1928;

“ Authorises the Special Committee of Five Members (M. Adatci, M. Osuský, M. Politis, M. Urrutia and Sir Edward Hilton Young), as soon as the legal formalities for the transfer of the land have been completed, and after having obtained all the expert advice necessary from the technical point of view, to give final approval to revised plans adapted to the new site, such approval to be submitted to the Council of the League of Nations for ratification. The final plans thus approved will then be carried into execution without delay by the Secretary-General and the Building Committee already appointed in accordance with the Assembly resolution of September 25th, 1924. ”

In accordance with this resolution, steps were taken for the transfer of the *droits d'usage* of the Ariana and Sécheron properties, the necessary Convention between the Secretary-General of the League of Nations and the Swiss authorities being signed on March 26th, 1929.

[*Copy of this convention is appended to the present report.*]

The contract with the architects appointed to carry out the work has also been signed.

The Special Committee of Five Members, in execution of the mission assigned it by the above resolution, at once instructed the architects to adapt the plans to the new site chosen for the League's buildings.

The architects produced a draft plan which the Committee of Five examined in April 1929. The Committee, wishing to obtain expert advice from the technical and administrative points of view, asked the Building Committee mentioned in the Assembly's resolution for its opinion, and the Secretary-General for a report on the draft plan from the administrative point of view; the Committee, further, invited those architects who had been awarded prizes of 12,000 francs in the architects' competition but who were not among those appointed to carry out the work to present suggestions for the use of the new site if they wished to do so. Two of these architects responded to the invitation and the Committee examined their suggestions with the greatest care; it also heard with interest further verbal explanations from one of the two architects.

As a result of all the advice thus obtained, the Committee asked for a certain number of changes to be made in the draft plan.

The architects met again, and in May 1929 were able to present a definite plan to the Committee.

In examining this plan, the Committee concentrated upon two questions:

(1) Whether the buildings as now planned fulfilled the required conditions from the practical point of view (number of rooms, their dimensions, arrangement, distribution, suitability, etc.) as well as the architectural and artistic requirements.

(2) The question of the expenditure involved in the erection of the buildings as planned.

After having carefully considered all the elements of the question, the Committee arrived at the conclusion that the plan submitted by the five architects fulfilled all requirements.

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<sup>1</sup> The Assembly decided at the same meeting to appoint M. Loudon and M. Parra-Pérez deputy members of the Special Committee.



So far as that part of the plan which refers to the library is concerned, however, the Committee approved it only subject to the views of the Library Planning Committee, which was to meet in July 1929. The architects pointed out that, if changes were requested by the Library Planning Committee, these might possibly affect to some extent the exterior of that wing of the Secretariat building which faces the library. The Committee of Five reserved the right of approving any external changes which might thus be proposed.

As regards the question of the acoustics of the hall, the Assembly will no doubt remember that, in 1924, it accepted the British Government's offer to bear the cost of experiments to be carried out by the Department of Scientific and Industrial Research.

In conformity with this decision, the Secretary-General got into touch with this Department and the necessary arrangements were made; a member of the Building Committee went to London, in July 1929, with two of the architects, to begin the study of the question with the Department's expert committee. This first meeting proved very valuable, and the experts were able to put before the architects certain suggestions for making the hall as perfect as possible from the acoustic point of view, without detriment to the architectural character which it is intended to possess. The architects are now studying the suggestions; but it is improbable that the changes to be made in the interior arrangement of the hall will necessitate any changes in the exterior. If, contrary to this expectation, changes have to be made in the façade of the building, the Committee of Five have reserved the right to pronounce on this point.

As regards the financial question, the Committee of Five specially considered the point whether the plans could be carried out within the limits of the approximate credit of 19,500,000 Swiss francs approved in principle by the Assembly on September 26th, 1927. In the report accompanying their plan, the architects furnished an estimate of the cost of construction on the basis of an average price per cubic metre. This estimate amounted, for the buildings proper, to a total of about 17,681,000 Swiss francs including architects' fees and office expenses. The Committee questioned the architects regarding the basis of this estimate and was satisfied that, although it could naturally not be regarded as final, the architects had nevertheless drawn upon all available sources of information, in particular those provided by buildings recently constructed in Switzerland. They pointed out that a more accurate evaluation could only be based on the detailed estimate which would be established later but would require a long period of study. On the other hand, when tenders are invited, the architects expect to obtain the rebates and reductions which are generally offered by contractors in the case of buildings of this importance. The Committee of Five count, moreover, upon the general economies which will result from the free entry into Switzerland of building materials. Mention should also be made of the League's faculty of utilising freely and without distinction of origin the materials, firms and labour which it considers give the best results from the point of view of efficiency and execution, or from the point of view of economy.

After deducting the sum of 17,681,000 Swiss francs, there remained a balance of 1,800,000 francs out of the credit of 19,500,000 francs approved by the Assembly. The architects stated that this sum would suffice to ensure fitting surroundings to the buildings, but that it would be insufficient to carry out completely the arrangement of the park as shown in the plan, particularly the monumental terraces in front of the Assembly Hall facing the lake. The architects undertook to submit to the Committee an estimate for this work before the present session of the Assembly.

Subject to the foregoing considerations, the Committee of Five approved the revised plan and made a report to this effect to the Council, in conformity with the Assembly resolution quoted at the beginning of this report. At its fifty-fifth session, held at Madrid in June 1929, the Council ratified this report.

The plans as approved by the Committee and ratified by the Council are now on view at the Secretariat of the League of Nations in Room D, where they may be examined by the delegates to the Assembly. Furthermore, in response to a wish expressed by several delegates at the 1928 Assembly, photographs of the general plan and of the façades were sent to all the Governments immediately after the ratification of the plans by the Council.

The ceremony of laying the foundation-stone took place in accordance with the Assembly's own decision on September 7th, 1929.

To give effect to the last paragraph of the Assembly's resolution quoted at the beginning of the present report, the Secretary-General has taken the first step towards carrying out the plan by asking the architects to draw up the working plans and the detailed estimate.

The three points which were reserved by the Committee in its report to the Council still remain in suspense; the present situation is as follows:

1. *Library.* — The draft plan was submitted to the Library Planning Committee in July and this Committee asked for certain modifications of detail. These modifications are at present being studied, and it is not definitely known whether they will involve external changes or not. The architects have stated, however, that it is practically certain that the internal modifications, will not necessitate any external changes.

2. *Acoustics.* — The suggestions made to the architects by the Committee of Experts in London are being studied, but the final results are not yet known. The architects have stated, however, that it is already almost certain that no external change will be necessary.

3. *Financial Question.* — As already stated in the present report, it is not possible to make a precise estimate of the cost of the buildings before the detailed estimate is drawn up, and this will require a long period of study. The Committee wishes, however, to give the Assembly the fullest possible information on the financial position, which may be summarised as follows:

At the beginning of its work in 1927 the Committee of Five soon realised that the credit of 13,000,000 Swiss francs originally assigned in the competition programme for the erection of the buildings was definitely inadequate. In the first report which the Committee had the honour to submit to the Assembly in 1927 (document A.93.1927), it proposed an increase in the following terms:

“ Basing itself upon a reasonable estimate of the cubic capacity necessary to provide the accommodation required and a by no means extravagant estimate of the probable cost per cubic metre, the Committee is of opinion that it is necessary to contemplate the probability that the credit allotted will ultimately have to be increased to approximately 19,500,000 Swiss francs. ”

This new approximate estimate therefore took the place of the original credit of 13,000,000 Swiss francs indicated to the competitors in the programme for the buildings proper. The Committee did not think it necessary at that time to submit an estimate of the cost of the external work, since the lie of the ground on the lake-side site reduced external work to a minimum.

The new site at the Ariana, on the contrary, will involve considerable expenditure on external work, both on account of its great extent and of the considerable differences of level. The latter will also increase to some extent the cost of erecting the buildings themselves.

Nevertheless, the report submitted to the Committee by the architects in June, with the new plans adapted to the Ariana site, led it to hope that the sum of 19,500,000 Swiss francs would be sufficient not only for the buildings themselves but also for the main part of the exterior work, *i.e.*, the chief avenues of approach, outhouses, garages, etc. The rough estimate for the buildings proper amounted to 17,681,000 Swiss francs and for the essential exterior work to 1,800,000 Swiss francs.

The architects pointed out, however, in the same report that the credit would not be sufficient to carry out completely the external arrangements provided for in the plans and particularly the construction of the monumental terraces in front of the Assembly Hall facing the lake.

The Committee's report, which was approved by the Council at Madrid, was therefore based on this information, and the Committee asked the architects to prepare an estimate for the exterior work which could not be covered by the credit of 19,500,000 Swiss francs.

The Committee has held a fresh meeting with the architects during the present session of the Assembly in order to examine this estimate and in a general way to gain as clear an idea as possible of the financial situation.

According to the statements made to the Committee by the architects at this last meeting there is reason to fear an increase of 10 to 15 per cent on the rough estimate of the cost of the buildings furnished by the architects in the report accompanying their plans, in view of labour conditions at Geneva and the present tendency towards increase in wages and cost of materials. As regards the exterior work, the architects maintained the figure of 1,800,000 Swiss francs for the absolutely essential work.

As regards the other improvements, they submitted two estimates for the monumental terraces in front of the Assembly Hall facing the lake; the first of these estimates amounts to 1,498,849 Swiss francs and the alternative estimate, which is based on the employment of a less hard stone, amounts to 1,119,315 Swiss francs. The architects were unable to submit an estimate for laying out the lower part of the park (roads up the slopes, etc.), since this work cannot be planned until the Swiss authorities' intentions regarding the moving and sinking of the railway line are known.

It should be added that the rough estimate furnished by the architects for the buildings proper refers to a simple construction. On this point the architects said in the report which accompanied their plan:

“ We desire to state clearly that our provisions are based upon a very simple treatment of the buildings as a whole and in detail. That is imposed by the funds available, which certainly do not altogether correspond to the size and the character of the buildings as laid down in the programme. ”

The architects stated that the funds available would in any case be insufficient for really imposing buildings, but the Committee believes that it has always been the Assembly's intention to have buildings worthy of the League but simple in outline and unpretentious. It should be pointed out that no funds have been provided either for works of art or for rich decorative materials.

The Committee of Five believes that it has thus fulfilled the mission entrusted to it by the Assembly's resolution of September 25th, 1928, and it hopes that its work will meet with the Assembly's approval.

As regards the three points remaining undecided (possible changes necessitated by acoustics, changes which might be required to meet modifications in the plan of the library, and approval

of the detailed estimate), it seems desirable that the Assembly should decide who should be responsible for dealing with these points.

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Appendix.

TEXT OF THE AGREEMENT REGARDING THE ARIANA SITE.

AGREEMENT.

[*Translation.*]

The League of Nations and the Swiss Confederation, acting for the State and Town of Geneva, have agreed to the following provisions:

*Article 1.*

The League of Nations and the Town of Geneva, notwithstanding the provisions hereinafter, retain their existing rights of ownership to the land referred to in the present Agreement.

*Article 2.*

(a) The League of Nations may erect such buildings as it thinks fit on any part of the plot coloured green in the annexed plan. This plot shall hereinafter be termed "the plot".

These buildings shall be the property of the League of Nations, and the land on which they are erected, including the soil surrounding them over a width of 100 metres, shall be subject to a transferable and exclusive real right of user in favour of the League of Nations. The area of this right shall be extended, subject to the same conditions, as and when the buildings are constructed; this right shall subsist as long as the buildings themselves.

(b) As regards the Sécheron lands belonging to the League of Nations and marked in red on the annexed plan, the Town of Geneva shall enjoy rights identical with those granted to the League of Nations by the present article in regard to the plot.

*Article 3.*

(a) Two carriage roads of about 20 metres in width, the lay-out of which shall be indicated by the League of Nations, shall give access to all parts of the buildings erected on the plot in virtue of Article 2 (a). One of these roads shall connect the buildings with the Lausanne road direct and the other with the Ferney road. The League of Nations shall enjoy a transferable and exclusive real right of user over the parts of these two roads comprised in the plot, so long as the buildings remain. Outside the plot these roads shall be incorporated in the public domain, shall be accessible to the public, and shall be maintained as such as long as the buildings referred to in the present Agreement remain on the plot.

(b) The Town of Geneva shall enjoy a similar right in regard to the buildings covered by Article 2 (b) for the purpose of ensuring access to these buildings from the Lausanne road and the Lake of Geneva.

*Article 4.*

(a) The League of Nations shall have the non-transferable and exclusive user of all the parts of the plot not covered by the real rights referred to in the previous articles.

This right of user shall, however, cease if the League of Nations should cease to occupy the buildings erected by it.

(b) On its side, the Town of Geneva shall have the non-transferable, exclusive and perpetual use of all the parts of the Sécheron properties not covered by the real rights referred to in the previous articles.

*Article 5.*

The public shall be admitted to the grounds over which the League of Nations has the right of user in virtue of Article 4 (a), unless it should be necessary to restrict or prohibit public access to these grounds in the interest of the tranquillity of the League's work and its security.

*Article 6.*

The League of Nations may modify as it thinks fit the land over which its right of user is recognised by these presents, and in particular may construct thereon such roads and avenues as it may consider necessary. In particular, these roads and avenues may debouch on the public highway, and to this end may even be constructed on that part of the Ariana Park which at present lies between the railway and the Lausanne road, at any places to be agreed upon between the Town of Geneva and the League of Nations.

The Town of Geneva may also modify as it thinks fit the land over which it has the right of user in virtue of the present Agreement.

*Article 7.*

The railway line shall be moved and sunk into a cutting, at the place where it crosses the Ariana estate, sufficiently to render trains invisible from the terrace on which the buildings are erected, this to be carried out without expense on the part of the League of Nations.

These operations shall be completed within a period of five years at the latest from the signature of the Agreement.

The railway line shall constitute the eastern boundary of the plot.

*Article 8.*

(a) The League of Nations shall bear the expense of all the work and constructions executed on the plot in application of the present Agreement.

(b) The Geneva authorities shall bear the cost of all the work done and avenues constructed in application of the present Agreement on that part of the Ariana estate which lies between the railway line and the Lausanne road.

The work referred to above shall include that involved by the construction of a bridge, of the width of the roads leading thereto, across the railway line, so as to connect the plot with that part of the Ariana estate which lies between this railway line and the Lausanne road.

(c) The Geneva authorities shall also bear the cost involved by the laying-out of the public roads of access necessitated by the new use to which the Ariana site is to be put, the widening of the public roads surrounding this site, and the laying-out of a public square of sufficient dimensions permitting direct access from the plot to the Ferney road.

The work referred to above shall include that necessitated by the construction of a bridge of suitable width across the railway line at the place where it meets the Chemin Rigot or any other public road connecting the Lausanne road with the public square mentioned above.

(d) The present article shall not affect the provisions of Article 7.

*Article 9.*

The grounds referred to in the present Agreement shall be exempt from all servitudes or charges liable to hinder in any way the exercise of the rights granted to the parties.

*Article 10.*

The Town of Geneva shall be allowed a period of three months to remove from the Ariana Park whatever installations and movable or immovable property it may desire.

At the end of this period, the League of Nations may proceed to any demolitions and modifications it may think fit.

On its side, the League of Nations shall be allowed a period of three months to remove from its Sécheron properties whatever installations and furniture it may desire.

At the end of this period, the Town of Geneva may proceed to any demolitions and modifications it may think fit.

The Town of Geneva undertakes not to erect any buildings, other than those already existing on the lower part of the Ariana estate lying between the railway line and the Lausanne road without the previous consent of the League of Nations.

*Article 11 (temporary provision).*

Notwithstanding the foregoing, the Town of Geneva shall take no measure incompatible with the obligations assumed by the League of Nations in virtue of the lease attached to the deed of sale reproduced in the annex.

*Article 12.*

Should the League of Nations exercise its rights of transfer under the present Agreement, the State of Geneva shall, other things being equal, be given preference over any other purchaser.

*Article 13.*

The present Agreement shall be interpreted on the basis of the general principles of law.

*Article 14.*

All disputes of whatever kind which may arise with regard to the execution and interpretation of the present Agreement shall be referred to a tribunal composed of three arbitrators. These three arbitrators shall be appointed by the Chamber of Summary Procedure of the Permanent Court of International Justice.

The awards of the tribunal shall not be subject to appeal.

*Article 15.*

The powers conferred on the Confederation by the State and Town of Geneva have a permanent character and shall subsist as long as the present Agreement; accordingly, the League of Nations may always address itself to the Confederation in regard to all questions to be settled with the Geneva authorities in application of the Agreement itself.

DONE at Geneva in duplicate on March 26th, 1929.

*For the League of Nations:*  
(Signed) ERIC DRUMMOND.

*For the Swiss Confederation:*  
(Signed) MOTTA.

ANNEX 10.

ESTABLISHMENT OF A WIRELESS STATION.

REPORT OF THE JOINT SUB-COMMITTEE OF THE THIRD AND FOURTH COMMITTEES.

The Joint Sub-Committee met on September 17th. After examining the action to be taken on resolution B adopted by the Third Committee, the Joint Sub-Committee unanimously decided to recommend to the Fourth Committee the adoption of solution (b) of the Brief General Report of the Advisory and Technical Committee for Communications and Transit (station to be worked in normal times by the Société Radio-Suisse and passing in times of emergency under the exclusive authority of the League of Nations) (see document A.18.1929.VIII).

In reaching this decision the Joint Sub-Committee was guided by financial considerations and by the fact that, at the present time, it might be of the greatest importance for the League to have at its disposal, in emergency, not only a short-wave but also a medium-wave station. The delegate of India has, however, reserved until later the final opinion of his delegation on the Fourth Committee with regard to the advisability of establishing a short-wave station.

This recommendation of the Joint Sub-Committee enables effect to be given to the general decisions taken by the Third Committee in its resolution A. In these circumstances it was not thought necessary to propose to the Third Committee any amendment to the text of this resolution.

The Sub-Committee was, however, of opinion that, in the report to be submitted by the Third Committee to the Assembly, special stress should be laid on the fact that the purpose for which the station would be used by the League, when it came under the League's exclusive authority in times of emergency, should be that defined by the Council in its resolution of March 9th, 1929.

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Official No.: C. 488. M. 153. 1929. X.

ANNEX 11.

REPORT OF THE SUPERVISORY COMMISSION  
TO THE FOURTH COMMITTEE.

The Supervisory Commission held its thirty-fourth session at Geneva on September 7th and 10th and again on September 18th, 19th, 20th and 23rd, to consider the supplementary budget and various questions on which, at previous sessions, it had not reached a final decision.<sup>1</sup>

A. Miscellaneous Questions.

I. *Modifications in the Form of the Accounts.*

After examining, at its April session, the accounts for 1928, the Supervisory Commission requested its Rapporteur, the Auditor and the Treasurer to consider and suggest, before the preparation of the annual accounts for the current year, what improvements could be made in the form and contents of the accounts and particularly of the General Statements of Assets and Liabilities of the League of Nations and the similar statements prepared in respect of each of the autonomous organisations.

The report which was submitted to the Commission at its September session aimed at remedying certain defects which had from time to time come to notice, special attention being paid to the following points:

1. The need for converting the currencies shown in the balance sheets of the autonomous organisations into their gold franc equivalents in order that the combined balance sheet may present an exact summary of the three balance sheets which it comprises;
2. The suggestion that the details of contributions in arrears should be given in the combined balance sheet;

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<sup>1</sup> The Commission was composed of the following members: M. OSUSKÝ (Chairman), later replaced by Lord MESTON OF AGRA, Dr. NEDERBRAGT (Rapporteur), M. RÉVEILLAUD, M. PARRA-PÉREZ and M. ZAHLE. (See also note 1, page 128.)

3. The desirability of separating the accounts of the Secretariat as a spending body from those relating to its operations as a banker for the autonomous organisations;
4. The request that a Building Fund account indicating the debt still due to States Members should be published;
5. The advisability of presenting a summarised budget account comprising the budget accounts of the autonomous organisations; and
6. The importance of introducing a combined summarised cash account in order to indicate clearly the cash position of the organisations.

The Sub-Committee recommended that the accounts be divided into five parts, as follows:

1. Combined statements of the accounts of the several organisations;
2. Secretariat;
3. International Labour Organisation;
4. The Permanent Court of International Justice; and
5. The Building Fund.

It agreed that the gold franc equivalent of the currencies used by organisations other than the Secretariat should be fixed by the Treasury of the League.

In order that the combined balance sheet should exactly represent the sum of the statements of assets and liabilities of the Secretariat, the International Labour Organisation and the Permanent Court of Justice, it becomes necessary to discard the present system whereby the total amount of the contributions in arrear is shown on the Secretariat balance sheet; in future, following the procedure adopted since the beginning for the other autonomous organisations, only the proportion of contributions due to the Secretariat proper will be shown on the balance sheet of the Secretariat.

The Supervisory Commission, in adopting the report presented by its Sub-Committee, agreed that nothing should be done to obscure the position of the Secretary-General as chief financial agent for the League as a whole. To that end, it should be expressly stated in the heading of the general statement of the assets and liabilities—an annex to which would give the complete schedule of contributions in arrears—that this statement was presented by the Secretary-General of the League of Nations.

The Supervisory Commission also accepted three other proposals made by its Sub-Committee:

(a) The term "Trust Fund" in the annual accounts should, in order to avoid misunderstanding, be replaced by the term "Suspense Account";

(b) The last few years' experience has shown that the time allotted under the Financial Regulations for the preparation of the accounts is hardly sufficient. Since the new proposals of the Commission will increase the number of statements to be prepared — and it hardly appears possible to postpone the submission of the accounts to the Auditor — the Commission agreed to recommend the Assembly to shorten the period admissible for payments in respect of liabilities of the previous year by adopting January 31st instead of February 15th, as the last day on which such payments may be made.

(c) Moreover, in order to facilitate accounting arrangements and avoid unnecessary entries in the budget it approved the proposal that the "Unpaid Liabilities Fund" should in future be used to pay debts in respect of previous years and not merely, as at present, in respect of the year immediately preceding.

To carry out these recommendations the following modifications will have to be made in the Financial Regulations:

- Article 30, paragraph 1, substitute "*January 31st*" for "*February 15th*";  
Article 30, paragraph 3, substitute "*previous years*" for "*for the previous year*".

## 2. *Rockefeller Endowment to the League Library.*

The Commission considered, at its thirty-third and thirty-fourth sessions, the method of administering that part of Mr. Rockefeller's gift to the Library which, in accordance with the proposal approved by the Eighth Assembly, is destined to constitute a permanent endowment for the Library. Mr. Rockefeller has already paid over the sum of 500,000 dollars and it is understood that a further portion of his total gift of two million dollars will be utilised to constitute a permanent endowment for the Library.

As a result of its study of the question, the Commission submits to the Assembly a draft resolution, the object of which is to establish a method of administration for the endowment which will automatically secure:

(a) That the capital given by Mr. Rockefeller will be maintained intact in investments made on the best advice obtainable;

(b) That, in accordance with the intention of Mr. Rockefeller's gift, the whole income of the endowment will be applied exclusively for the purposes of the Library. For this purpose it is necessary to make it clear that this income is not to be treated as part of the ordinary income of the League, any surplus of which is returnable to the Members of the League under the Financial Regulations;

(c) That no part of the income can be spent for *any purpose* except in virtue of a budgetary decision of the Assembly, taken in the usual manner.

DRAFT ASSEMBLY RESOLUTION.

"Whereas the sum of five hundred thousand U.S. dollars, forming part of the gift of two million U.S. dollars for the purpose of the Library of the League of Nations offered by Mr. John D. Rockefeller, Jr., to the League of Nations and accepted by it, has been paid to the Secretary-General in order to constitute, together with such further part of Mr. Rockefeller's gift as may be allocated to the same purpose, a permanent endowment for the said Library;

"And whereas it is desirable to determine the method of administering the said endowment,

"The Assembly decides as follows:

"1. There is created a fund, to be known as the 'Library Endowment Fund', the capital of which shall be constituted by the amount already received from Mr. Rockefeller and any further part of his gift which may be allocated for this purpose. The capital and income of the Fund shall be maintained separate from the other assets of the League of Nations.

"2. The capital of the Fund shall be invested by the Secretary-General in such manner as may be approved by a Committee of three members, appointed by the Council of the League of Nations, two on the proposal of the Financial Committee and the third on the proposal of Mr. Rockefeller or, if he does not desire to propose a candidate, on the proposal of the Financial Committee.

"Any gain from appreciation of investments shall be added to the capital of the Fund and any loss from depreciation shall be borne by the said capital.

"3. The income of the Fund shall be applicable only for the purposes of the Library. It shall be received by the Secretary-General, who may invest any part not required for use in the manner authorised by Article 34 of the Regulations for the Financial Administration of the League of Nations, or in other investments with the approval of the Committee provided for in paragraph 2 above. It shall be expended only as authorised by the Assembly and in accordance with the following rules:

"(a) The budget estimates annually submitted to the Assembly shall show in sufficient detail all expenditure which it is proposed to meet from the income of the Fund in the year in question, and a proposed appropriation in aid from the said income equal to the total amount of such proposed expenditure.

"(b) The expenditure which it authorises to be met from the income of the Fund shall be voted by the Assembly in the budget and the appropriation in aid authorised to be taken from the said income shall be equal to the sum of such authorised expenditure.

"(c) No sums shall be drawn from the income of the Fund except to meet an expenditure actually incurred. Notwithstanding anything contained in the Financial Regulations as at present in force or subsequently amended, if the whole of the authorised appropriation in aid from the income of the Fund is not utilised for the authorised purposes, the balance shall be retained in the Fund as unexpended income. The annual accounts shall show the expenditure actually met out of the income of the Fund balanced by an appropriation in aid of equal amount.

"(d) The whole accumulated income of the Fund, *i.e.*, the income accruing in the year and unexpended income remaining over from previous years, shall be available in each year for expenditure in connection with the Library authorised by the budget voted by the Assembly.

"4. A statement as to the investment of the capital of the Fund and a statement showing the employment of the income of the Fund shall be presented annually to the League Auditor and be annexed with the Auditor's comments, if any, to the annual accounts."

3. *Expenditure to be charged in 1930 to the Revenue of the Library Endowment Fund.*

In accordance with Article 3a of the draft resolution on the subject of the administration of the Library Endowment Fund, the following estimate of expenditure to be met in 1930 from the interest accruing from the Rockefeller gift was approved by the Supervisory Commission and, subject to the approval of the Assembly, will be annexed to the budget:

	Francs
(a) Temporary staff . . . . .	24,000
(b) Printing of bibliography on mandates . . . . .	10,000
(c) Books and maps . . . . .	40,000
(d) Periodicals . . . . .	5,000
(e) Binding . . . . .	10,000
(f) Equipment . . . . .	11,000
Total . . . . .	<hr/> 100,000

4. *Grant by the Rockefeller Foundation for the Printing and Publication of Monetary and Banking Laws.*

The Supervisory Commission agreed, at its June session, that an estimate of the expenditure for the printing and publication of the Monetary and Banking Laws, rendered possible by the gift of the Rockefeller Foundation, should be inserted in the budget of the Economic and Financial Organisation, this estimate being compensated for by an appropriation in aid of the same amount.

Until a decision is taken on the exact form of this publication, it is extremely difficult to make an accurate estimate of the expenditure to be incurred during any given year. The Commission recommends, however, to insert in the 1930 budget of the Economic and Financial Section 60,000 francs for printing and 40,000 for the cost of editing, translating, etc., this expenditure being compensated for by an appropriation in aid of 100,000 francs from the gift of the Rockefeller Foundation.

5. *Revolving Fund for Special Publications of the Information Section.*

On September 19th the Council accepted a gift of 25,000 francs for the creation of a Revolving Fund to facilitate the printing and publication of pamphlets, books and descriptive material on the League.

The Supervisory Commission recommends that the Fund should be administered as follows:

1. The Fund will be treated as extra-budgetary; the receipts and payments will, therefore, not appear in the annual budget accounts.

2. The Revolving Fund will be dealt with as a League asset in the balance sheet of the Secretariat.

3. A separate statement of the receipts to and payments from the Fund will appear as an annex to the Secretariat annual accounts and be subjected to audit.

4. The Fund will be subjected to internal control.

5. All receipts from the Revolving Fund will go back to the Fund until the capital has reached 50,000 francs. After that limit has been reached, any excess revenue will, according to ordinary procedure, be credited to the budget under the heading "Appropriations in aid—Sale of Publications".

6. *Transfer from Chapter to Chapter in the Budget of the International Labour Organisation.*

As stated in the note by the Director of the International Labour Office, reproduced in the supplementary budget, owing to the unusual length of the debates the cost of the first International Labour Conference held this year was considerably higher than had been anticipated. Although the Conference only lasted three weeks and two days—or two days longer than had been estimated when the budget was framed—far longer discussions were rendered possible in that time than would normally have been the case, owing to the use of the telephonic interpretation system, which enabled all oral translation to be dispensed with during 15 out of the 21 plenary sittings. Telephonic interpretation involved the engagement of extra staff and augmented the cost of printing for the Conference to a considerable extent, although, on the other hand, it enabled the Conference to close sooner than would have otherwise been possible. The excess expenditure incurred for these reasons was estimated at 168,000 francs; the Director proposed that this excess should be covered partly by utilising economies on other items on the budget, partly by the granting of a supplementary credit of 80,000 francs for 1930, in order to meet the cost of the final records of both the 1929 International Labour Conferences which would be printed only in 1930.

The Supervisory Commission carefully considered these proposals and, after discussion with the Director, it was agreed that, by abandoning the use of the instantaneous telephonic translation during the second Conference, which is to meet in October, the anticipated deficit on the two Conferences would be so reduced that it could be covered by economies realised in other parts of the budget of the International Labour Office. To make this possible, however, it will be necessary to suspend, for this occasion, Article 29 (2) of the financial regulations which allow only of such transfer as can be made within the same chapter of the budget. The Commission considers that, in the special circumstances and particularly in view of the fact that it was not within the power of the International Labour Office to limit the sittings of the Conference, it is in the interest of the League to permit economies made under Chapter II of the Labour Organisation budget to be transferred to Chapter I so that the excess expenditure incurred for the Conference can be met out of this year's budget. If the Assembly accepts this proposal as a wholly special case, it will be unnecessary to provide the supplementary credit of 80,000 francs requested by the Director of the International Labour Office in the supplementary credits budget for 1930.

7. *Acquisition by the League of Nations of Land and Premises "La Pelouse", adjoining that Part of the Ariana Park on which the New League Buildings will be erected.*

The Under Secretary-General in charge of Internal Administration placed before the Commission certain correspondence regarding the purchase of the property contiguous to the new League building site occupied as a residence by the Secretary-General. In brief, the position is that a



private gentleman who purchased this property is now willing to sell it to the League at the purchase price.

The Commission can make no recommendation inasmuch as no formal budget proposal was put before it, but it feels if the Assembly decides to purchase the property it ought to do so with the least possible delay in view of the certain rise in its value.

On September 23rd, the Commission<sup>1</sup> adopted the following further report:

“The Supervisory Commission again considered this question and noted the report drawn up by a Sub-Committee of the Fourth Committee (Appendix 1).

“The Supervisory Commission would have preferred to discharge before the end of the year the existing mortgage of 200,000 francs, but, after making enquiries, it learned that any discharge before the specified date is subject to approval by the Board of the Mortgage Bank, and accordingly the Commission thought it better to postpone the repayment of the mortgage until next year, while deciding that steps will be taken immediately for the purpose.

“The Commission considers that the sum of 575,000 francs, which will, in consequence, alone have to be paid over immediately, should be taken from the cash balance for the 1928 financial period, which, after deduction of the sums intended for the building fund and the furnishing fund, amounts to 988,659.64 gold francs. The surplus to be allocated between Governments will therefore be 413,659.64 francs.”

## B. Supplementary Credits.

### I. CREDITS FOR WHICH PROVISION IS MADE IN THE SUPPLEMENTARY BUDGET FOR 1930 (document A.4.(c).1929.X).

#### DIVISION I. — MODIFICATIONS OF EXISTING ITEMS OF THE BUDGET (pages 1-6).

The Supervisory Commission adopted as they stood the supplementary credits shown under this head of the supplementary budget.

It reduced, on the other hand, by 15,000 francs, the credit for equipment (Item 33 of original budget). (See document A.5.1929, paragraph 21.)

#### DIVISION II. — PROVISION FOR NEW WORK (Pages 6 and 7.)

##### 1. *Publication (as an Accompaniment to the Treaty Series) of the General Conventions in the Form of a Code.*

At its meeting, on September 20th, the First Committee adopted the following draft resolution:

“The Assembly,

“Observes that the report of the Committee upon the publication in the form of a code of the conventions which are open to States in general shows that such a publication could not at present be achieved in a satisfactory manner. . . .”

The request for a credit of 20,000 francs included in the supplementary budget for the publication (as an accompaniment to the *Treaty Series*) of the general conventions in the form of a code can therefore drop.

##### 2. *Intellectual Co-operation, International Bureaux and Miscellaneous Questions.*

The Commission took note of the recommendation of the International Committee on Intellectual Co-operation approved by the Council and by the Second Committee that a small Committee should be set up “to study the programme, the work and the organisation of the International Committee on Intellectual Co-operation and of the organisations under its authority, and to give opinions on improvements which might be introduced therein so as to increase the positive results of their work”. On the understanding that this proposal will meet with the approval of the Assembly the Commission agreed that the sum of 28,000 francs should be added to the budget for the purpose. It doubted, however, the necessity of convoking a special session of the International Committee on Intellectual Co-operation, instead of leaving that body to consider the report of the Committee of Enquiry at its ordinary session. The competent officials accepted the proposal of the Commission on the ground of the expenditure that a special session would involve. In order, however, that the conclusions reached by the Committee of Enquiry should not be delayed in their application, arrangements will, if possible, be made for the annual session of the International Committee to be held at a somewhat earlier date than usual. In view of the consequential lengthening of the annual session of the International Committee the Commission agreed to increase the credit included in the original budget for the purpose from 65,000 to 72,000 francs.

The Commission, having accepted the figure of 5,000 francs provided for printing, the total credit that will be required to carry out the enquiry amounts to 40,000 francs, a net reduction of 18,000 francs on the amount entered in the supplementary budget.

<sup>1</sup> On that occasion, the Commission was composed of the following members: M. RÉVEILAUD (Chairman), M. PARRA-PÉREZ, Count MOLTKE, M. BOTELLA, Prince VARNVAIDYA.

3. *Committee of Experts to advise on the Proposal of the Government of Finland to confer on the Permanent Court of International Justice Jurisdiction as a Court of Review in respect of Arbitral Tribunals established by States.*

This proposal has not been accepted by the First Committee and the request for a credit of 40,000 francs therefore drops.

4. *Establishment of a League Wireless Station.*

The Fourth Committee on September 19th, 1929, referred to the Supervisory Commission the report of the Joint Committee of the Third and Fourth Committees on the establishment of a wireless station (Annex 10).

The Commission noted that it had been decided, in principle, to accept "Solution B" which provides for the construction, at the expense and under the direction of the League, of a short-wave wireless station to be operated by the Radio-Suisse Company and handed over to be administered by the League in times of emergency together with the medium-wave station already built and operated by them.

The Commission supports the credit of 50,000 francs for 1930 to meet the cost of preliminary studies. Two meetings of a Special Committee of Experts will be held during 1930; at the first the question of drawing up specifications will be considered, while the second meeting will be devoted to the examination of the tenders received for the construction and installation of the station.

The Supervisory Commission did not have sufficient time to give adequate consideration to the details of the contract to be concluded with the Swiss Government; it was of opinion, however, that the Secretary-General should be empowered to sign the necessary agreement with the Swiss Government, on the understanding that the draft contract would be submitted to the Supervisory Commission before its signature, in order that it should have an opportunity of pronouncing on the financial arrangements to be made with regard to the capital sum involved, the terms of its repayment, and the settlement of any other question discussed between the parties in this matter.

#### *International Labour Organisation. — "Sessions of the Conference".*

The Commission also examined the Director's request for a supplementary credit of 100,000 francs in order to enable the telephonic translation system to be fully applied during the 1930 Conferences.<sup>1</sup> This request was made in conformity with the findings of the Committee appointed by the last International Labour Conference to follow the experiment of dispensing with oral translations by utilising instantaneous interpretation by telephone. The conclusion of the Committee was that "the experience of this year shows conclusively that the telephonic system should be definitely adopted as a permanent part of the equipment of the Conference". This report will be submitted to the Governing Body in October, and it is anticipated that it will consider it desirable to provide for the operation of the telephonic translation system throughout next year's Conferences.

In view of the services which this system appears to have rendered, the Commission recommends that provision for the necessary supplementary expenditure should be made as an addition to the unforeseen expenditure in Chapter I of the budget for 1930. This would ensure that this sum would only be expended if the Governing Body decided that the Committee's recommendation should be carried out.

## II. CREDITS FOR WHICH NO PROVISION IS MADE IN THE SUPPLEMENTARY BUDGET FOR 1930.

This report is being prepared on the nineteenth day of the tenth session of the Assembly. In it the Supervisory Commission is endeavouring to deal, so far as it is cognisant of them, with all the requests for Supplementary Credits which have been presented or are likely to be presented, by the various Committees of the Assembly. A number of these requests were not received by the Supervisory Commission until after the expiry of the period laid down in Article 16 (c) of the Financial Regulations, even as extended by the Assembly's special resolution of September 10th; several, indeed, did not arrive until to-day. Strictly speaking, therefore, these proposals should have been adjourned until the next Assembly. The Supervisory Commission, however, being anxious to render all the assistance in its power, has examined, so far as the very limited time would allow, all these requests, on the assumption that the Assembly would wish this to be done and consequently would be prepared to suspend on this occasion the operation of Article 16 (c).

Another provision in the Financial Regulations to which attention must be drawn is the rule in Article 16 (a) that, if a proposal involving an increase in the original budget is received later than one month before the opening of the session of the Assembly, "it shall be adjourned until the next session of the Assembly, unless the Assembly, by a two-thirds majority, decides otherwise". The Supervisory Commission understands that a number of the supplementary credits on which it is reporting were not in the hands of the Secretary-General within the period prescribed by the rule in question.

<sup>1</sup> See page 127.

The Supervisory Commission is informed that certain doubts exist as to the exact scope and meaning of the proposals contemplated by Article 16 (a). Does the rule apply, for example, to new credits resulting from the extension of work already covered by the Budget and asked for by Committees of the Assembly, or only to credits in respect of entirely new work? This, and probably other points of a similar nature, ought to be clarified; and should the Assembly so desire, the Supervisory Commission will be prepared to examine any difficulties of interpretation and practice, and submit recommendations before next year.

In the meantime the Commission considers it proper to advise the Assembly to suspend for this year and also for next year the application of the relevant provision of Article 16 (a). Consequently it has examined without distinction all the requests for supplementary credits presented after the due date.

1. *Assembly.*

At a meeting held on September 14th, the General Committee of the Assembly appointed a Sub-Committee to consider what improvements could be made in the Assembly Hall and the accommodation provided for Committee meetings. Whatever solution is adopted it appears impossible to ameliorate the conditions under which the Assembly does its work for a sum of less than 50,000 francs. Several alterations were summarily examined: but even the cheapest of them involves the laying of new carpets, a considerable increase in the number of hall porters and the provision of additional lobby-room accommodation.

The Commission recommends, therefore, that 50,000 francs be added to the budget for the purpose.

2. *Work of the Economic and Financial Organisation and Special Conference, under the Auspices of the International Labour Organisation.*

The estimates submitted by the Second Committee to carry out the various decisions it had adopted in regard to the development during 1930 of the work of the Economic and Financial Organisation amount to 120,000 francs (Appendix 2).

The Director of the Section concerned explained to the Commission that this new work, which resulted directly from the decisions of the Assembly, was totally unforeseen when the budget was drawn up. The total extra expenditure entailed by the decisions of the Second Committee if undertaken without reference to the existing programme of the Section, would probably amount to 245,000 francs.

Certain rearrangements, however, would be made in the Section's work, as contemplated in the original budget, so as to reduce the additional credits required to the above-mentioned sum. It should further be noted that some of the expenditure on printing would be offset by sales, and other aspects of the work, such as the question of customs nomenclature, would be brought to a speedier conclusion with consequential relief for future budgets. It was, on the other hand, taken for granted that the amount provided for a meeting of Government representatives on the question of coal could, if necessary, be used for a conference on the question of sugar.

As regards the permanent increase in the budget of the Economic and Financial Organisation which would result from the decisions of this year's Assembly, no accurate forecast could be made at the present moment, since much depended on the decisions, of a largely political character, which would be reached during the coming year in connection with the question of tariffs.

After considering the details of the estimates, the Supervisory Commission agreed to recommend the Assembly to vote the additional credit of 120,000 francs proposed by the Director of the Economic and Financial Organisation.

In regard to the estimate for the Conference which may be convoked by the International Labour Office to deal with hours, wages and conditions of labour in the coal industry, it was agreed that the amount could be reduced to 42,000 francs made up as follows:

	Francs
Temporary staff (to draft the preparatory memoranda) . . . . .	15,000
Travelling for temporary staff . . . . .	1,000
Printing . . . . .	17,000
Stationery and incidentals . . . . .	5,000
Miscellaneous, telegrams, etc. . . . .	<u>4,000</u>
Total	42,000

3. *Work of the International Health Organisation in Overseas Countries.*

The Medical Director explained that the sum of 100,000 francs had been entered in the budget under Item 6 (II) (b) ("Technical investigations to be undertaken in Latin America") before the completion of the tour of the Secretary of the Leprosy Commission in the various countries of that continent.

The Second Committee now recommends that an additional 100,000 francs be provided for a further extension of work on the Latin-American continent.

The total expenditure which on this basis would be incurred during 1930 may be estimated as follows:

	Francs
1. Enquiry into leprosy in three countries . . . . .	96,300
2. Enquiry into syphilis . . . . .	25,750
3. Extension into further countries of the infant mortality enquiry	31,500
4. Preliminary expenditure in connection with the sanitary re- organisation of Bolivia. (It is understood that further expenses will be borne by the Bolivian Government) . . . .	54,915
Total . . . . .	208,465
Less probable savings . . . . .	8,465
Net total . . . . .	200,000

In regard to the recommendation of the Second Committee that an additional sum of 150,000 francs be provided for the development of co-operation with the Far Eastern countries, the Commission was informed that it was contemplated that an expenditure of 50,000 francs would be incurred for the extension to countries in the Far East of studies of the Leprosy Commission, and of the infant mortality enquiry to Japan.

The sum of 100,000 francs would be devoted to a survey of port health and maritime quarantine to be carried out in China. The survey would extend into 1931 and in order to secure adequate results, it would be necessary, as is customary in these cases, to allot credits for individual missions and further special studies and investigations.

The Commission, while noting that these various new developments had not been contemplated when the original budget was drawn up, feels it its duty to point out that the expenditure which is now contemplated is not exceptional or temporary in character. The increase in the budget of the International Health Organisation which will result from the carrying out of these various undertakings must be considered, even if its details and its purposes vary from time to time, as more or less recurrent, so that it can no longer be regarded as stabilised at one million gold francs. At the same time, it would seem inadvisable to refuse these credits which will make it possible to extend to overseas countries work which for some years past has been carried out on the European continent and, in the opinion of the Commission, the maximum limit set by the Assembly some years ago could be considered as still applicable to the work of the Organisation as heretofore carried out.

While agreeing that the total credit of 200,000 francs provided for technical investigation in Latin America should not be transferred from Item 6 ( " Liaison with Latin America " ) to Item 22 ( " International Health Organisation " ) the Commission recommends that a foot-note be inserted under the budget of the Health Organisation drawing attention to the fact that provision for its work was also made under another item of the budget.

In regard to the credit of 150,000 francs for work in the Far East, the Commission decided that it should be included under Section II of the budget of the International Health Organisation under the new sub-head " Miscellaneous Enquiries " .

#### 4. *Opium Conference and Staff of the Social Section.*

On September 19th, the Fifth Committee decided that the Advisory Committee on the Traffic in Opium and other Dangerous Drugs would submit a report to the Council " which will decide on the convening of a conference of the Governments in whose countries the above-mentioned drugs are manufactured and the principal consuming countries in a number not exceeding those of the manufacturing countries, and whether certain experts proposed by the Opium and Health Committees should be included. "

The Supervisory Commission accepted the proposal of the Fifth Committee, that the sum of 25,000 francs should be provided for this Conference at which a considerable number of Governments will be represented.

The Commission took cognisance of a suggestion made by the Fifth Committee for strengthening the Opium and Social Section in order to deal with the new work imposed upon it. The Secretary-General was consulted on the requirements of the case, and advised against the creation of new permanent posts. In view, however, of the additional work which would devolve next year upon the section, he thought that the sum of 30,000 francs could reasonably be added to the 1930 budget of the section for temporary engagements. He would, before the budget for 1931 was prepared, examine the question, and make to the Commission, next April, such proposals as he thought reasonable. The Commission accepts this view and advises a lump addition of 30,000 francs to the budget provision for temporary staff.

#### 5. *Financial Assistance to States which are the Victims of Aggression.*

On September 16th, 1929, the Third Committee recommended in the draft resolution on the subject of financial assistance to the States victims of aggression " that the Council should instruct

the Committee on Arbitration and Security to draw up a complete text capable of being submitted to States for signature at the earliest possible date in co-operation with the Financial Committee. The text would, after it had been communicated to the Governments, be submitted for the approval either of a special conference or of the next Assembly." The Third Committee was of opinion that the sum of 50,000 francs should be added to the budget to cover the expenses of the diplomatic Conference which might have to be summoned to deal with the question.

The Commission was therefore faced with the following situation; either the matter would be referred to a special conference, in which case additional credits would be required, or to the Assembly, the latter alternative entailing no supplementary expenditure. It considered whether arrangements could not be made for meeting the expenses of the conference by means of existing items of the budget. It came to the conclusion, however, that such an expedient might create a dangerous precedent and be contrary to generally accepted principles of sound financial procedure. On the understanding, therefore, that the new credit is in no case to be used to augment, by transfer, other items of the budget, the Commission decided to recommend the Assembly to include the sum of 50,000 francs in the budget of the Section for Reduction of Armaments for a conference to deal with the question of financial assistance.

#### 6. *Intellectual Co-operation.*

The report adopted by the Second Committee on the subject of intellectual co-operation involves the following additions to the budget: 33,000 francs for the printing of further editions of the handbook, "Aims and Organisation of the League of Nations", and its translation at the request of certain Governments; 5,000 francs for the publication of a second number of the *Educational Survey* during the year 1930.

These two publications, which have been issued for the first time since the original budget was prepared, have met with very considerable success, and have proved most useful in spreading information especially on the subject of the League. The success of the first booklet has, in fact, been so marked that several Governments have expressed the desire that it should be published in languages other than French and English.

In view of the desire so often emphasised by the Assembly, that information should be made readily available, the Commission accepted the proposal of the Second Committee. It wishes to point out, however, that again in the case of "Intellectual Co-operation", the maximum limit of 250,000 francs set by the Ninth Assembly will be exceeded as the result of the additional work, of a more or less recurring character, assumed by the competent Sections following decisions of the Assembly.

#### 7. *Expenditure arising out of the Decision of the Sixth Committee in Connection with Slavery.*

The Sixth Committee has decided in principle "that a general outline should be given of the results as regards slavery, so far obtained in consequence of the application of the Convention, and that the existing state of the problem, with all possible details, should be ascertained so as to allow of a comparison of the means now available and the present needs of the situation."

The Commission was informed by the official responsible for this work that the adoption by the Assembly of this resolution would entail an increase in printing for which the sum of 500 francs only was provided in the ordinary budget. Moreover, the additional pressure on the clerical staff of the Mandates Section would make it necessary to revive the post of first-class clerk, locally recruited, for which provision had been made in a former budget.

On the understanding that this post would be temporary for a period of three years during which it would become possible to ascertain the probable duration of this new work, the Commission approved the proposal of the Second Committee to increase Item 26 of the budget from 500 to 1,500 francs, and to provide 5,000 francs for the additional clerk in the Mandates Section.

The Director of the Mandates Section also explained that, in view of the decision of the Council to advance from March to January the date of the first session of the year, it would become necessary for the minutes of the November session of the Mandates Commission to be printed in Switzerland, since they would have to be forwarded to the Council within a few weeks of the end of the session of the Commission. The Supervisory Commission therefore agreed to increase from 25,000 to 33,500 francs the amount included in the Mandates budget for printing and documents.

#### 8. *High Commissariat for Refugees.*

The Commission was advised that the Fourth Committee had agreed that the High Commissioner's Central Services should be placed for a period of one year, and as an experiment, under the administrative authority of the Secretary-General of the League. As the latter was unable to provide for installation expenses and certain central services, he had presented a

supplementary estimate amounting to the total sum of 49,654 francs (for details see note below). In view of the decision of the Commission that the officials of the Refugee Service should, on account of the temporary character of their engagement, not be entitled to participate in the Staff Provident Fund, he agreed however to reduce from 17,804 francs to 4,000 francs the amount included in the estimate for staff charges, this latter sum being required to meet certain claims previously approved by the Commission. The sum finally asked for by the Secretary-General therefore amounted to 35,800 francs. In view of the categorical recommendation in the Report of the Advisory Committee on Refugees that the total expenditure borne on the budget of the League should in no case exceed 298,000 francs, the Commission did not feel that this sum could in any way be exceeded, especially as the Assembly wished the service to be gradually liquidated. After discussion it agreed, therefore, that the extra expenditure arising from the incorporation of the service in the Secretariat should be borne either out of economies to be made in the vote of 298,000 francs or by other means now available to the High Commissioner.

The Commission does not apprehend that the Assembly misunderstood the motives and purport of its earlier advice on this subject.

The Commission, it need hardly be said, was in full possession of the history and the accomplishments of the High Commissariat when, at its last session, it made its recommendations as to the future organisation of its services. The Supervisory Commission, however, must give adequate weight to the financial aspects of a question, and in view of the information which had been placed at its disposal as to the financial engagements entered into by the High Commissariat, it felt it imperative to advise against imposing on the Secretary-General the responsibility for operations over which he had no corresponding control. The position is now materially altered by the definition of the whole position which the Fourth Committee has secured.

#### 9. *Miscellaneous Committees of Experts.*

(1) The Commission was informed that the Fourth Committee had decided to set up a Committee of nine members to go into the organisation of the Secretariat, the International Labour Office and the Registry of the Court. In view of the important constitutional and technical issues involved, it is anticipated that the Committee will hold at least two sessions of two weeks duration each. In the circumstances the Commission recommends the Assembly to vote 35,000 francs<sup>1</sup> for the purpose.

(2) As a consequence of a decision taken by the General Committee of the Assembly and a suggestion made at the Fourth Committee, it is proposed that two small temporary committees shall be set up in 1931: the first Committee will consider the question of arrangements for the Assembly (Assembly Hall ventilation, telephonic transmission of translations, etc.), whilst the second, which would be partly made up of experts in parliamentary procedure and arrangements, would advise the Secretary-General as to possible improvements in the system of taking verbatim records, minutes, etc. In view of the importance attached by the Assembly to these questions, the Commission recommends that a lump sum of 8,000 francs be included in the budget for these two Committees.

#### 10. *Miscellaneous Committees to be set up as a Result of Decisions of the First Committee.*

The Commission on September 20th received a letter in which the Chairman of the First Committee gave certain explanations as to decisions involving financial consequences, which were being taken by the First Committee.

After considering the probable number of members in attendance, the distances they would have to cover to reach Geneva, the length and number of the various sessions, the possibility that in some cases the minutes would require to be printed, the Commission recommends with

NOTE:

A. (1) Salaries and allowances:	Francs.
Registry clerk . . . . .	4,150
Messenger . . . . .	2,400
Accountant . . . . .	7,200
(2) Maintenance and office expenses:	
Rent . . . . .	3,500
Lighting . . . . .	300
Heating . . . . .	800
Cleaning . . . . .	1,000
(3) Special staff charges . . . . .	17,804
(4) Refugee Advisory Commission and other Committees . . . . .	2,000
(5) Miscellaneous and unforeseen . . . . .	3,000
B. Non-recurring capital charges	
Office equipment . . . . .	7,500
Total . . . . .	49,654

<sup>1</sup> Later increased to 50,000 francs by the Assembly.

some hesitation that provision should be made as follows for the various Committees, which may be set up as the result of decisions reached or to be reached by the First Committee:

	Francs
Committee on the Progressive Codification of International Law .	31,900
Committee of Eleven Members on Amendments to the Covenant .	25,000
Committee of Seven to study the question of speeding up the Ratification of Conventions concluded under the auspices of the League . . . . .	12,000

\* \* \*

The Commission also accepted the Secretary-General's proposal to provide the sum of 542 francs under the head of "General Office Expenses, Advertisements," etc., to cover an unpaid liability in respect of 1928.

\* \* \*

The Supervisory Commission regrets that, in many of the foregoing questions, it has been unable to formulate or to sift estimates of expenditure with the care which in all ordinary circumstances, it endeavours to devote to its work. The conditions of working have this year been wholly exceptional. As noted already, most of the proposals have reached the Commission at the eleventh hour; no sufficient facts or materials have in some cases been available for examining their financial consequences in detail. In several instances the proposals have been communicated to the Commission informally, sometimes even verbally. The result is that much of the estimating has been necessarily superficial. And it has been wholly impossible to form, or to submit to the Fourth Committee, any general survey of the financial position, or of the effect of these proposals upon the equilibrium of the budget.

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#### Appendix 1.

#### ACQUISITION BY THE LEAGUE OF LAND AND PREMISES, "LA PELOUSE", ADJOINING THAT PART OF THE ARIANA PARK IN WHICH THE NEW LEAGUE BUILDINGS WILL BE ERECTED.

##### *Report of the Sub-Committee of the Fourth Committee.*

The Sub-Committee of the Fourth Committee which has been appointed to study the desirability of the acquisition by the League of land and premises adjoining that part of the Ariana Park in which the new League buildings will be erected has considered with care both the principle and the details of purchase.

As to the principle, the Sub-Committee was unanimously of agreement that it was very desirable in the interest of the League to purchase this property. The Sub-Committee considered that there was a two-fold interest in the transaction; on the one hand, the purchase will safeguard the League against the risk of buildings being erected for other than League purposes, and, on the other hand, it reserves the land for any possible future use which the League may think desirable. Moreover, the present house and grounds seem an admirable residence for the Secretary-General, and should therefore be available to serve that purpose as long as so desired.

As to the method of purchase, the Sub-Committee were equally agreed that the total price at which the property is available, namely 775,000 Swiss francs, is advantageous, especially in comparison with prices of other property in the vicinity. Two different methods of payment were discussed: first, immediate payment of the full amount of 775,000 Swiss francs: second, immediate payment of 575,000 Swiss francs, with maintenance of the existing mortgage of 200,000 francs.

As the acquisition of the property would be to the general interest of the League, the Sub-Committee agreed that it would be perfectly proper to take the sums necessary therefor from the cash balance for the year 1928. The Sub-Committee felt some hesitation, however, as to whether it should take the whole sum from this amount or whether, in view of the fact that a mortgage with favourable interest rates now rested on the property, it might not be better to make this year only the payment due, reserving for next year the repayment of the mortgage. This point, together with certain other details of administration, it considered desirable to refer to the Supervisory Commission.

Mr. James J. Forstall, of Chicago, purchased this property this summer in order to hold it available for the League, should the latter desire to purchase it, the contract of purchase making provision to allow the League to repurchase from him at the price he himself paid and without any possibility of personal profit.

The members of the Sub-Committee desire in conclusion officially to place on record their very great appreciation of the public-spirited action of this friend of the League of Nations.

## Appendix 2.

### BUDGETARY CONSEQUENCES OF THE PROPOSALS MADE TO THE SECOND COMMITTEE WITH REGARD TO THE ECONOMIC WORK OF THE LEAGUE.

#### 1. *Item 19 of the Budget of the Secretariat for 1930, "Economic and Financial Organisation".*

The following proposals of work additional to what was approved when the budget now submitted to the Fourth Committee was framed have been made in the Second Committee.

(1) A Governmental Conference to conclude a tariff armistice in January next. The cost to the League of this Conference may be estimated at 15,000 francs.

(2) Intensive negotiations in preparation for the conclusion of a collective treaty on commercial policy. This will involve the presence of governmental representatives. It is difficult to estimate exactly the frequency and duration of these meetings. A reasonable provisional estimate of the cost is 50,000 francs.

(3) Expediting the work on tariff nomenclature. This work is done by experts whose travelling expenses are paid by the League, and heavy expense is therefore involved by any considerable increase in the length of their meetings. If they meet for a total of, say, eight months instead of three as contemplated in the present budget, the additional cost involved would be about 75,000 francs.

If a volume giving the results of this work is to be published in 1930 the cost of printing would amount to a gross sum of 40,000 francs. Receipts from sales would be considerable, but do not affect this provision, as no credit is allowed to the Economic and Financial Section Chapter.

(4) *Coal.* — A meeting of Government representatives to consider the recommendations of the Economic Committee is contemplated in the resolution. The cost of this Conference may be taken at 15,000 francs.

This conference is additional to the provision made in the budget for meetings of coal experts, which will still be required.

(5 *a*) The Statistical Conference recommended the publication of a list of ports of loading and unloading open to international trade. A very large edition indeed of this may be required. The total gross cost should therefore be estimated at 40,000 francs.

The sale is likely to be large and it is probable that there will be no net cost at all. This however does not affect the provision in the Economic and Financial Chapter as no credit is allowed to this chapter for the proceeds of sales.

(*b*) It has been proposed that a general annual survey of economic conditions should be arranged for. It is not contemplated that this should actually be published in 1930, but some preparatory work is likely to be involved, costing, say, 10,000 francs.

The proposals for additional work before the Second Committee will therefore cost in total about 245,000 francs, in addition to the cost of some additional temporary personnel which will be required for the extra work.

It is not however necessary to ask for this sum as an addition to the budget already presented; although the Committee expresses the strong hope that additional work will not involve the abandonment of work now in hand, it will be possible so to arrange the attendance of members required for existing and new work as to economise substantially in the expenses involved.

It will thus probably be sufficient if a total addition of say 120,000 francs be made, of which about 60,000 would be required for extra printing.

As at least 20,000 francs additional may be expected from sales in 1930 this would represent a real net addition of only about 100,000 francs.

The proposal of a net increase of less than half the cost of new work is possible only on the assumption that transfer is arranged as required between the items for committees and conferences and temporary personnel.

#### 2. *Item 1 of the Budget of the International Labour Organisation.*

No provision is made in the 1930 estimates presented by the International Labour Organisation to the Assembly for holding a technical conference, such as is now suggested, to deal with hours, wages and conditions of labour in the coal industry.

The Commission is therefore requested to propose the appropriation of the necessary money to the Assembly through the Fourth Committee, with a view to its addition to the estimates already presented for the International Labour Organisation.



It is assumed that the expenses of the delegates attending the conference will be borne exclusively by the Governments concerned. It will be possible to avoid any additional expenses in connection with the hire of buildings, as it is proposed that the conference should meet on the premises of the International Labour Office. It will, however, be necessary to provide for the engagement of a certain amount of temporary staff, and for the necessary incidental expenditure in connection with printing, stationery, telegrams, etc. It is estimated that the total expenditure for these purposes will be 50,000 francs.

The Commission is requested to propose the voting of a credit for this amount accordingly, for use in the event of the Conference in question being convened by the Governing Body of the International Labour Organisation.

Official No.: A. 79. 1929.

ANNEX 12.

ORGANISATION OF THE SECRETARIAT, THE INTERNATIONAL LABOUR  
OFFICE AND THE REGISTRY OF THE PERMANENT COURT  
OF INTERNATIONAL JUSTICE.

REPORT BY THE FOURTH COMMITTEE TO THE ASSEMBLY.

*Rapporteur*: M. BOTELLA (Spain).

On September 26th, 1928, the Assembly adopted the following resolution:

“ The Assembly:

“ Whereas the Staff Regulations were drawn up shortly after the organisation of the Secretariat and whereas it would be advisable for the League to avail itself of the experience acquired since 1922;

“ Considering that, although the Regulations have, on the whole, proved satisfactory, certain modifications would appear desirable to remedy certain disadvantages to which attention had been drawn:

“ Instructs the competent officials of the autonomous organisations, after examining the present situation and the improvements which might be made, to consider what steps — in particular, amendments to the Staff Regulations — could be taken to ensure, in the future as in the past, the best possible administrative results, and to submit the results of this enquiry to the Supervisory Commission, in order that a report on the question may be communicated to the Assembly at its next ordinary session.”

In order to furnish the Supervisory Commission with all the necessary information, the Secretary-General set up a committee of five officials immediately after the last Assembly. This Committee held sixty meetings, and it was at once evident that the amount of work before it was very large. All the members of the Secretariat had the right to communicate their views, and the staff set up a Committee of its own, the conclusions of which were examined by the Committee appointed by the Secretary-General.

On the basis of the material collected by these various bodies, the Secretary-General prepared a report which he communicated to the Supervisory Commission on June 4th. Moreover, on examining the Secretary-General's report, the Director of the International Labour Office, while endorsing the greater number of the Secretary-General's conclusions, made certain proposals to the Supervisory Commission. The Registrar of the Court forwarded his observations to the Secretary-General before the latter put his report into final form.

The Supervisory Commission, which held an extraordinary session at the end of June to consider these reports, was at once impressed by the complicated character of the problem submitted to it and the important financial consequences it entailed; it was forced to recognise that there would be many disadvantages in submitting to the Assembly conclusions which had not been adequately examined. It had therefore to confine its action for the time being to preliminary discussions between its members and with the competent officials. It undertook to continue the examination of the problem and to submit its conclusions to the eleventh session of the Assembly.

Following on two speeches made at a plenary meeting of the Assembly, draft resolutions submitted by the delegations of the United Kingdom and Italy were laid before the Committee. These two resolutions led to a long and important discussion, which is recorded in the Committee's Minutes. It would be difficult, in a short report like the present, to summarise the arguments produced in support of the various competing views. It will probably be enough to state here that some delegates thought it desirable that the Fourth Committee should immediately adopt a number of guiding principles, whereas other speakers held that the Commission of Enquiry,

which the Fourth Committee apparently desired to set up, should be left the fullest possible freedom of action.

After deciding that the appointment of the Committee of Enquiry should be entrusted to the Assembly, the Fourth Committee instructed a Sub-Committee to submit to it a draft resolution, which it adopted at its meeting on September 19th, after a further discussion. The resolution is as follows:

DRAFT RESOLUTION.

“ Whereas the British Government has formulated the following draft resolution:

“ ‘ The Assembly:

“ ‘ Recalling the resolution adopted by it on September 26th, 1928, directing that an enquiry should be made as to what steps — in particular, amendments to the Staff Regulations — could be taken to ensure, in the future as in the past, the best possible administrative results,

“ ‘ Decides that this enquiry shall be entrusted to a Special Commission of five members, of whom two shall be members of the Supervisory Commission;

“ ‘ Adopts the following principles and decides that they shall form the basis of the recommendations of the Special Commission:

“ ‘ (1) The members of the staff of the League should as far as possible have permanent employment and contracts of long duration.

“ ‘ (2) Throughout the whole of the Secretariat and of the International Labour Office every post should be open to be filled by promotion from among the whole body of officials.

“ ‘ (3) The system of selection and recruitment, while taking full account of an equitable distribution of posts among the different nationalities, should be particularly stringent in order to ensure that the officials who become members of this permanent international civil service should have the character, the abilities and the training which are required.

“ ‘ (4) All questions relating to the personnel should be the special concern of an administrative official who would assist the Secretary-General or the Director of the International Labour Office in dealing with such matters.

“ ‘ (5) A system of adequate pensions should be introduced.

“ ‘ Invites the Council to select and appoint the members of this Commission at the earliest possible date in order that its report may be made in time for consideration by the Assembly at its eleventh session.’

“ And whereas the Italian Government has presented a further draft resolution as follows:

“ ‘ The Assembly,

“ ‘ Referring to the resolution adopted on September 26th, 1928, asking that an enquiry should be made into the most suitable steps to ensure, in the future as in the past, the best possible administrative results,

“ ‘ Decides that a Committee of five members, including two members of the Supervisory Commission, shall be appointed to conduct this enquiry. The Committee will consider the results of the application of the principles adopted by the Second Assembly on the basis of the Noblemaire Committee’s report. It will consider all matters connected with the organisation and duties of the Secretariat and the selection and terms of engagement of the staff, and any other material that may help the Assembly to gain a full knowledge of the question before taking a decision. The Committee will be entirely free to obtain such information as it may think useful and to propose such steps as it may consider most appropriate.

“ ‘ The Assembly requests the Council to select and appoint the members of this Committee, which should be instructed to have its report ready in time for consideration by the next Assembly.

“ The Assembly, taking note of these two draft resolutions,

“ Decides that a Committee of Enquiry shall be constituted, consisting of nine members, two of whom shall be members of the Supervisory Commission, to be appointed by the Assembly to examine what steps could be taken to ensure, in the future as in the past, the best possible administrative results for the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice, and to prepare a report thereon in adequate time so that it may be submitted to the Governments for consideration before the next session of the Assembly.

“ For that purpose, the various draft resolutions proposed on the subject to the Fourth Committee and the Minutes of the said Committee shall be transmitted to the Committee of Enquiry.”

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The Fourth Committee recommends that the General Committee of the Assembly should draw up and forward to the Assembly a list of nine persons who might become members of the Committee of Enquiry.

ANNEX 13.

ERECTION OF AN ASSEMBLY HALL, OF A NEW BUILDING  
FOR THE SECRETARIAT, AND OF A LIBRARY.

REPORT BY THE FOURTH COMMITTEE TO THE ASSEMBLY.

*Rapporteur*: M. Stefano CAVAZZONI (Italy).

At its meeting on September 19th, the Fourth Committee considered the report of the Special Committee appointed by the Assembly to study the question of the new buildings (document A.58.1929). It desires to pay a tribute, with which the Assembly will undoubtedly wish to associate itself, to the eminent Chairman of the Special Committee, His Excellency M. ADATCI, and his distinguished colleagues, M. OSUSKÝ, M. POLITIS, M. URRUTIA, Sir Edward Hilton YOUNG, M. LOUDON and M. PARRA-PÉREZ, for the admirable manner in which they have discharged the duty entrusted to them by the Assembly. From the outset, their work was extremely difficult, and unforeseen obstacles arose in the course of their proceedings, which required nearly forty meetings. The most cordial thanks are due to the Committee for having overcome all these difficulties.

Two or three members of the Fourth Committee emphasised the importance of two special problems in connection with the Assembly Hall—acoustics and ventilation. The Fourth Committee is assured that these two problems are under consideration, and that their importance has not escaped the Committee of Five or the architects.

There remain unsettled three points mentioned at the end of the Special Committee's report, the most important being the approval of the detailed estimate to be drawn up by the architects at the same time as the actual plans. The amount of this estimate, which will determine the appropriation required for the erection of the buildings and the external work, will have to be communicated to the Assembly.

The Fourth Committee hopes that the Special Committee will consent to undertake the settlement of this question also.

The Fourth Committee has accordingly the honour to lay before the Assembly the following draft resolution:

“ The Assembly:

“ Approves the report (document A.58.1929) of the Special Committee of Five Members on the subject of the new buildings;

“ Congratulates the Committee on the admirable manner in which it has acquitted itself of its task, and thanks it for the untiring devotion it has displayed;

“ And empowers the Committee to decide the three unsettled points mentioned at the end of the report, and to submit its decision to the Council of the League of Nations for endorsement.”

FINANCIAL QUESTIONS.

REPORT OF THE FOURTH COMMITTEE TO THE ASSEMBLY.

*Rapporteur-General*: His Excellency M. Cristóbal BOTELLA (Spain).

This year the Fourth Committee has adopted a method of work differing considerably from that hitherto followed.

Several important questions have been referred to Sub-Committees or entrusted to special Rapporteurs; consequently, the general report is appreciably shorter than usual and, in order to obtain a complete picture of the work that has been done, reference must be made to the following reports which have been submitted to the Assembly separately:

Procedure for the election of Members of the Supervisory Commission ;  
Salaries, pensions and travelling expenses of Members of the Permanent Court of International Justice ;

Organisation of the Secretariat, the International Labour Office, and the Registry of the Permanent Court of International Justice;  
Contributions in arrear; and  
Erection of an Assembly Hall, a new building for the Secretariat, and a Library.

#### I. AUDITED ACCOUNTS FOR 1928.

The Committee unanimously recommends the Assembly to adopt the accounts of the Secretariat and autonomous organisations of the League in the form in which they are submitted.

It also associates itself with the various recommendations made by the Auditor so far as these have been endorsed by the Supervisory Commission, and it approves the new form proposed by the Supervisory Commission for the accounts for the financial year 1929 and subsequent years.

#### II. BUDGET FOR 1930.

##### (a) GENERAL DISCUSSION.

Owing to the very small increase represented by the original budget as compared with that of the current year (204,018 francs—approximately the amount required for the statutory increments of salary), only a few observations on points of detail were made regarding the estimates as communicated to the States Members last June. On the other hand, an extended discussion took place on the supplementary credits.

It was stated in the Supervisory Commission's report that, in regard to several of the questions dealt with, the Commission had not been able to formulate or sift estimates of expenditure with the care, which, in all ordinary circumstances, it endeavours to devote to its work, as the conditions of working have this year been wholly exceptional.

Several Committees had not adhered to the time-limit laid down in Article 16 (c) of the Financial Regulations, or even to the time-limit as extended by the special Assembly resolution of September 10th, for sending in their requests for supplementary credits to the Supervisory Commission. Also, most of the applications for supplementary credits had not reached the Secretary-General a month before the opening of the Assembly, as Article 16 (a) of the Financial Regulations requires.

The text of Article 16 itself seemed capable of divers possible interpretations, and the Supervisory Commission stated in conclusion that it was prepared to examine all the difficulties in regard to the interpretation and application of the new clauses in the Regulations and to submit recommendations before next year.

Several suggestions were made to remedy the difficulties in which the Supervisory Commission and the Fourth Committee are involved at the end of every Assembly. Without going into the details of the discussion—these will be found in the Minutes, to which reference will have to be made when the question is thoroughly examined—it seems worth while to point out here that, while the new clauses in the Regulations have not disposed of the end-of-session difficulties that have arisen annually for some years, the procedure adopted last year has already proved its worth to a certain extent, and, if it is adhered to in a slightly more flexible form, it will undoubtedly help to solve the problem, which has been found more serious than ever during the Tenth Assembly.

With regard to the more practical steps that have been suggested, the simplest solution would obviously be to consider the possibility of lengthening the Assembly session, but this would cause extra expense and inconvenience to many delegates. It would certainly help matters to close the general discussion on the Secretary-General's Report on the Work of the Council and the Secretariat since the last Assembly at the end of the first week of the session. It seems also desirable to remind all delegations of the importance of close co-ordination between the proceedings of the Fourth Committee and those of the other Assembly Committees; the very delegations which press for caution and economy in the Fourth Committee move or support in the other Committees resolutions involving increased expenditure.

As regards the more general question of the League's fresh expenditure, certain speakers drew attention to the continual growth of the Budget, which was fixed a few years ago at a maximum of 25,000,000 francs unless exceptional circumstances should arise. They held that in many cases the new credits were for conferences the value of which was questionable in view of the number of conventions that were not ratified by Governments, and that many appropriations seemed to be voted by the Committees without sufficient distinction being drawn between important and minor questions. There was no need to oppose any development in the League's work, but at the same time it was desirable that such development should be on rational lines.

Other speakers called attention to the considerable expansion in the League's work during the last ten years and drew the necessary conclusions. The credits should be proportionate to the League's increased programme, and that programme should prevail over any desire for economy.

Accordingly, the Fourth Committee agreed to the Supervisory Commission's proposal to submit to the next Assembly a report on possible improvements in the existing procedure with regard to supplementary credits.

(b) BUDGET OF THE SECRETARIAT AND SPECIAL ORGANISATIONS.

In the course of the short general discussion which preceded the examination of the separate items in the Budget, a suggestion was made that the Secretary-General should improve the form of the Budget by making the explanatory notes more explicit. A good presentment is essential if an accurate idea of the development of the League's activities from year to year is to be obtained.

A note in the Budget states that a supplementary appropriation of 430,000 francs would have to be made to cover the travelling expenses of three Assembly delegates of each Member of the League from their country to Geneva. Certain members pronounced in favour of including a credit in the Budget to make this innovation possible; the Committee decided, however, to suspend any decision until a definite proposal was made by a Government.

The Supervisory Commission decided to examine the Swiss delegate's proposal that the appropriations-in-aid shown at the end of Chapter II of the Budget should in future appear in the General Summary of the Budget under the head of "Income"; it also agreed to examine, in connection with the Budget for 1931, the Health Committee's resolution regarding the influence of annual increments of salary on the Budget of the Health Organisation, whose ordinary expenditure had been fixed at a maximum of one million gold francs.

In connection with the voting of credits for League publications, several delegates called the Secretary-General's attention to the serious delays in the printing and distribution of important League documents—delays which, in the case of Minutes of Conferences, had a prejudicial effect on the ratification of the Conventions. It was explained that, to a large extent, these delays are attributable to the fact that delegates do not promptly return the provisional Minutes with their corrections. Moreover, for reasons of economy, non-urgent documents are, as far as possible, printed in countries where the League can obtain specially advantageous terms, but where the work is not done so quickly as at Geneva. The wishes of certain delegates could therefore be very largely met by an increase of 75,000 francs in the credit for printing and 40,000 francs in the item of the Budget concerned with staff.

The Norwegian delegate observed that, in his opinion, the Minutes of various Committees and Sub-Committees were the poorest point in the League's work. In certain cases, reports had been "doctored" and the present tendency was to reproduce all the complimentary expressions in the Minutes and to leave out the criticisms; he thought that the Minute-writers should be instructed to produce reports reflecting the various views and opinions expressed during the discussions. Other methods of drawing up Minutes should be found, and the technical improvements made in recent years should be studied. Members of Committees should be given a time-limit in which to send their corrections, and any corrections received after its expiry should be ignored. If a member attempted to change the sense of his remarks, the question should be referred to a specialised official, and the decision should rest with the President of the Assembly or of the Council if that official thought that certain alterations were calculated to give a false impression in the Minutes.

In the course of the discussion which followed the Norwegian delegate's speech, several speakers expressed appreciation of the manner in which the Minutes had so far been produced, though they emphasised the danger of extensively abridging the discussions and shared the Norwegian delegate's apprehensions as to the possible distortion of the report of a discussion by alterations made by certain delegates in the text of their speeches. The Secretary-General explained the system at present in use in the Secretariat, and proposed that a small Committee should be appointed, consisting partly of persons having a wide experience of parliamentary procedure, to consider the best methods of improving the records. The Committee agreed to this proposal.

Regarding the more general question of the distribution of the reports of Advisory Committees to the States Members at the same time as they were distributed to members of the Council, the Committee adopted the following resolution:

"The Assembly requests the Council to authorise the Secretariat to communicate the reports of Advisory Committees to all the Members of the League at the same time as they are communicated to the Members of the Council, except in cases where the Committee concerned is opposed to such a course."

*Future Organisation of the High Commissariat for Refugees.*

On considering the question of the future organisation of the High Commissariat for Refugees, the Committee noted that, although the Advisory Committee for Refugees, the Supervisory Commission and the High Commissioner himself proposed different solutions, they all had the same aim in view; to organise the work with a view to winding up the High Commissariat as soon, and in as satisfactory a manner, as possible. In view, however, of the wide divergence between the solution proposed by the Advisory Committee (incorporation in the Secretariat) and that proposed by the Supervisory Commission (creation of an independent and autonomous organ), the question was referred to a Sub-Committee, which discussed it at considerable length. Both solutions raised numerous questions of an administrative and financial nature, most of which called for detailed study which it was not possible to undertake and to complete during the present Assembly.

For these reasons, the Sub-Committee proposed that the central services of the High Commissariat should, for one year and as an experiment, be placed under the administrative authority of the Secretary-General of the League of Nations. During this period, all the financial commitments of the High Commissariat, including funds derived from external sources, will be administered and supervised by the competent organs of the League in conformity with the Financial Regulations and the decisions of the Assembly, under conditions to be submitted to the Supervisory Commission for consideration and approval. It is, moreover, understood that such provisional administration will not in any way affect the status of the High Commissioner's staff.

The Secretary-General will thus be able to study all the questions connected with the problem to report to the next Assembly on the results of this experiment, and to submit proposals for the administration of the refugee relief work until it is finally wound up.

The Secretary-General saw no objection to this arrangement, but pointed out that the staff thus incorporated in the Secretariat must not be taken into account in calculating the number of the different nationalities represented on the Secretariat.

The Sub-Committee agreed with the Secretary-General's views on this point, and the Fourth Committee has approved the recommendations submitted to it.

This principle having been agreed upon, the Supervisory Commission received a request for additional credits to meet the new expenditure involved by the incorporation of the High Commissariat Department in the Secretariat. Considering that these expenses might be met by means of savings effected on existing budgetary credits or by means of any other resources at the disposal of the High Commissioner, the Supervisory Commission rejected this proposal.

Certain speakers having pointed out in the Fourth Committee that Dr. Nansen could not meet this expenditure out of the funds which had been entrusted to him, the Commission decided by thirteen votes to four to include for this purpose a special appropriation of 35,850 francs in the budget. It struck out, however, the appropriation of 50,000 francs included in the Budget for administrative expenses in connection with the settlement of Armenian refugees in Erivan, Dr. Nansen having informed it that this work could not be continued in the present circumstances.

Apart from two other requests for additional credits (Conference on Financial Assistance for States Victims of Aggression, and the Committee to study the Means of Speeding-up the Ratification of Conventions concluded under the Auspices of the League of Nations) which, at the request of certain delegates, were put to the vote, the other items of the Budget and the additional credits were adopted.

#### (c) BUDGET OF THE INTERNATIONAL LABOUR ORGANISATION.

Before examining in detail the credits included in the Budget of the International Labour Organisation, the Committee noted the following declarations which were read to it by the Secretary-General and the Director of the International Labour Office.

##### *Statement made by the Secretary-General.*

"Although the budget of the International Labour Office does not fall within the province of the Secretary-General, there is one question which is raised in it on which I feel bound to make a short declaration to the Fourth Committee, in view of the fact that the International Labour Organisation is, according to Article 392 of the Peace Treaty, part of the organisation of the League.

"In the receipts as appropriations-in-aid set out in the Budget of the International Labour Organisation there will be found a sum of 124,662 gold francs, which was declared to be the contribution of Brazil to the Organisation. I trust that, when the Fourth Committee gratefully accepts, as I feel sure it will, that contribution, it will be on the understanding that its action in so doing in no way prejudices any constitutional questions arising under the Treaty provisions establishing the Labour Organisation. In the present circumstances, the question of the precise legal situation as regards the continuance of Brazil's membership of the International Labour Organisation can be considered as being of such a theoretical character that there seems no need to endeavour to solve it. But circumstances might arise, when a solution of the constitutional point which is involved became highly desirable, and it would, to my mind, be unfortunate if, from the action of the Fourth Committee and of the Assembly in the present case, arguments could be drawn in favour of any particular thesis."

##### *Statement made by M. Albert Thomas.*

"I quite understand the reasons why the Secretary-General has wished to make this statement, which was based upon Article 392 of the Peace Treaty. The Committee will doubtless understand the reservation which I wish to make in my turn, in order to safeguard the constitutional rules which have been laid down for the International Labour Organisation in Part XIII of the Peace Treaty, and for the observance of which the Governing Body and the Director of the Office are responsible.

"The Secretary-General has stated that, in his opinion, acceptance by the Fourth Committee and by the Assembly of the contribution of 124,662 gold francs which Brazil has offered to the budget of the Labour Organisation should not prejudice the solution of any constitutional problem which might be raised in this connection.

"I agree that it would be incorrect to attribute any theoretical or absolute value to the incorporation of the Brazilian contribution in the budget of the International Labour

Organisation. The Secretary-General's reservation cannot, however, constitute at some future date an argument against the legal consequences of the positive fact that this contribution has been paid. In any case, it cannot affect the rights of Brazil and the obligations that it has assumed in virtue of its participation in the International Labour Organisation."

After a short discussion on the attitude to be adopted by international organisations with regard to the political activities of their officials in the countries of which those officials are members, and an exchange of views on the conferences which the Labour Organisation proposes to convene including the questions which may be discussed at those conferences, the Committee adopted the Budget of the International Labour Organisation as submitted.

(d) BUDGET OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

The Committee approved the Budget of the Permanent Court of International Justice without alteration.

The Registrar of the Court pointed out that the Court's budget had developed on perfectly normal lines, the increase in expenditure corresponding to the increase in salaries according to regulations. It should be borne in mind, however, that the modifications in the Statute of the Court will probably affect the 1931 Budget.

III. REPORTS OF THE SUPERVISORY COMMISSION.

Apart from certain recommendations concerning the refugee question, the Fourth Committee has approved the conclusions of the three important reports submitted to it by the Supervisory Commission.

As regards the administration of the income from the Rockefeller grant for the League of Nations Library, the Fourth Committee proposes that the Assembly should adopt the following draft resolution, submitted to it by the Supervisory Commission:

"Whereas the sum of five hundred thousand U.S. dollars, forming part of the gift of two million U.S. dollars for the purpose of the Library of the League of Nations offered by Mr. John D. Rockefeller, Jr., to the League of Nations and accepted by it, has been paid to the Secretary-General in order to constitute, together with such further part of Mr. Rockefeller's gift as may be allocated to the same purpose, a permanent endowment for the said Library;

"And whereas it is desirable to determine the method of administering the said endowment:

"The Assembly decides as follows:

"1. There is created a Fund, to be known as the 'Library Endowment Fund', the capital of which shall be constituted by the amount already received from Mr. Rockefeller and any further part of his gift which may be allocated for this purpose. The capital and income of the fund shall be maintained separate from the other assets of the League of Nations.

"2. The capital of the Fund shall be invested by the Secretary-General in such manner as may be approved by a Committee of three members, appointed by the Council of the League of Nations, two on the proposal of the Financial Committee and the third on the proposal of Mr. Rockefeller or, if he does not desire to propose a candidate, on the proposal of the Financial Committee.

"Any gain from appreciation of investments shall be added to the capital of the Fund and any loss from depreciation shall be borne by the said capital.

"3. The income of the Fund shall be applicable only for the purpose of the Library. It shall be received by the Secretary-General, who may invest any part not required for use in the manner authorised by Article 34 of the Regulations for the Financial Administration of the League of Nations, or in other investments with the approval of the Committee provided for in paragraph 2 above. It shall be expended only as authorised by the Assembly and in accordance with the following rules:

"(a) The Budget estimates annually submitted to the Assembly shall show in sufficient detail all expenditure which it is proposed to meet from the income of the Fund in the year in question, and a proposed appropriation in aid from the said income equal to the total amount of such proposed expenditure.

"(b) The expenditure which it authorises to be met from the income of the Fund shall be voted by the Assembly in the Budget and the appropriation in aid authorised to be taken from the said income shall be equal to the sum of such authorised expenditure.

"(c) No sums shall be drawn from the income of the Fund except to meet an expenditure actually incurred. Notwithstanding anything contained in the Financial Regulations as at present in force or subsequently amended, if the whole of the authorised appropriation in aid from the income of the Fund is not utilised for the authorised purposes, the balance shall be retained in the Fund as unexpended income. The annual accounts shall show the expenditure actually met out of the income of the Fund balanced by an appropriation in aid of equal amount.

"(d) The whole accumulated income of the Fund, *i.e.*, the income accruing in the year and unexpended income remaining over from previous years, shall be available in each year for expenditure in connection with the Library authorised by the budget vote by the Assembly.

" 4. A statement as to the investment of the capital of the Fund and a statement showing the employment of the income of the Fund shall be presented annually to the League Auditor and be annexed with the Auditor's comments, if any, to the annual accounts."

#### IV. ALLOCATION OF EXPENSES OF THE LEAGUE OF NATIONS.

The Chairman of the Committee on the Allocation of Expenses reminded the Committee of the decision reached by the Ninth Assembly concerning the establishment in 1932 of a final scale for the allocation of the expenses of the League of Nations. At his suggestion, the Fourth Committee proposes that the Assembly should adopt the following resolution:

" The Assembly calls the attention of all States Members to the resolution voted by the Assembly at its ninth ordinary session on September 25th, 1928, requesting the Council to ask the Committee on the Allocation of Expenses to submit to the Assembly at its ordinary session of 1932 a revised scale of allocation which will be based on the budget estimates of the various States Members for 1930 (1930-31) and urgently requests all States Members to forward to the Secretariat their budget estimates and closed accounts for each financial period regularly as soon as they are published. It draws particular attention to the importance of supplying the budgetary documents for the financial year 1930 (1930-31), without which the Allocation Committee cannot resume its enquiries."

#### V. MISCELLANEOUS QUESTIONS AND DRAFT RESOLUTIONS.

(a) Certain delegates thought that the Governments concerned might reasonably be requested to grant the League of Nations special facilities for its telegraphic communications, particularly as the League has succeeded in obtaining similar facilities for the Press representatives of the various countries. The Committee feels that, although many practical difficulties may have to be overcome, an important step towards the solution of these difficulties would have been taken if the question were submitted to a conference of the International Telegraphic Union.

(b) In order to allow the convening in Paris of the Conference on the Treatment of Foreigners, the Fourth Committee decided, by twenty-four votes to seven, to free the Secretary-General from his pledge not to draw on the credits voted for the Disarmament Conference for any other purpose; it therefore raises no objection to a sum of 70,000 francs being transferred from that item in the 1929 Budget.

(c) The Committee, having considered the report of the Sub-Committee it appointed for that purpose and that of the Supervisory Commission, decided by eighteen votes to one to purchase forthwith the land and premises adjacent to the part of the Ariana Park where the new League buildings are to be erected.

This transaction is of importance in two respects: it will safeguard the League against the danger of building operations unconnected with its purpose, and it will keep the land free for any future object that may be thought desirable. Moreover, the existing house and grounds seem a highly suitable residence for the Secretary-General, and should therefore remain available for that purpose as long as they may be required.

As regards the method of purchase, the Committee, being informed by the Supervisory Commission that there seems to be no possibility at present of redeeming the existing mortgage of 200,000 francs on the property, recommends to the Assembly that the balance of the purchase price (575,000 francs) should be paid at once and that the Secretariat should be asked to arrange for the redemption of the mortgage next year. The Committee further proposes that the sum of 575,000 francs in question should be taken from the 1928 surplus, thus reducing the amount divisible among the Members to 413,659.64 gold francs; no fresh addition to the budget will then be required.

In conclusion, the Fourth Committee has the honour to propose that the Assembly shall adopt the following draft resolutions:

" (1) The Assembly, in virtue of Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the Audited Accounts of the League of Nations for the tenth financial period, ending on December 31st, 1928."

" (2) The Assembly,

" In virtue of Article 17 of the Regulations for the Financial Administration of the League of Nations, passes, for the financial period 1930, the general Budget of the League of Nations—of the Secretariat and special organisations of the League, of the International Labour Organisation, and of the Permanent Court of International Justice—amounting, including supplementary credits, to the total sum of 28,210,248 gold francs;

" And decides that the aforesaid budgets shall be published in the *Official Journal*."

" (3) The Assembly adopts the conclusions of the various reports of the Supervisory Commission submitted for its consideration, except in so far as the said conclusions have not been adopted by the Fourth Committee as regards the question of the future organisation of the High Commissariat for Refugees and the expenditure involved in incorporating this department in the Secretariat."

" (4) The Assembly adopts the conclusions of the report of the Fourth Committee."



Appendix.

MODIFICATIONS IN THE BUDGET MADE BY THE FOURTH COMMITTEE.

Item	Description of Item	Add Swiss francs	Subtract Swiss francs
I. SECRETARIAT AND SPECIAL ORGANISATIONS.			
I. <i>Assembly:</i>			
	4. Assembly Hall . . . . .	50,000	
(New 10)	Committees on Assembly accommodation and arrangements and on Minutes and Records . . . . .	8,000	
	6. <i>Liaison with Latin America:</i>		
	II.(b) Technical investigations . . . . .	100,000	
12.	<i>General Office Expenses:</i>		
	(i) Advertising for tenders, etc. . . . .	542	
17.	<i>Supervision of Revenue and Expenditure:</i>		
(New (e))	Commission on the organisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice. . . . .	50,000	
19.	<i>Economic and Financial Organisation</i> . . . . .	120,000	
20.	<i>Mandates:</i>		
	2. Salaries . . . . .	5,000	
	4. Printing . . . . .	8,500	
22.	<i>International Health Organisation:</i>		
	II. New 7 — Miscellaneous enquiries . . . . .	150,000	
23.	<i>Social Questions:</i>		
	1. Salaries (temporary staff) . . . . .	30,000	
	3. (vi) Conference . . . . .	25,000	
24.	<i>Reduction of Armaments:</i>		
	VIII. Conference on Financial Assistance to States Victims of Aggression . . . . .	50,000	
25.	<i>Intellectual Co-operation:</i>		
	A.6. Printing . . . . .	33,000	
	B.2. Educational Survey . . . . .	5,000	
(Sup. Budget)	Committee of Enquiry . . . . .		18,000
26.	<i>International Convention on Slavery</i> . . . . .	1,000	
28.	<i>Committee of Experts for the Progressive Codification of International Law</i> . . . . .	31,900	
30.	<i>Armenian Refugees in Erivan</i> . . . . .		50,000
32.	<i>Work on Behalf of Refugees</i> . . . . .	35,800	
33.	<i>Furniture and Equipment</i> . . . . .		15,000
(Sup. Budget)	<i>Publication of General Conventions in the Form of a Code</i> . . . . .		20,000
(Sup. Budget)	<i>Committee of Experts to advise on the Finnish Proposal regarding the Permanent Court of International Justice</i> . . . . .		40,000
(New Item)	<i>Committee of eleven members on Amendments to the Covenant</i> . . . . .	25,000	
(New Item)	<i>Committee of seven members to study the Question of speeding up Ratification of Conventions</i> . . . . .	12,000	
II. INTERNATIONAL LABOUR ORGANISATION.			
(Sup. Budget)	<i>Sessions of the Conference</i> . . . . .		80,000
2a.	<i>Conference</i> . . . . .	42,000	
	TOTAL ADDITION . . . . .	782,742	
	TOTAL REDUCTION . . . . .		223,000
	NET ADDITION . . . . .	559,742	
	Total original Budget (including Supplementary Budget) . . . . .	27,650,506	
	TOTAL BUDGET as approved by the Fourth Committee . . . . .	28,210,248	

# INDEX

## ABBREVIATIONS

Addit.	—	Additional
Cttee	—	Committee
Dept.	—	Department
Govt.	—	Government
I.L.O.	—	International Labour Office
Int.	—	International
Memo.	—	Memorandum
Para.	—	Paragraph
Resol.	—	Resolution
Sec.Gen.	—	Secretary-General
Sub-Cttee	—	Sub-Committee
Suppl.	—	Supplementary

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