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RECORDS

OF THE

TENTH ORDINARY SESSION

OF THE

ASSEMBLY

MEETINGS OF THE COMMITTEES

MINUTES

OF THE

FIFTH COMMITTEE

(GENERAL AND HUMANITARIAN QUESTIONS)

GENEVA, 1929

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LIST OF MEMBERS

Chairman: Mr. John O'SULLIVAN (Irish Free State).

Vice-Chairman: Countess APPONYI (Hungary).

Members:

- Abyssinia:* His Excellency Count LAGARDE, DUC D'ENTOTTO.
- Australia:* Mrs. Roberta JULL, M.B., C.M.
- Austria:* His Excellency M. Albert MENSENDORFF-POUILLY-DIETRICHSTEIN.
Dr. Franz MATSCH.
- Belgium:* Count CARTON DE WIART.
Baron MONCHEUR (Substitute).
- British Empire:* Mrs. H. M. SWANWICK, M.A.
Mrs. Mary HAMILTON, M.P.
Professor P. J. Noel BAKER, M.P.
Sir Malcolm DELEIVINGNE, K.C.B. (Substitute).
- Bulgaria:* His Excellency M. Athanase BOUROFF.
M. Dimitri MIKOFF (Substitute).
- Canada:* Mr. Malcolm McLEAN, M.P.
Miss Agnes C. MacPHAIL, M.P. (Substitute).
- Chile:* Professor Mauricio BROCKMANN.
- China:* His Excellency Dr. CHAO-CHU WU.
Dr. Woo KAISENG (Substitute).
- Colombia:* Dr. Germán ABADIA.
Dr. Eduardo VASCO (Substitute).
- Cuba:* His Excellency M. Rafael Martinez ORTIZ.
His Excellency M. Guillermo DE BLANCK (Substitute).
His Excellency M. Carlos ARMENTEROS (Substitute).
- Czechoslovakia:* Dr. Vladimir SLAVÍK.
M. Karel TRPÁK (Substitute).
- Denmark:* Mlle. Henni FORCHHAMMER.
Pastor Th. POVLSEN (Substitute).
- Estonia:* His Excellency M. Jaan LATTIK.
M. Jaan TÕNISSON.
M. Georg MERI (Substitute).
- Finland:* Mme. Tilma HAINARI.
M. Aarne VUORIMAA (Substitute).
- France:* M. Louis LOUCHEUR.
M. François LABROUSSE (Substitute).
M. Georges PERNOT (Substitute).
- Germany:* Baron RHEINBABEN.
Mme. LANG-BRUMANN.
M. VOELCKERS (Substitute).
- Greece:* M. A. PAPADATOS.
M. A. ANDRÉADÈS (Substitute).
- Honduras:* M. Froylan TURCIOS.
- Hungary:* His Excellency Baron Joseph SZTERÉNYI.
Countess APPONYI (Substitute).
- India:* Colonel His Highness the Maharaja of KAPURTHALA, G.C.S.I.,
G.C.I.E., G.B.E.
Sir Chunilal V. MEHTA, K.C.S.I.
Syed RAZA ALI, C.B.E. (Substitute).
- Irish Free State:* Mr. John M. O'SULLIVAN.
Mr. Sean MURPHY (Substitute).
- Italy:* M. Stefano CAVAZZONI.
M. Alessandro SARDI, Baron DI REVISIONDOLI.
M. Dino ALFIERI.
- Japan:* His Excellency Viscount Kintômo MUSHAKOJI.

<i>Latvia:</i>	Dr. Paul SCHIEMANS. M. Jules FELDMANS (Substitute).
<i>Liberia:</i>	Dr. Antoine SOTTILE.
<i>Lithuania:</i>	Mme. S. ČIURLIONIS.
<i>Luxemburg:</i>	His Excellency M. Emile REUTER. M. Albert WEHRER (Substitute).
<i>Netherlands:</i>	M. J. P. A. FRANÇOIS. M. W. G. VAN WETTUM (Substitute). Raden Adipati Ario Achmad DJAJADININGRAT (Subsistute). Mme. C. A. KLUYVER (Substitute).
<i>New Zealand:</i>	The Hon. Sir James PARR, K.C.M.G. Miss Phœbe MYERS (Substitute). Mr. C. B. BURDEKIN (Substitute).
<i>Nicaragua:</i>	Dr. Francisco TORRES FUENTES.
<i>Norway:</i>	Mme. Ingeborg AAS.
<i>Panama:</i>	His Excellency M. J. D. AROSEMENA.
<i>Paraguay:</i>	His Excellency Dr. Ramon V. CABALLERO DE BEDOYA.
<i>Peru:</i>	M. Augusto LEGUIA SWAYNE.
<i>Persia:</i>	His Excellency Mirza Hussein Khan ALÂ. M. ENTEZAM-VEZIRI (Substitute).
<i>Poland:</i>	His Excellency M. Witold CHODZKO. M. Wladyslaw SOKOŁOWSKI (Substitute).
<i>Portugal:</i>	His Excellency M. J. C. Franco FRAZÃO, Count DE PENHA GARCIA, or, His Excellency Dr. Augusto DE VASCONCELLOS. M. Henrique R. DIAS DE OLIVEIRA (Substitute).
<i>Roumania:</i>	Mlle. Hélène VACARESCO. M. Eugène FILOTTI (Substitute). M. V. V. TILEA (Substitute).
<i>Salvador:</i>	His Excellency Dr. Francisco A. LIMA.
<i>Siam:</i>	His Highness Prince VARNVAIDYA. Mlle. Pantip DEVAKUL (Substitute).
<i>Spain:</i>	His Excellency M. Leopoldo PALACIOS-MORINI. His Excellency M. Julio CASARES (Substitute).
<i>South Africa:</i>	Mr. Daniel Johannes DE VILLIERS. Mr. B. O'SHEA (Substitute).
<i>Sweden:</i>	M. R. J. SANDLER. Dr. T. M. HÖJER (Substitute). M. K. I. WESTMAN (Substitute).
<i>Switzerland:</i>	M. Roger DOLLFUS. M. Walter STUCKI (Substitute).
<i>Uruguay:</i>	His Excellency Dr. Alfredo DE CASTRO. Dr. Eduardo Rodríguez LARRETA (Substitute).
<i>Venezuela:</i>	His Excellency Dr. C. PARRA-PÉREZ. M. Oscar AGUILAR (Substitute).
<i>Kingdom of Yugoslavia:</i>	M. André GOSAR. M. Constantin FOTITCH (Substitute).

FIFTH COMMITTEE OF THE TENTH ORDINARY SESSION
OF THE ASSEMBLY

(GENERAL AND HUMANITARIAN QUESTIONS.)

AGENDA

1. REPORT OF THE CHILD WELFARE COMMITTEE.
 2. REPORT OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.
 3. REPORT OF THE ADVISORY COMMITTEE ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.
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FIRST MEETING.

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

Chairman: Mr. O'SULLIVAN (Irish Free State).

1. Opening Speech by the Chairman.

The CHAIRMAN thanked the members of the Committee for the honour they had done him in appointing him to direct the Committee's proceedings. He would have hesitated and perhaps have refused the offer but that he relied on the efficient help of the Secretariat and of the delegates, among whom he wished to make particular mention, for their assiduous attendance and long experience, of Mlle. Forchhammer and Mlle. Vacaresco, who had been members of the Committee for ten and nine years respectively.

M. LABROUSSE (France) associated himself with the tribute paid by the Chairman to his two colleagues, and laid particular stress on the large number of admirers that her eloquence had won for Mlle. Vacaresco in France.

Mlle. VACARESCO (Roumania) thanked the Chairman and wished to associate in his tribute the name of Dame Rachel Crowdy, who by her long and valiant services had justly earned the homage of the Committee.

2. Publicity of the Meetings.

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

The proposal of the Chairman was adopted.

3. Election of the Vice-Chairman.

Prince VARNVAIDYA (Siam) proposed that the Countess APPONYI (Hungary) should be appointed Vice-Chairman.

The proposal was adopted unanimously.

4. Adoption of the Agenda of the Session.

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

1. Report of the Child Welfare Committee.
2. Report of the Traffic in Women and Children Committee.
3. Report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

5. Appointment of Rapporteurs.

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

1. Child Welfare : Count CARTON DE WIART (Belgium), proposed by M. Slavik (Czechoslovakia).
2. Traffic in Women and Children : Prince VARNVAIDYA, (Siam), proposed by Dr. Chodzko (Poland).
3. Traffic in Opium and other Dangerous Drugs : M. FOTITCH (Kingdom of Yugoslavia), proposed by Mrs. Swanwick (British Empire).

SECOND MEETING.

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

Chairman: Mr. O'SULLIVAN (Irish Free State).

6. Procedure to be followed regarding Applications for Supplementary Credits.

The CHAIRMAN read a letter from the Secretary-General reminding the Committees of the new provisions adopted at the last Assembly with regard to applications for supplementary credits. Reports should reach the Supervisory Commission within the first fortnight of the Assembly session. In the case of the current session, the time-limit had been extended to September 18th.

7. Work of the Child Welfare Committee during its Fifth Session.

Count CARTON DE WIART (Belgium), Rapporteur, submitted and commented on his report on the work of the Child Welfare Committee (Annex 1). The Child Welfare Committee had prepared two international draft Conventions, the first relating to the repatriation of minors abandoned in a foreign country, the second to assistance for indigent minors of foreign nationality.

The two drafts had first been prepared by a Committee of Jurists, whose members had included the Marquis Paulucci di Calboli, M. Regnault, Dr. Polligkeit, Mr. Harris and M. Rollet. The drafts had then been examined by three qualified legal experts, M. de Navailles, M. Delaquis, and M. Ruppert. Finally, the Child Welfare Committee had discussed and adopted the revised drafts and the Council of the League had instructed the Secretary-General to forward them to all Governments and to receive their observations, which were to be presented before December 31st, 1929.

Count Carton de Wiart gave several concrete examples showing the great need for the adoption of the first Convention by the largest possible number of States. At the present time, in order to obtain the return of a child who had escaped or been removed from the control of parent or guardian and who had gone or been taken abroad, it was necessary to act through diplomatic channels or have recourse to the Civil Courts of Law, where the proceedings were slow and expensive. It was for this reason that it was desirable to provide for bilateral agreements under which the competent authority in the country of the parents or guardian would apply to the competent authority in the country to which the child had escaped. If, upon enquiry, it were found that repatriation was justified in the interests of the child, its repatriation was immediately ordered and effected.

The second draft was far more general in scope. It related to a somewhat hoary problem — that of assistance to foreigners. Hitherto, it had been impossible to come to any conclusion in regard to this question. It might be asked, however, whether, by restricting the question in the first place to that of foreign minors, the States could not take a very appreciable first step which would mark the first stage towards the general solution of the problem of assistance to foreigners. The Child Welfare Committee had wished to bring out certain principles in regard to this matter. The first was that a foreign minor possessed, in regard to relief, the same rights as a minor of the country itself; that was to say, the right to relief, to hospital treatment, medical care and even to education. If distress knew no frontiers, neither should humanitarian feelings. It was, moreover, in the interest of each State to assist foreign minors who were growing up in the country and to prevent them from becoming a source of disturbance to the State. Finally, could anyone fail to see that the acceptance of this principle would be calculated to develop the feeling of brotherhood between civilised States?

The preliminary draft in no way affected the sovereign rights of each State in the matter of expulsion for reasons of health, police or public morality. It did, however, restrict the power to expel a child solely for reasons of indigence. Neither did it affect the rights of paternal authority or of education or custody held by parents or guardians. The internal legislation of each country was therefore safeguarded.

Count Carton de Wiart thought that there was ground for hope, in the presence of concrete cases of practical achievement, that all Governments would, if invited by their delegates to do so, be prepared to examine, animated by a desire for that social progress for which many requests had been made, the adopted texts which, in the form of agreements or conventions, would become bilateral or multilateral instruments.

He emphasised next the importance of the enquiries undertaken by the Child Welfare Committee into the question of the age of marriage and of consent, and the effect of these enquiries on several national legislations. He mentioned further the improvements made in the organisation of juvenile courts. The Committee had considered the position of illegitimate children and likewise that of blind children from the educational point of view. One of its members, Dr. Estrid Hein, the Danish delegate, had been specially entrusted with this last question.

As to the composition of the Child Welfare Committee, he thought that it was both novel and successful. It included twelve Government delegates, and, side by side with them, eight assessors serving in an advisory capacity and representing the major associations concerned in child welfare work and, lastly, official representatives of the International Labour Office and the Health Organisation of the League, who acted as liaison officers.

In this connection he wished to pay a tribute to the work of one of the former assessors, Miss Eglantine Jebb, who had consecrated her life, with indefatigable energy and fervent devotion, to child welfare work. Her spirit had been illumined by a noble love of charity, and she had been instrumental, particularly after the war, in saving many children.

The Child Welfare Committee had been instructed by the Council to consider the revision of its rules, more particularly with regard to the list of assessors and had come to the conclusion that the collaboration of assessors should be continued, but that their numbers should be limited and their appointment restricted to a period of five years. The idea of a system of rotation among the Governments represented on the Committee was worthy of serious consideration.

Finally, he wished to express his deep admiration for and gratitude to Dame Rachel Crowdy and the assistants whom she had trained.

The CHAIRMAN thanked Count Carton de Wiart for his report and for the comments he had presented.

Count DE PENHA GARCIA (Portugal) associated himself with the expression of thanks and the tribute paid to Dame Rachel Crowdy and her assistants. He would like, however, to see the League's work in regard to child welfare extended still further. The League might assist various international associations in carrying out the work they had undertaken. In regard, for instance, to the welfare of crippled children, the League would find the co-operation of the Rotary Club and the great experience acquired by that organisation extremely valuable.

As to the re-organisation of the Child Welfare Committee, it might be that the Advisory Commission should also perhaps be re-organised. As, at the outset, the questions discussed had related to traffic in women, certain countries had been chosen because this question was of particular interest to them. As regards the question of child welfare, other countries were perhaps inadequately represented. The investigations concerning child welfare should in any case be carried out by properly qualified people.

Proceeding to the examination of the two draft Conventions, Count de Penha Garcia thought that they should be left in the bilateral form, since no State was in the same position as regarded all its various neighbours. For instance, it might happen that the financial burdens would be far heavier for one of the contracting parties than another, according to the trend of immigration. Further, he would like to see some mention in the text of the Conventions of the principle that each State retained its right to expel a minor who was likely to become a source of disturbance. That principle was at present expressed only in the statement of reasons or in the report.

There were still too many differences in the various national legislations to make it possible to infer from them any general rules, but the fact of drawing each country's attention to the more liberal measures taken by its sister nations was a first step on the road towards unification.

As regards juvenile courts, Portugal had in 1928 promulgated a new law which improved her previous legislation, liberal as that had been. The courts, for instance, would in future have power to take action for the establishment of paternity.

The National Portuguese Section of the "Save the Children Fund" was now fulfilling important duties in connection with the courts, and the relation between the latter and the auxiliary services grouped under the section had been strengthened.

Mlle. VACARESCO (Roumania) congratulated Count Carton de Wiart on his report and trusted that her colleagues would give their careful attention to the question of the aid to be afforded by law to abandoned children. The two draft Conventions would have the support of the women's organisations in all countries. The question of foreign minors was closely related in Roumania to that of the refugees, a question which Roumania had settled with some success.

As regards the age of consent, this was one of the questions in which women had taken the most fervent interest. She requested the Rapporteur to emphasise very particularly the necessity for raising the age of consent.

She testified to her deep sympathy in the matter of the status of illegitimate children and demanded on their behalf the introduction of special laws to protect them, without, however, going so far as to entail, as was groundlessly feared, the destruction of the family.

She was happy to note that valuable results had been achieved. Nevertheless, the Child Welfare Committee was hampered in its efforts by old prejudices and habits of mind, and sometimes even by laws. It was therefore necessary to organise juvenile courts in every country. Those courts must be imbued with an up-to-date and thorough knowledge of psychology; they must pay attention to the education of children no less than to judging them.

While she agreed that it was of value to have assessors on the Child Welfare Committee, she drew attention to the danger of any undue division of work. She recommended that the duties of assessors should be discharged by experts with specialised knowledge in some of the many subjects coming within the sphere of child welfare.

Mlle. Vacaresco wished, in conclusion, to make a new proposal with regard to broadcasting, which was calculated to become a danger to children. She would like the Child Welfare Committee to be instructed to undertake an enquiry into the supervision which should be set up in this matter on behalf of children.

Mrs. HAMILTON (British Empire), on behalf of the British delegation and many others, thanked the Rapporteur for the tribute he had paid to the memory of Miss Eglantine Jebb.

She congratulated the Committee on the concentration of its programme, and the logical connection between the enquiries now on hand into the question of juvenile courts, the position of the illegitimate child and the protection of foreign minors. Without desiring to anticipate the observations which the British Government might make on the two draft Conventions, she pointed out that their main principles were those which underlay all British legislation on these subjects, namely, the primacy of the interest of the child itself, and equality as between native and foreign children.

Perhaps the most important work of the Committee was the light it threw on variations in standards throughout the world, and the impetus thus given to raise the practice of all to the highest standard prevalent in any. As an instance of this working, she might cite the fact that in Great Britain a law had, in the current year, been passed raising the age of valid marriage to sixteen years for both sexes. Even more important from the standpoint of the lasting welfare of the young generation was the fact that, as from 1931, the present

British Government intended to raise the school-leaving age to fifteen years, at the same time making maintenance grants to the children and their parents — a provision which registered the Government's recognition of the fact that actual economic circumstances often made it impossible for working-class parents to give their children the educational chances they earnestly desired them to enjoy.

She hoped that the members of the Fifth Committee would receive the Minutes of the last session of the Child Welfare Committee. Many points raised in the report would be more fully appreciated in that way. It would, for instance, be of particular value to her to be able to familiarise herself with the discussions concerning the influence of social factors on the infantile death rate.

Mme. HAINARI (Finland) associated herself with the tribute paid to the Child Welfare Committee and to the work of Dame Rachel Crowdy.

The Child Welfare Committee had expressed the opinion that, in all questions of protection and assistance, the illegitimate child should be as well treated as the legitimate child. In Finland a law dealing with the rights of illegitimate children had been passed in 1922. The rights of the family were reserved in that law. According to the law, the relationship of an illegitimate child to its mother was the same as that of a legitimate one. The illegitimate child inherited from its mother and its relations on the mother's side in the same way as a legitimate child. The child took the name of the mother, who was also its guardian. The illegitimate child inherited from its father, if he had acknowledged the child as his own in the presence of competent authorities. In this case the child took the father's name. Acknowledgment by the father was legal only if the mother consented. The child had the right to receive maintenance and education until seventeen years of age. The duty of maintenance belonged to the mother and father. The costs were shared between the parents according to their ability to pay. The child must receive education according to the position of the mother, but the position of the father must be taken into consideration in cases where it was better than that of the mother. The father was liable to pay the mother's expenses in respect of confinement and maintenance for a period from two months before the birth of the child until not more than nine months after the birth of the child.

The law further required the establishment in each community of what was known as a Children's Supervisory Institute, among the duties of which was assistance to women who had been seduced, unmarried mothers and their children. The law made arrangement for guarantees for the payment of the father's contributions to the support of the mother and child.

The international as well as the national organisations of women followed with the keenest interest the development of the cinematograph, and in this connection they wished to make a recommendation to the International Educational Cinematographic Institute. They were of the opinion that there should be strict supervision over the presentation of detective and other stories which were calculated to teach children the preparation of crime or to incite them to commit crime. Those who loved children appealed to everyone concerned in child welfare to study the new ideas in regard to the care of the child with a view to preventing children from becoming criminals.

Dr. CHODZKO (Poland) congratulated the Belgian delegate on his report. He was interested in the question of the illegitimate child, more particularly from the point of view of public health. There was a striking relation between the statistics of illegitimacy and those of the infantile death-rate. In certain European cities the death-rate among illegitimate children was as high as 75 per cent, while that among legitimate children was only 15 per cent. A report prepared by the Social Section had classified in one group (group B) the countries where the status of the illegitimate child, *vis-à-vis* its mother, differed very little from that of the legitimate child. This group of countries included Germany, Denmark, Estonia, Finland, Great Britain, Norway, Sweden, Switzerland and others. It happened that these were also the countries with the lowest infantile mortality. In the countries where there was a wide difference between the status of the illegitimate child and that of the legitimate child the infant death-rate was far higher.

He would be glad if the Rapporteur could include in his report a recommendation that the first proposals of the Legal Sub-Committee should be made available for discussion by the Child Welfare Committee at its next session.

M. LABROUSSE (France) joined in the expression of thanks to Count Carton de Wiart, whose conclusions he could only approve. The French delegation had, for a number of years, urged the gravity of the problem of the films. The most effective method of protecting children was to protect their brains, and attention should be paid to the influence of moving pictures on the young brain. The educational cinema was in itself a danger. It acted on the eye of the child without allowing the other senses to react. This caused the suspension of the child's personality. In this connection, M. Labrousse urged that there should be numerous and prolonged intervals so as to give the child's personality time to reassert itself. A reform of that sort would be useful for adults also.

He further thought that it would be useful to have the Minutes of the Child Welfare Committee in order to ascertain how far it had extended its studies in this direction. He urged that this serious problem should be given the attention it deserved.

M. SARDI (Italy) expressed his gratitude to Count Carton de Wiart and to the Child Welfare Committee. Italy devoted attention to the protection of minors within the general limits of the moral, intellectual and physical education of the young. His country highly

appreciated the noble spirit of humanity in which the two draft Conventions had been drawn up. The Italian Government would communicate its official reply within the prescribed time-limit.

Having followed the work of the International Educational Cinematographic Institute in Rome, he wished to testify to the value of the work done by the Institute. While he agreed with the Finnish and French delegates in emphasising the importance of the cinema in the intellectual and moral training of the young, he thought that the closest attention should be paid not only to the cinema itself but also to film advertisements. He desired to draw attention to the importance of still closer co-operation between the Child Welfare Committee and the International Educational Cinematographic Institute. The effect of the cinema on the child was a question of paramount importance to all those concerned in the training of the younger generation.

Dr. Roberta JULL (Australia) was unable to say what view her Government would take with regard to the draft Conventions, but she was sure that public opinion in Australia would be completely favourable to signature, either in a bilateral or in a multilateral form. In Australia, no discrimination was made in the treatment of children, irrespective of whether they were Australians or foreigners, illegitimate or legitimate. All possible assistance was given them purely on the ground that they were children.

As regards the age of consent and of marriage, the law in Australia was somewhat behind the times; but, although the legal age was only twelve years for girls and fourteen years for boys, public opinion was so much opposed to so low an age that marriages practically never took place at those ages. The legal age would certainly be raised.

In regard to the International Educational Cinematographic Institute, she had confidence in its ability to throw light on an important and complex problem.

The reports of the Child Welfare Committee were studied with great interest by many organisations in Australia. Those concerned with child welfare had often endeavoured to put the Committee's recommendations into practice.

M. DE FEO, Director of the International Educational Cinematographic Institute, was requested by the Chairman to give an account of the work done by the Institute. He recalled that, as early as the first session of the Governing Body in November 1928, the necessity of undertaking a thorough enquiry into the educational, moral, social, physiological, and other aspects of the cinema had been taken into consideration. In the previous April, he had given the Child Welfare Committee an account of the work in hand.

He drew attention to the exceptional importance of the problem involved in the effect of films on the training of children. This problem had an educational aspect, namely, that of determining the value of school films for instructional purposes, and estimating the possible reaction of the use of films on educational methods. The psychological aspect was still more important; the object was to ascertain the influence of films on the brain formation of children. The criminological aspect was extremely complicated: the question was whether the cinema could really suggest the idea of a crime in the child brain.

These various aspects had been exhaustively studied at the Rome Institute, which worked in close co-operation with the Child Welfare Committee.

The Institute was a technical body, its main concern being to collect complete information. It had already examined the laws and regulations in force in forty-two different countries and it was endeavouring to draw up an international code of principles to be applied to the protection of children.

It had further studied the industrial aspect of the-cinema — that was to say, the improvement which might be made in the industry by producers.

The censorship question was a very complex one. It had only become really important in the last three or four years, whereas, until then, the censorship had been based solely on police considerations. Up to the present time, more than twenty-four thousand films had been withdrawn from circulation in the big cities, but there still existed hundreds and thousands of copies which were circulated in the provinces and country districts and which presented a danger that must be obviated.

Finally, the Institute had begun the publication of its bulletin, the first number of which had appeared in July in each of the five official languages of the Institute and was now at the disposal of all bodies co-operating with the Institute.

The Institute's only aim was to achieve practical results and to present them to the Governing Body with a view to their speedy application.

M. LABROUSSE (France) noted M. de Feo's observations with great pleasure and begged him to forward copies of his bulletin to the members of the Fifth Committee.

Mlle. VACARESCO (Roumania) wished to testify to her confidence in the work of the educational cinematograph and to congratulate M. Labrousse on his perseverance in recurring to an important problem by which he set great store.

M. CASARES (Spain) had the highest opinion of the work of the International Educational Cinematographic Institute and more especially of the bulletin. He asked whether the Institute had taken into consideration the physiological effects of films on the nervous system and, in particular, on the sight of children, with the object of regulating the period of time during which a child could, without inconvenience, give its attention to the screen.

The CHAIRMAN thanked M. de Feo warmly for his clear and brief account of a question which was of particular concern to the moral future of the nations.

M. DE FEO, Director of the International Educational Cinematographic Institute, said that he was greatly encouraged by the testimony paid to the value of the Institute's work. He would be very glad to send the monthly bulletin regularly to those members of the Committee who wished to have it, if they would be good enough to indicate the language in which they preferred to receive it.

The effects of the projection of light on the optical nerve was at present being studied by the Rome Institute.

M. LABROUSSE (France) emphasised the special interest of this question, since it was just at the moment when the eye was tired that a defenceless mind was hallucinated by the projections on the screen.

The CHAIRMAN, in reply to a question by Mrs. Hamilton, observed that, on grounds of economy, it had been decided in the previous year that no Minutes of Committees should be printed unless special reasons were shown. It was only at its June session that the Council had authorised the printing of the Child Welfare Committee's Minutes. That was the cause of the delay in the circulation of the Minutes.

He requested Count Carton de Wiart to be responsible for preparing the final report to the Assembly, taking into account the principal ideas and suggestions advanced during the meeting.

Mrs. HAMILTON (British Empire) asked the Rapporteur to transmit with his report a request to the Fourth Committee to expedite the printing and distribution of the Child Welfare Committee's Minutes, which were indispensable.

Count CARTON DE WIART (Belgium), Rapporteur, thanked the Chairman and his colleagues for their kindly appreciation of his work.

He took note of the fact that the Minutes of the Child Welfare Committee would be printed and distributed shortly. A perusal of them would show that a certain number of questions which had been brought up at the present meeting had already been studied by the Child Welfare Committee. It had, for instance, dealt, on several occasions, with the question of the extended use of non-inflammable films. It had also insisted on the necessity of encouraging the production and exchange of educational and recreational films for children.

With reference to broadcasting, he thought that this topic raised the question of the competence of the various Committees, since the Committee on Intellectual Co-operation had already taken up the matter.

He agreed with Count de Penha Garcia in thinking that there was nothing sacrosanct about the constitution of the Child Welfare Committee. There was nothing to prevent the Council from taking steps for the representation of new States, possibly by means of a system of rotation.

Again, in connection with the question of crippled children, he thought it might be useful to obtain the co-operation of an organisation like the Rotary Club.

The Polish delegate was right in emphasising the importance of the health aspect in the child welfare problem. That aspect concerned also the League Health Organisation. The Child Welfare Committee and the Health Organisation very often worked in two cognate spheres. For instance, the problem of infant mortality was influenced by very varied hygienic, social and economic factors and concerned the two organisations.

Count Carton de Wiart also agreed with the Portuguese delegate as to the desirability of drawing the Assembly's attention to the question of the extension of the functions of juvenile courts, the judges in which should be educators in preference even to magistrates. It was this fact that had ensured the success of that noteworthy institution in the United States, where these courts had first been set up and from whence they had spread later to the Old World.

On the motion of the CHAIRMAN, seconded by Mlle. FORCHHAMMER, Count CARTON DE WIART was appointed Rapporteur to the Assembly.

THIRD MEETING.

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

Chairman: Mr. O'SULLIVAN (Irish Free State).

8. Work of the Traffic in Women and Children Committee during its Eighth Session.

Prince VARNVAIDYA (Siam) submitted his draft report (Annex 2). He wished to add a few remarks, giving the impression of one who was a new worker in this field. He desired to pay a tribute to the lucidity and completeness of the documents which had been placed at his disposal. But for the admirable preparatory work of the Secretariat, it would have been impossible for him to draw up his report.

He had been particularly impressed by the seriousness of purpose, the intense activity and, above all, the prudence and wisdom with which the Traffic in Women and Children

Committee had undertaken its work. It had wisely tried to take into consideration differences of conditions in the various countries and it had chosen to do a few things well rather than to do many things less well. For instance, the decision to carry over to the next session the question of the employment of women police as a preventive measure was proof of the Committee's intention to deal with that question with the necessary thoroughness. The Fifth Committee could therefore look forward to a report on this question in the following year.

He emphasised the necessity of receiving as many annual reports as possible from the Governments, and the desirability of those reports being drawn up in accordance with the form required by the League. The Secretariat had, on the instructions of the Council, sent explanations to the Governments concerned, and it might therefore be hoped that, within the next year, the annual reports would be received in good time and would contain fuller particulars. He urged all members of the Committee to bring this matter to the attention of their Governments.

As to the extension of the enquiry into the traffic in women and children to fresh countries, especially countries in the East, no one could question the value of the report of the Special Body of Experts, and hence it would be a matter for surprise if any objection were raised to the principle of extension. The difficulties that might arise were twofold. There were, first, those connected with the question of expense; but it appeared that, if the enquiry were determined upon, funds would most likely be available from the same source as previously; that was to say, the countries to receive the Committee of Enquiry would not be required to contribute to its expenses. The second difficulty related to the question of the composition of the Committee of Enquiry. This matter, however, had received the attention of the Traffic in Women and Children Committee, and there could be no doubt that, when the views of the Governments had been ascertained, ways and means would be found to overcome these difficulties. The Siamese Government was prepared to accept the enquiry if it was not required to contribute to the expenses.

In regard to the licenced-house system, it was a matter for great gratification that the progress made in public opinion was leading in the direction of abolition. The declarations made by a number of delegates had been recorded in the report, and Prince Varnvaidya specially welcomed the testimony of the French delegate to the progress of public opinion in his country. He noted, further, that a request had been sent to the Governments of the countries where the system had been abolished for information concerning the laws and regulations passed by them to protect public order and health. This measure was calculated to assist in expediting abolition in the countries where the system still existed.

The report by the Secretariat on the laws in force as to the punishment of *souleneurs* was a valuable document and would assist those Governments which lacked information on this subject in framing their legislation.

He would pass over the question of the legal age of marriage, because, on this question, the replies of the Governments which had been asked to give their views had not yet been received.

He noted with satisfaction that no conference was considered necessary for the revision of the 1924 Convention on obscene publications. That showed that the Convention was well framed to meet the requirements of the case. At the same time, the Traffic in Women and Children Committee would continue to study the question, and would no doubt make any recommendations it thought necessary.

As regards the question of the assessors, the remarks of the Rapporteur on work of the Child Welfare Committee applied in the present case as well. The measures which had been taken were calculated to promote the efficiency of the Committee.

In conclusion, Prince Varnvaidya was sure that he could count on the help of his colleagues in framing the necessary resolutions.

The CHAIRMAN, on behalf of the Committee, thanked the Rapporteur for his report and accompanying remarks.

Dr. Roberta JULL (Australia) wished to congratulate the Committee on its short and interesting report. The consideration of the question of the traffic in women and children was one of the most remarkable phenomena of the times. In the space of less than two generations, so great had been the growth of public opinion, it was possible for an international gathering to deal with this most difficult and unpleasant subject. The pioneer work of W. T. Stead, and of even earlier workers, Mrs. Josephine Butler and Mr. Coote, M. Béranger and M. de Meuron, had brought about a change in public opinion on this most important social and moral evil. Mme. Avril de Sainte-Croix, whose name was revered by all those who had any knowledge of the work done on this subject throughout the world, was, fortunately, still carrying on her valuable work.

It had been said, and very particularly in connection with the subject of international traffic in women and its national aspect of prostitution, that it was impossible to change human nature. But it was only necessary to visualise the prehistoric ancestors of man and their methods, revealed by scientific observations, to realise the changes that had taken place in human nature, and even a pessimist might be expected to hold that they were for the better. True, the fundamental laws of the universe and, in relation to the subject under discussion, the fundamental laws of life, could not be changed; but man had slowly been learning more and more about the working of those laws and how to adapt himself to them so as to become

their master rather than their victim. That was true of all spheres, physical, mental, moral and social, and it was from all those aspects that the problem of the traffic must be attacked.

It was in connection with the physical aspects of this question that, as a medical woman, Dr. Jull wished to draw attention to its relationship with licensed houses. In Australia there were fortunately no such houses, nor had there ever been any. From time to time there had been attempts to bring in legislation of such a kind in various States, and some twenty-five years ago it had fallen to Dr. Jull's lot in her own State to read extensively, not only general literature on the subject, but a large amount of purely technical and medical observations and opinions. The experience was one which she would never care to undergo again.

She wondered how many realised exactly what this traffic meant to the individuals involved. A child or young woman who was enticed by various methods, or even forcibly taken from her home and country, became in the foreign country to which she went virtually a prisoner at the mercy of those who exploited her and who, by moral terrorism — if, indeed, not by physical force — kept her continually in the degradation to which they had consigned her. The whole problem was undoubtedly bound up with that of supply and demand — its economic side ; if there were no licensed houses, no demand, no profit to be obtained from that demand, there was no doubt that this appalling traffic would quickly come to an end.

In the instance to which she had referred where legislation had been suggested, the Bill had happily been dropped because of the very pronounced feeling amongst large numbers of the women of the community, and a very considerable section of the men. It was for this reason that all who had studied the question advocated the education of public opinion by the dissemination of knowledge and by the steady pressure exerted by organisations of all kinds upon the legislature. Once the problem was truly understood in its relation to the social and national life, there was no doubt that it would quickly be solved.

The idea that licensed houses were a protection to health had for long been accepted as untrue by a large section of the medical profession. While in this, as in most matters relating to health, there were divisions of opinion, she remembered that, many years ago, the great Dr. Fournier, of Paris, had eventually come to admit that such slight physical gains as might accrue were not to be compared to the social and moral damage done in obtaining them. Statistics of the world, so far as they were comparable, and the knowledge which had been gathered in countries which had no licensed houses, as compared with those which had, all pointed to the advantage of the former.

The part which Australia took in the prevention of the traffic by direct legislation was of great value, not only to its own nationals, but also to those of other countries. Under the Passports Act it was necessary for persons leaving Australia to hold valid passports or equivalent documents, and the competent department therefore had some measure of control over the conditions under which females were permitted to leave Australia. Precautions were taken to prevent the issue of passports, where such action was warranted, in cases other than those of theatrical artists.

Under the Emigration Act, special permission was required before any female less than eighteen years of age could be taken out of Australia under a theatrical engagement, or before any child of European race or extraction could leave Australia, unless in the latter case the child was under the care or charge of some adult person of European race or extraction. In the administration of this Act, every care was exercised to see that permits were issued only in cases where proper provision was made for the children's welfare.

Under the Immigration Act, the competent department had power to prevent the entry of prostitutes or persons living on the proceeds of prostitution, and there were facilities for deporting such persons within three years after their arrival in Australia. During the past two years, fourteen persons engaged in the white slave traffic or in prostitution had been deported from the Commonwealth.

She warmly congratulated the Fifth Committee and the League on the valuable report issued in 1927 by the Special Body of Experts, and also emphasised a particularly desirable feature of the report, namely, that the way in which the material was presented, that of a relation of facts practically without comments and in the most unemotional language, added enormously to its value.

In connection with obscene publications, so far as the prevention of that traffic came within the jurisdiction of the Commonwealth Government, the necessary action had been taken. The provisions of the Convention, however, covered matters which, to a large extent, fell within the jurisdiction of the States. The Convention had been referred by the Commonwealth Government to the States in 1925 and the replies showed that the traffic was satisfactorily controlled under the existing legislation.

In conclusion, Dr. Jull expressed the hope that the enquiry into the traffic in women and children in Eastern countries would be acceptable to those countries and would be carried out. She congratulated the representative of India on the readiness of his Government to participate in the enquiry. In the name of a large number of women's organisations throughout Australia, she was empowered to express their desire for such an enquiry and their hope that it would be beneficial, not only to the womanhood of those countries in which it was carried out, but to the whole of their national life.

Mme. LANG-BRUMANN (Germany) thanked the Siamese delegate for his very interesting report.

If she might revert for the moment to the question of child welfare, she would thank Count Carton de Wiart, who, on the previous day, had touched on a number of problems, each of which called for detailed discussion. She was sure that all members would agree that, even when it came to consider the work of the Traffic in Women and Children Committee, the Fifth Committee was still occupied with questions relating to the protection of the young.

Her interest in the observations which had been made on the previous day was the keener owing to the fact that, in the last few years, a number of laws and decrees, most of which were now in force, had been promulgated in Germany for the protection of children and young people. She might cite the important law on the welfare of young people, the law on juvenile courts — which laid down rules as to the way in which magistrates should take into consideration the special mentality of the young — the law for assistance to large families, various measures for the protection of mothers and children (in which particular attention had been paid to the interests of natural children), and, finally, the legislative measures passed on behalf of young workers and the law, now in preparation, on the protection of the young.

As regards the report on the traffic in women and children, it would be noted with satisfaction that the negotiations in the Advisory Commission had again made good progress. The enquiry into the traffic in women and children was to be extended to the East. In the previous year, the delegate of India had explained the great differences between the situation in the East and in European countries, and the Committee would be gratified at having before it the detailed reports from the Government of India.

The new German law, to which Mme, Lang-Brumann had referred two years previously, on venereal diseases and for the abolition of licensed houses appeared, so far as her personal information went at the moment, to be having satisfactory results from the social and health points of view. An attempt made by the tenants of licensed houses to revive their establishments in another form had been successfully prevented by a precise definition of the term "licensed house".

She was glad to note that the enquiries into the measures taken by the different countries with regard to *souteneurs* were sufficiently far advanced to have enabled the Secretariat, following a decision of the Council, to make a serious recommendation to the Governments to enforce their legislation in such a way as to ensure that *souteneurs* would be brought to justice.

From the report of the Committee she had learned, with very great satisfaction, that the views of the voluntary organisations would be heard in the important discussions on the traffic in women and children. She wondered, however, whether it would not be desirable to consider the best means of co-operating with these deserving organisations. Their work represented an immense amount of intellectual and practical experience accumulated year by year.

It was a matter for great regret that the annual reports sent by the Governments in reply to the Secretariat's questionnaire were still far from complete. She suggested that the same questions should be put to the Governments once again, emphasis being laid on the urgency of an immediate reply. Every reply received after the Assembly represented the loss of an entire year.

Mme. Lang-Brumann was convinced that, in order to obtain complete success, it would not be enough to carry out the measures proposed hitherto, though she did not contest their value. The laborious enquiry which had been undertaken afforded an exact knowledge of the present state of affairs, but a knowledge of the danger was only a commencement of the remedy. The question must be attacked from all sides. Thousands of women and girls, from a mistaken desire for happiness, presented themselves voluntarily for incorporation in the ranks of the army of prostitutes. They could not be saved from ruin except by the removal of the taste for adventure which pushed them towards the abyss. The desire for adventure was stimulated by films and by cheap books and writings. Books and films were both matters of international concern.

German legislation had frequently dealt with the effect of films on the young, and the German delegation was particularly happy to see so admirable a Director at the head of the Rome Educational Cinematographic Institute. Laws had been passed in Germany for the suppression not only of films and obscene writings but also of all matter likely to excite the imagination of the young. Even if these laws were not suitable in all their details to every country, their object and general policy might be useful everywhere.

It had been suggested in the Advisory Commission that the cinema should be used for showing educational films to assist in the campaign against the traffic. While she agreed that this might be done, she would urge the necessity for caution and reflection, with a view to avoiding a result which would be the reverse of that it was desired to obtain. Experiments with an educational film in Munich had resulted in five young girls presenting themselves to the police with a view to being registered as prostitutes. Mme. Lang-Brumann thought, accordingly, that educational films should be shown rather to parents, who often failed to realise the dangers to which they were exposing their girls in allowing them to accept uncertified employment abroad.

The social distress of the times also played a part in the matter of the traffic, and for this reason she wished to lay particular stress on the employment of women police, which had given the most satisfactory results. The sensibility and intuition of women were of particular value, since a woman would desire not to punish her sisters but to save them and to instruct

them in the avoidance of unhappiness and dishonour. She hoped that women police would be employed in a constantly increasing degree in all countries.

The Maharaja of KAPURTHALA (India) expressed his appreciation of the reports before the Committee. He was glad to note that the Advisory Commission had pursued its work with a notable discretion. The social and humanitarian work of the League in this field was followed with marked interest in India. There were forces at work in the East as well as in the West for the improvement of social conditions, and, even if differences of environment and culture must to some extent result in differences of method and procedure, there was an identity of aim which found a common source of encouragement and inspiration at Geneva.

The Government of India welcomed the extension of the enquiry into the traffic, under the conditions laid down in the Council's resolution. He hoped that certain changes in the methods of the enquiry necessitated by the different character of the new field of investigation would be finally settled by the Council at its next session and would be carried out to the satisfaction of all concerned. The Special Body of Experts or its representatives would receive a warm welcome and all possible assistance in India.

He wished to touch on the remarkable and significant development now taking place in India in regard to the position and welfare of women. He had no desire to pretend that evils did not exist or to minimise their gravity, but he suggested that those evils must be looked at in their true perspective. There was evidence, however, that consciences were being stirred, that a spontaneous movement of progress and reform was already under way, that changes were taking place which, only a short time ago, would have been regarded as inconceivable and that, in the country of caste and purdah, women were themselves taking the matter in hand. Educated women were attempting with enthusiasm to bring uplift and enlightenment to their own kind by work both inside and outside legislative bodies which, except in one province, were now open to women in India.

As regards the ages of marriage and consent, in British India a marriage might at present be contracted at any age, but could not be legally consummated until the girl was thirteen. Outside the marital relations the age of consent was fourteen. Bills were now before the Indian Legislature for fixing, for the first time, the age of marriage and for raising the age of consent. If the Bills were adopted they would involve a change which would profoundly affect social conditions in India. In the United Provinces a law had been passed empowering magistrates to restrict or regulate the movements and to arrange for the proper custody of minor girls of a certain caste who, in accordance with custom, had hitherto been trained for immoral purposes. Another and more important instance of legislation in the current year was an enactment of the Madras Legislature to stop the abuses which had grown up in connection with the "Devadasis", or unmarried girls dedicated to the temples for the performance of certain temple services and who received certain endowments for their maintenance. The girls had now been relieved of all obligation to perform any services in consideration of the revenues they received, and the practice, with its immoral incidents, should die a natural death.

The systems of caste and purdah presented great difficulties to the spread of health and education in India. Obviously, education must to some extent precede the removal of those two institutions. The provision of medical aid of the modern sort to women and children was one of the great problems of India. It would be of great value if the health and social organisations of the League, acting in co-operation, were to apply the comparative method of study to the best means of rendering the essential modicum of medical knowledge available.

Education, however, was the key to all these problems. There were manifest signs that the education of girls was beginning to be regarded as desirable and the Maharaja of Kapurthala quoted facts and figures in support of this statement. Both the authorities and the people were realising with increasing force that education began in the home, and the belief that the education of women was essential to national advancement was now widespread. The most encouraging sign of all was the birth of an organisation originally known as the "All India Women's Conference on Educational Reform", which had first met in 1927, and which, through its constituencies, of which there were eleven in the Indian States and twenty-one in British India, stimulated interest and activity throughout the country. Women in the highest positions in India had played a leading part in its work. The Conference had formulated the view that the time had come for women to review and reform the present educational system in India which had been thought out primarily in the interest of boys and had been formulated by men. The Conference had decided to have in future two sections, one dealing with educational matters and the other with social reform.

The foregoing remarks were mainly concerned with British India. Conditions of size, wealth, development, culture and administration varied enormously in the Indian States, some of which, however, were ahead of British India in certain important respects. Evidence of striking progress was afforded by the institution of all kinds of social organisations, such as maternity centres, etc. Interest in the subject was spreading even to the villages. These institutions had, as a rule, been organised, financed and run solely on the initiative of educated and well-to-do women, though with financial support and encouragement from the Government. In mentioning these facts it was the Maharaja of Kapurthala's aim to leave

his colleagues with the impression that, even in the East, which was popularly supposed to be unchanging, the seeds of great changes had been sown and were beginning to germinate, and even in some places to blossom and fructify. He suggested that it was better to watch and encourage the forces which were moving towards reform than to contemplate morbidly the evils which had to be cured.

Mrs. SWANWICK (British Empire) was sure that all the members felt the greatest satisfaction in the cordial reception given by the Governments of Siam and India to the proposal for the extension of the enquiry to their countries. Women felt strongly that they should be represented not only on the Body of Experts but also, in some form or other, on the body which would pursue the enquiries. She believed that from the women of India, Japan, China and Siam help could be obtained which was essential in order to get to the root of the matter.

She called attention to the strong resolution passed by the Assembly at its eighth session on the connection between licensed houses and the traffic in women. Nevertheless, a large number of Governments had not yet acceded to the International Convention. Concerted international action was essential in this matter. These Governments, therefore, were holding up the movement for the raising of the position of women throughout the world. She would urge them to consider whether they could not sign and ratify the Convention and implement their ratification by appropriate legislation.

At the eighth session of the Traffic in Women and Children Committee it had been stated that, in one country, the measures for dealing with legalised prostitution in licensed houses were in the hands of the municipalities; that, therefore, it was only possible to work through public opinion; and that, in this connection, the influence of the voluntary associations was useful. That was a fact which was well known to the members of the Fifth Committee, but it must be remembered that there existed not only a national public opinion but also an international public opinion, which had been expressed in no doubtful terms in the resolutions of the League. One of the great organs for moving public opinion was the publications of the League, and hence the recommendation for the publication of the Minutes should be strongly supported. Her own experience showed the value of such Minutes, and the League could help by a freer and more rapid distribution of its publications.

She was glad to say that the British Government was proposing to enlarge the Act of 1913, for the restriction of the taking out of the country of young artists, by raising the age to eighteen years.

There was one matter which was, in essence, no less a social than a political one. The British Government was hoping to negotiate a treaty with Egypt, and, if those negotiations were successful, Egypt might be expected to apply before very long for membership of the League. Documents proved that Egypt had been a nodal point in the traffic in women, and the existence of the capitulations had prevented the bringing to justice of traffickers in both women and dangerous drugs. Lord Milner, Lord Cromer and Lord Kitchener had testified to the injustice and administrative confusion arising from this state of things. The difficulty arose from the fact that foreigners could only be tried for certain offences in their own consular courts and according to their own national laws, which, in some cases, might contain no provisions applicable to their offence, although that offence was punishable under Egyptian law. If Egypt became a Member of the League, she would be reinforced in her desire to keep her law and the ideals for which the League stood.

The CHAIRMAN appealed to all the members of the Committee to make their speeches as direct and brief as possible. He hoped that it would not be necessary for him to apply something in the nature of a mechanical rule for the curtailment of speeches.

Mme. HAINARI (Finland) wished to touch on one point connected with the traffic in women, which she believed to be of vital importance in the campaign. Investigators in various countries who had studied the causes of the traffic had come to the conclusion that there was a close connection between the status of women and the traffic. In order to prevent the traffic it was not enough to abolish the licensed-house system, although the legal abolition of that system signified a great advance. If the economic conditions of women were difficult and their status low, nothing could prevent the traffic. Facts proved that the victims of the traffic were largely drawn from those countries in which the status of women was low. If, therefore, the countries really desired to put an end to the traffic, they must afford their women better economic opportunities and raise their status in general. She spoke as delegate of a country which had given women full political rights in 1906, where women had full civil rights and where the traffic in women did not exist.

M. DJAJADININGRAT (Netherlands) wished to explain to the Committee the interest shown by the Dutch East Indies in the question of the traffic in women.

The authorities of those territories had dealt with the question for a number of years, and, in 1915, a Government Bureau had been established at Batavia, with the special object of combating the traffic, suppressing the circulation of obscene publications, and generally

combating any immoral activity in so far as lay within the powers of the Government. The Dutch Government had, on several occasions, forwarded to the Secretariat information concerning the work of this Bureau, which was endeavouring to collect every kind of information on the various forms assumed by the traffic in women and children in the East, especially in connection with immigration.

The Dutch East Indies could boast of fairly striking results in this field, and it had therefore come as an unpleasant surprise, both for the authorities and for public opinion in that territory, to read articles in newspapers published during the last session of the Advisory Commission containing criticisms regarding the conditions existing in the Dutch East Indies. M. Djajadiningrat earnestly hoped that the Minutes of the session in question would make it clear that the communications to the Press had not accurately reproduced the observations made.

He would once more draw the Committee's attention — and in this he followed the example of the delegate for the British Empire — to the importance of the Minutes of an advisory committee in so far as delegations to the Assembly were concerned ; this was all the more so in cases when, in an advisory committee, a discussion had taken place regarding the situation in a country not represented upon that committee. He thought it would be regrettable that a discussion should take place in the Assembly without all delegations being equally well informed of what had occurred in the advisory committees.

In regard to the proposed enquiry in the Far East, the Secretary-General, in a letter sent at the beginning of August last, had asked for the consent and co-operation of the Dutch Government in so far as its overseas territories were concerned. This request had been immediately forwarded to the Government of the Dutch Indies, but, for the moment, the Netherlands delegation was not in a position to submit an official reply.

M. Djajadiningrat thought, however, that the request would receive the sympathetic consideration which it merited. He felt sure that the Committee of Enquiry would be welcome in the Dutch East Indies. It had been clearly understood that it would work in co-operation with the Government Bureau in the country.

He desired to express his warm satisfaction at the manner in which the Traffic in Women and Children Committee had emphasised the importance of taking careful account of the differences in the customs of certain countries of the Far East on the one hand, and of European and American countries on the other, when seeking to determine the nature and scope of the enquiries to be undertaken, as well as the methods to be followed. With that object, the Government Bureau, which had great experience and knowledge of the customs and mentality of the population, might do useful service.

In conclusion, the delegation of the Netherlands wished to associate itself warmly with the report submitted by the Siamese delegate. He wished on behalf of his delegation to pay a sincere tribute to the important and beneficial work which had been accomplished in this field for a number of years.

Mlle. FORCHHAMMER (Denmark) expressed her satisfaction that the Advisory Commission was to examine further the question of women police, and she hoped that the result would be new and valuable information.

Secondly, she would urge the Rapporteur to embody, either in the report or in a resolution, an expression of thanks to the source from which the money for the extension of the enquiry was forthcoming. The League had to thank an American association for making it possible to carry out this enquiry, which had been recommended by the Assembly in the previous year and by the Advisory Commission in April 1929. She hoped that the time would come when the League would place more money at the disposal of social work. It would be more consistent with the dignity of the League when it could be said that this was work which only the League could do and that the League was prepared to pay for it.

The CHAIRMAN, with reference to the question of Minutes, repeated the explanation he had given on the previous day, that the Secretariat was not responsible for the delay in circulation. He trusted that the remarks of the various delegates on this point would be supported by their delegations in the Fourth Committee.

M. PERNOT (France) said that, as head of a large family, he took special interest in questions of public morality. The French authorities would give to the enquiry the utmost support within their power.

In regard to the question of licensed houses, he thanked the Rapporteur for the tribute he had paid to the work of the French representative on the Advisory Commission. He was obliged to lay special emphasis on the position of France regarding this question. The Rapporteur had reminded the Committee that the question of licensed houses and prostitution came within the purview of the municipal, and not of the central, authorities.

The British delegate's statement concerning the reaction of international opinion upon national opinion was borne out by the progress made in France in a certain number of points. Several large cities had abolished their licensed houses. In December 1928, the Government had issued categorical instructions to the administrative authorities for the supervision of *souteneurs*. The same circular called the attention of the administrative authorities to the dangers besetting young women setting out for foreign countries and instructed them, if need be, to refuse applications for passports. Further, the Minister for the Interior had signified his entire acceptance of the abolition of the age-limit of twenty-one years stipulated in the 1921 Convention.

At the same time, action by the Government could not be effective without the action of the big associations, whose efforts and successes were well known to M. Pernot. The French organisations had not been the last to associate themselves with the movement. The organisation founded by M. Bérenger, and of which M. Pernot was the present President, endeavoured to its utmost to support the work of the Fifth Committee. There were, moreover, in France a large number of active associations of fathers, who had a paramount interest in the welfare of children and the young. The Fifth Committee would receive wholehearted and devoted assistance in France.

Viscount MUSHAKOJI (Japan) said that the Japanese representative on the Traffic in Women and Children Committee had made a number of statements to which he desired to draw attention. The Japanese Government was favourable to an extension of the enquiry into the international traffic in women, but in its opinion such an enquiry, to be effective, should be extended over the entire Far East and not limited to certain countries only. It was equally necessary for it to be conducted by persons possessing detailed knowledge of the special conditions prevalent in the Far East. He was glad to inform the Committee that Japan was prepared to welcome the enquiry referred to in the Secretary-General's request sent to the Governments concerned.

In September 1928, a law had been passed in Japan punishing anyone convicted of having communicated a venereal disease, granting free or very cheap treatment to patients, and laying down strict regulations for the exercise of the medical profession and the sale of drugs. The law having only been in force for a year, it was scarcely possible to give an opinion as to its practical effects. The Japanese Government hoped for good results, however, and for the aid of public opinion which was beginning to take an interest in the matter owing to the indefatigable propaganda carried on by voluntary associations. It was his duty and his desire to pay a public tribute to the voluntary associations for their beneficial and valuable work in the East.

The question of the abolition of licensed houses had on several occasions been brought before the Japanese Parliament. While awaiting such a measure, which would probably be adopted in the fairly near future, all the measures to be taken were within the competence of the local authorities, who had full freedom of action.

He hoped these explanations would convince the Committee of the efforts made by the Japanese Government and people to improve the existing situation and to cause the disappearance of the traffic.

The discussion was adjourned to the next meeting.

FOURTH MEETING.

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

Chairman: Mr. O'SULLIVAN (Irish Free State).

9. Work of the Traffic in Women and Children Committee during its Eighth Session (continuation).

Countess APPONYI (Hungary), expressed her satisfaction at the development of the social work of the League, whose questionnaires compelled the attention of the Governments.

The terrible figures of the death rate among illegitimate children quoted by the Polish delegate were bound to stimulate all States to persevere in their efforts. Hungary, thanks to the enforcement of a law of 1898 on child welfare, had succeeded in reducing the figure of the infant death rate. The work of protection before birth was carried on by various institutions, in particular, by the welfare institute known as the "Stephanie", which watched over infants until three years of age. The death rate among infants from birth until one year of age had fallen from 18 per cent to 7 per cent. There were numerous organisations dealing with the welfare of children up to sixteen and eighteen years of age. The city of Budapest had organised a school welfare service which watched over 200,000 school-children and had in its service sixty-two school doctors, sixty-two nursing sisters and seventeen women welfare work directors.

The juvenile courts in Hungary tried minors up to eighteen years of age. As the majority of civilised countries had introduced juvenile courts, she considered that the assistance of these courts would be extremely valuable in the work of repatriating minors.

Licensed houses had been abolished two years previously, but action against the traffickers was difficult owing to the lack of uniformity in the legislation of the various countries. An international agreement for identical measures of suppression in all countries would be of the greatest value in this matter.

In conclusion, Countess Apponyi observed that the traffic in women was often aggravated by the fact that the women were turned into drug addicts and she called the Fifth Committee's attention to this particular point.

Dr. CHODZKO (Poland) thanked the Rapporteur for having drawn attention to certain recent and encouraging events, in particular, the abolition of licensed houses in Uruguay.

He hoped that that example would be followed by the other Latin-American countries. He noted with satisfaction the draft for the abolition of licensed houses in Japan and likewise the abolition of certain licensed houses in France, more especially those at Strasburg and Colmar, where the statistics received demonstrated unanimously a marked improvement in the health of the garrisons. This fact did away with one of the great arguments of the Army authorities against abolition.

He noted with satisfaction the declarations of the Hungarian delegate and congratulated also the British delegate on her important statements as to the abolition of the capitulations in Egypt, which was an important centre in the traffic in women from Central Europe. He did not question the great benefit which the League would derive from the co-operation of Egypt.

Yet, even when licensed houses had been abolished, the work would not be complete. Other forms of slavery existed. The next problem was that of *souteneurs*. At the meeting of the International Bureau for the Abolition of the Traffic in Women and Children, this question had been raised by certain countries. Professor Overbeck, of Freiburg in Switzerland, was undertaking the preparation of certain draft regulations in this connection. The Traffic in Women and Children Committee had also supplied very valuable information, but Dr. Chodzko thought that progress would be slow if the League confined itself to referring the matter to the Governments for further study. Would it not be possible, as had been done in the case of illegitimate children, to contemplate the setting up of a Sub-Committee to prepare certain suggestions which could then be submitted to the Governments? These suggestions would be accompanied by the documents and the rather vague proposals which it was proposed to communicate to the Governments.

The results of the Sub-Committee's work might be communicated to the Congress of the Associations for the Suppression of the Traffic in Women and Children which was to meet at Warsaw in October 1930.

In conclusion, Dr. Chodzko paid a tribute to the work of Dame Rachel Crowdy and her associates.

Mr. MENSENDORFF-POUILLY-DIETRICHSTEIN (Austria) gave an account of the measures taken in his country for the suppression of the traffic in women, more particularly the traffic practised under a disguised form. Special attention had been paid to the case of women and girls who were offered engagements abroad, more particularly as dancers, and above all in south-eastern Europe. It was, of course, necessary to discriminate between respectable troupes travelling under strict supervision and the unfortunately far larger number of dancers who accepted engagements, the dubious object of which was only too evident, a frequent instance of which was the engagement of dancers to dance with the public.

An endeavour had been made in Austria as long ago as 1908 to take certain preventive measures, by requiring that the guardianship authorities should be informed as to the engagement abroad of girls under age. Since the war, however, these provisions had been found to be inadequate, and the chief of police had had to take new steps. The compulsory passport system had been found effective. Every woman going abroad in dubious circumstances had to present herself to the Central Bureau for the suppression of traffic in women and children, and to furnish information on the reason and object of her journey, while she was also warned of the dangers to which she was exposing herself. The reputation of the employment agency and, if necessary, that of the impresario, together with the contract, were then carefully examined. In many cases the diplomatic or consular authorities in the country of destination were warned with a view to superintending the movements of the persons in question. The Austrian supervisory authorities had observed that a certain number of women and girls of light morals did not desire to be protected.

Particular care was taken in the examination of dancers' contracts. These contracts must in no case make it an obligation for the dancer to consort with the clients of the establishment, to "enliven" the public, or even to sit among the public. If an impresario watched with care over the good reputation of his troupe he often, and notwithstanding any contract he might have made, came into conflict with the owners of the amusement or dancing establishments, since even the highest-class dancing establishments counted on receipts coming from the incitement of clients by dancers to spend money. The result was that managers refused to make contracts in Austria and concluded other less advantageous ones in which the obligation to enliven the public was the principal point. In most cases these facts were not unknown to impresarios concluding contracts in Austria. There was ground for mistrust when an impresario alleged that he had been forced to conclude the second form of contract. Not much belief, therefore, was placed in the complaints of certain impresarios who alleged that one girl or another in their troupe had been seduced notwithstanding the precautionary measures taken by them. Theoretically, the engagement of dancers for abroad could, in these conditions, be described as procuration or trafficking, but the prohibition of such emigration would be equivalent to prohibiting the travelling by women and girls of this class. A measure of this sort appeared impossible. Suppression, therefore, could only be effective if a law were passed prescribing that any female must, before leaving the country, be informed of the dangers to which she was exposed.

Another method was to ensure the co-operation of the artistes' organisations, but the trials which had been made on these lines had not as yet given the expected results.

The only step, therefore, which could be taken to supplement the existing preventive measures was to make an appeal to foreign countries for co-operation in the supervision of

these people. They should consider whether the actual circumstances corresponded to the terms of contracts, and should forbid any change in contracts.

It appeared that certain countries in south-eastern Europe were contemplating taking protective measures with the two-fold object of protecting the national labour market and of ensuring special protection to female artistes against the traffic in women, procuration and material and moral exploitation.

The danger was a very serious one. It menaced poor girls whose eyes were dazzled by the hope of large profits, and even of success in their profession, and who often were overwhelmed in the depths of vice and distress.

He hoped that co-operation between the authorities of the various countries would provide the means for protecting these unhappy women and stamping out this terrible evil.

Count CARTON DE WIART (Belgium) observed that, in order that the Fifth Committee could carry out its supervisory duties, it was essential for members to receive the Traffic in Women and Children Committee's Minutes in good time. The report should contain a recommendation to this effect.

The extension of the enquiry on the traffic to the Far-Eastern countries should be carried out with the utmost caution. It was important for the experts to be familiar with the special features of the legislation, belief and customs in the countries in regard to which they were to make their investigations.

As regards the abolition of licensed houses, the few advantages or guarantees of a very doubtful kind which they offered in regard to health would have small weight in comparison with the abject slavery and the moral and physical miseries they entailed.

He was, therefore, glad to note that the idea of the suppression of licensed houses was gaining ground with public opinion, notwithstanding the opposition which still existed in certain medical and administrative quarters. The discussions in the Committee had had happy results in several countries. In Belgium, in particular, several important towns had passed decrees for the abolition of licensed houses. But there would still be something to be done when these houses had been abolished. The dancing establishments to which the Austrian delegate had drawn attention appeared to be formidable substitutes for licensed houses, and the Traffic in Women and Children Committee should study all aspects of the traffic, including the most disguised. In this connection, he wished to draw attention to the dangerous influence of a certain Press — could such publications be given the name of "newspapers" ? — which placed themselves in the service of procuration and the cynical publicity of which had the result of facilitating the traffic, even if they were not intended to do so.

It was often possible to discover in the internal legislation of each State weapons against this form of publicity, which practically amounted to a definite offence, such as moral outrage, incitement to debauchery, procuration, exploitation of immoral passions, swindling, etc.

He had heard with great satisfaction the announcement of the French delegate that France was prepared to take official steps to raise the age-limit of twenty-one years fixed by the Convention of September 30th, 1921. The Belgian Government was fully prepared to take the same step.

As to *souteneurs*, Lord Cushendun, in the previous year, had laid strong emphasis on the inadequacy of existing penalties. In point of fact, each country should endeavour to find a remedy by strengthening the penalties permitted under its legislation.

Finally, Count Carton de Wiart wished to pay a tribute to the efforts made by the various associations and groups which had shown the greatest abnegation in the pursuit of their heart-rending and difficult task, and whose influence exceeded that of the law in this sphere.

Every effort must be made to improve the moral character of the younger generation, and that was one of the tasks which these associations had undertaken. They should know that they had the approval and encouragement of the League of Nations.

MIRZA Hussein Khan ALÀ (Persia) joined in the tribute which had been paid to his Siamese colleague. He had no information as to his Government's attitude towards the extension of the enquiry to Persia, since her position was a very special one, but he could say that his Government would examine all humanitarian questions in a spirit of complete co-operation.

Persia offered her keen sympathy to Egypt and greeted with the greatest satisfaction the declaration made at the previous meeting by the British delegate. In her relations with Egypt, whose coming entry into the League he welcomed with enthusiasm, Persia had abolished the system of capitulations. She herself had suffered from the misfortunes caused by an anachronism of that sort.

Miss Phoebe MYERS (New Zealand) wished to express her sincere appreciation of what had been done in the Traffic in Women and Children Committee to solve the difficult problem of State regulation. New Zealand had no licensed houses and there was no question of the possibility of their being introduced. Its remoteness from the great centres of population and its insular character enabled New Zealand to keep a vigilant check on emigration and immigration. Further, special precautions were taken to ensure the safety of women travelling alone. Although not directly affected by the problem, the Government and people in New Zealand were vitally interested in all movements which had as their object the health and welfare of women and children.

M. PERNOT (France) observed that Count Carton de Wiart had drawn attention to the particularly dangerous character of certain advertisements, and had wondered whether it

would not be possible, without any change in national law, to bring energetic pressure to bear on the judicial organisation with a view to ensuring that misdemeanours of that kind should be considered as coming under the criminal code.

In France, action by the judicial authority alone had been sufficient to bring about a complete change in the practice of the courts. A verdict given by the Court of Cassation on July 21st, 1928, had laid down the principle that the mere fact of publishing an advertisement which had the object, or might have the result, of putting the reader into touch with an individual desirous of placing him in contact with prostitutes, or giving him the address of a house of ill-fame, constituted *ipso facto* an outrage on morality and thereby came under the penal code. The Fifth Committee would learn with satisfaction of this advance, which had been partly brought about by the pressure of public opinion.

The French Government, in point of fact, was well aware that there was much yet to be done, but it had taken energetic action, and would continue to do so in full co-operation with the League, against traders in obscenity.

Prince VARNVAIDYA (Siam) thanked his colleagues for the way in which they had received his report.

He stressed the necessity of prompt and complete information. It was essential for the Minutes of the Advisory Committee to be distributed in time to allow the Assembly to study them.

The German delegate had urged that more Governments should send in their annual reports in the prescribed form. He would point out that, if there had been delays, it was mainly due to a misunderstanding as to the form of the questionnaire. Now that the necessary explanations had been sent to the Governments, a greater number of these would no doubt send in reports in the proper form.

He was sure that Dame Rachel Crowdy and the Secretariat would do everything in their power to give satisfaction to the Polish delegate, with a view to supplying more information on the measures taken against *souleneurs*.

As regards the question of the expenses of the enquiry, the Danish delegate had suggested the incorporation in the report of an expression of gratitude on the part of the Fifth Committee. Prince Varnvaidya feared that the acceptance of the offer was not yet officially final, and consequently it would be premature to include an expression of the Fifth Committee's thanks in a resolution, but this could be done in the report.

He laid stress on the importance to the success of the work of close and constant contact with public opinion. When the evils combated were brought into the light of day, they would most certainly vanish.

Dame Rachel CROWDY (Secretary) observed that she had made it clear that the responsibility for the delay in the printing of the Minutes did not lie with the Social Section. It was part of a general printing problem. As soon as the Minutes of the three Committees for which she acted as Secretary were printed, they were always distributed to all States Members of the League.

As to the question of funds, money was available for the extension of the enquiry to the East. Further, the Council had given its consent to the extension of the enquiry subject to the consent of the Governments concerned. The final solution depended, therefore, entirely on the countries concerned. Up to the present time, the Governments of India, Japan and Siam had consented to receive the Committee of Enquiry. The delegates of the Netherlands and Persia were not at the moment able to reply on behalf of their Governments. If no refusals were received, the funds would definitely be forthcoming.

The CHAIRMAN requested Prince Varnvaidya to draft a final report, taking into account the observations, recommendations and proposals made in the course of the discussion.

On the proposal of the CHAIRMAN, seconded by Mlle. FORCHHAMMER (Denmark), Prince VARNVAIDYA was appointed *Rapporteur to the Assembly*.

10. Work of the Child Welfare Committee during its Fifth Session: Draft Report to the Assembly presented by Count Carton de Wiart (Belgium).

Count CARTON DE WIART (Belgium) read his draft report to the Assembly (Annex 1a).

M. SARDI (Italy) accepted the draft resolution concerning the draft Convention on the repatriation of minors, but reminded the Committee that, at the second meeting on September 11th, he had pointed out that the Italian representatives on the Child Welfare Committee and on the Council respectively had made some observations on the scope and certain of the details of the preliminary draft Conventions.

Count CARTON DE WIART (Belgium) observed that the Governments had been invited to send in their comments by December 31st, 1929. Some of them would, most probably, have certain observations, suggestions and reservations to make. He was prepared to accept a formal amendment if M. Sardi would submit it to him.

M. SARDI (Italy) said that he did not ask for any amendment to the draft report, which gave an accurate reproduction of the Fifth Committee's idea. He merely wished to remind the Committee of, and to have recorded in the Minutes, his statement of September 11th on the observations made by the Italian representatives on the Child Welfare Committee and the Council.

The report was adopted with certain amendments submitted by Dr. CHODZKO (Poland) and Count DE PENHA GARCIA (Portugal), together with the following resolution, with which the report would conclude :

“ The Assembly approves the report of the Child Welfare Committee on the work of its fifth session, and recommends that the Committee should continue its work on the lines indicated therein. ”

On the motion of the CHAIRMAN, Count CARTON DE WIART (Belgium) was appointed *Rapporteur to the Assembly.*

FIFTH MEETING.

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

Chairman: Mr. O'SULLIVAN (Irish Free State).

11. Progress of the Work of the Committee: Communication by the Chairman.

The CHAIRMAN read a letter from the President of the Assembly urging Committees to shorten their discussions as much as possible in order to enable the Assembly to conclude its proceedings in due time, and making certain recommendations for this purpose. He urged members to limit their observations so far as possible to ten minutes.

12. Work of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs during its Twelfth Session.

M. FOTITCH (Kingdom of Yugoslavia), Rapporteur, submitted and commented on his report (Annex 3).

The general situation with regard to the illicit traffic was unfortunately still a serious one. The annual reports from the Governments and the cases of seizures reported showed no notable improvement ; it might, however, be observed that there had been no special recrudescence of the traffic.

Traffickers were constantly inventing new methods. The Advisory Committee had received from the Netherlands Government a report which it had regarded as the most important document that had ever come before it. That report had given an account of the dealings of the Naarden firm, whose transactions had exceeded in volume anything that had been detected hitherto. One of the most important centres of the illicit traffic had therefore been put out of action. Nevertheless, there was no ground for undue confidence, since the traffickers were liable to crop up again elsewhere and to establish themselves in a country which was less strictly administered or where the authorities had less practice in supervising their movements. Close co-operation on the part of all Governments was an absolute necessity, and the basis for such co-operation should be found in the Geneva Convention.

The Advisory Committee had examined certain measures to be suggested to the Governments as likely to be effective. First, it had underlined the necessity of withdrawing licences from firms implicated in the illicit traffic. Secondly, it had urged the Governments to follow up carefully the recommendations made by the Health Committee with regard to bringing new drugs under the scope of the Hague and Geneva Conventions. It had further examined measures to be taken to prevent the illicit traffic through the post. It had taken the opportunity of the fact that the Congress of the Universal Postal Union was to be held in London in 1929 to make certain detailed recommendations through the British Government. It appeared that, in its recommendations, the Committee had failed to pay due consideration to the principle of the inviolability of the secrecy of postal matter and for that reason the British Government had been unable to submit all the Committee's recommendations to the Congress. The British delegation's draft resolution, however, would afford an opportunity for a more detailed discussion by the Fifth Committee of this important question.

The Advisory Committee had also discussed a scheme received from the United States and Netherlands Governments for the limitation of the manufacture of drugs by means of the previous notification by all Governments of the amounts they would require for their legitimate medical and scientific needs, and of the countries and factories from which they intended to obtain their supplies. The Advisory Committee, after a lengthy discussion, had been unable to take up the idea, although it had recognised its ingenuity, on the grounds that it failed to take sufficient account of practical realities and, above all, because the Committee had thought it necessary first to await the effects of the Geneva Convention.

The Permanent Central Opium Board, which was set up by the Geneva Convention and the members of which had been appointed by the Council at its December session, had held its first session at the same time as that of the Advisory Committee in January 1929. The

Advisory Committee had noted that the entry into operation of the new body did not entail any restriction of its own functions, but that there were certain technical questions of which it might be relieved, since the Permanent Board would be better equipped to deal with them than itself. The members of both bodies had recognised the necessity of complete and intimate co-operation.

During the examination of the Advisory Committee's report by the Council at its March session and of that of the Central Board at its June session, certain observations had been made with regard to the competence of the two bodies, to the composition of the Committee and, in particular, to an enquiry which, it had been suggested, should be conducted into the causes of the check in the campaign against the illicit traffic and with a view to ascertaining the reasons which had prevented the achievement of concrete results.

The previous year had been conspicuous for one event of capital importance — the coming into force of the Geneva Convention in September. The Convention had been the result of long and difficult negotiations in 1924-25. Unhappily, the number of ratifications barely exceeded thirty. In order that the Convention might have the full effects expected of it and in order that its value might be appreciated, it was essential that it should be ratified by the largest number of States possible and that it should then be applied in all its details in all countries. He made a pressing appeal to all countries to ratify the Convention and begged the members of the Fifth Committee to do their utmost to secure its signature and ratification and strict application. If the Convention then failed to give any tangible or concrete results, it would be necessary to consider the new measures which would have to be proposed to the Governments to suppress the evil. It could not be admitted upon any pretext that the League was incapable of solving the problem.

M. PARRA-PÉREZ (Venezuela) wished to congratulate M. Fotitch on his report, which, with his additional explanations, offered an excellent basis for discussion. M. Fotitch's work on the Advisory Committee was highly appreciated by all. M. Parra-Pérez thanked him particularly for having mentioned the observations made by the representative of his country at the Council session in June.

M. Parra-Pérez wished to make an observation on the statistical data which the States were required to furnish to the League (see Annex 3 to the Minutes of the second session of the Advisory Committee, April 1922). Like the Advisory Committee, he deplored the fact that certain Governments, amongst which were several Latin-American Governments, failed to send in such information regularly. The existing procedure, however, whereby the reports received were communicated only to the Governments represented on the Advisory Committee, contributed, perhaps, to a certain extent, to the failure of certain Governments to send in their reports regularly. It seemed that these annual reports, and not a simple summary prepared by the Secretariat, could be very usefully communicated to all the Governments. The preparation of such reports might be facilitated by preparing a blank form, in accordance with a suggestion made by the representative of Italy.

M. Parra-Pérez wished to add, while reserving his consideration of the main point of his remarks, the limitation of manufacture, that the Geneva Convention contained nothing essential that did not already exist in the Hague Convention. For that reason he had no undue hopes of the former instrument.

For several years past the delegation of Venezuela had shown its interest in the fight against the illicit traffic in opium and other dangerous drugs. On various occasions it had not only voiced the preoccupations of its Government and of public opinion in its own country, but had also associated itself with the clamour of that large international public, which, in every part of the world, asked imperiously why the League had not yet been able to achieve any appreciable results.

The interest taken by Venezuela in the campaign against narcotics was manifested by the eagerness with which it had ratified the Hague and the Geneva Conventions and by the regulations which the Government of the Republic had set up in conformity with its international obligations, as well as by the repeated interventions of its delegates at the League and certain other international meetings.

M. Parra-Pérez had himself presented, in the name of the Venezuelan Red Cross, at the Twelfth International Red Cross Conference in 1925, a proposal to place on the agenda of the thirteenth Conference the question of a resolution for the adoption of general instructions to be given to the subordinate qualified personnel of hospitals and other institutions concerning narcotics, the use of which might entail pernicious habits. This proposal, which had been supported by the Chilean, Japanese, Portuguese and Swedish Red Cross, had been based on the fact, proved by statistics, that the abuse of drugs might be a habit contracted as a result of medical treatment applied in hospitals, in infirmaries, and in clinics in war-time. Unfortunately, he had failed in his attempt, owing to the protest of the majority of the physicians taking part in the discussions, who erroneously saw in his proposal an encroachment upon their professional prerogatives. He did not need to say that he had had no thought of attacking the medical corps, but, on the contrary, had endeavoured to secure its co-operation in the action to be undertaken.

It was, however, above all, at the sessions of the League that the Venezuelan delegation had been able to discuss the narcotic problem as a whole. At the seventh session of the Assembly, in the Fifth Committee, after having pointed out that the report of the Advisory Committee revealed a production of drugs which far exceeded the quantities required for medical use, he had not failed to state that over-manufacture appeared to him to be, so to speak, the only cause of the illicit traffic. Though he was delegate of a State signatory of the Opium

Conventions, and though he had always insisted upon the necessity of obviating any weakening of the force of those diplomatic instruments, he had pointed out that the League could not confine itself to recommending the application of measures which did not seem to have been recognised as efficient by the countries seriously affected by the illicit traffic.

In the previous year, when the Fifth Committee had discussed the draft report to the Assembly, he had approved the efforts of the representative of Italy, M. Cavazzoni, and had expressed his entire agreement with him, for the measures he advocated, or, at least some of them, seemed to attack the root causes of the traffic. He had repeated that it was becoming more and more clear that the best, if not the only, means of fighting the scourge would be to limit manufacture.

The Venezuelan delegation had also stressed with pleasure the importance of the Spanish law, which, whilst respecting the sovereignty of the other countries, would, perhaps, make it possible to achieve the limitation provided for in Article 9 of the Hague Convention and Article 5 of the Geneva Convention. It was certainly for this reason that one Government had sent to Madrid a mission to study on the spot the methods of application of this new law, which provided for co-operation between Spain, the manufacturing countries and the League with the object of achieving limitation of manufacture. In connection with this subject, he would draw attention to the regulations of the new law, recently published in a decree of the Spanish Government.

During the session of the Council in Madrid, in June, M. Zumeta, representative of Venezuela, had proposed to the Council that it should resume the direction of the fight against narcotics, and that it should, once and for all, undertake the study of the causes of the undeniable reverse the League had sustained in this matter. After having recalled the words of M. Scialoja at the fifty-fourth session of the Council, concerning the disappointing results of the fight up to the present, M. Zumeta had made the following statement :

“ In spite of the provisions of the Hague Convention of 1912 to limit the manufacture, distribution and sale of these drugs to the legitimate medical requirements of the world, the illicit traffic and excessive manufacture by which the traffic was supplied had apparently increased to an alarming extent, as compared with the maximum medical and scientific needs of the world, as established by the Health Organisation.

“ The Advisory Committee had pointed out that more than half the States Members of the League had not ratified the Geneva Convention of 1925 ; that, in these circumstances, ‘ the provisions which it contains for the control of the international trade in opium and drugs and the suppression of the illicit traffic cannot operate effectively, nor can the Central Board carry out its duties successfully ’. The reluctance to ratify the Convention showed there was but little enthusiasm and optimism on the part of a large number of States, and that an indeterminate delay must be expected in the effective struggle against the obstacles which had for so long impeded the work of the League. Certain declarations made at the last session of the Advisory Committee had made it clear that the repression of the illicit traffic would be illusory so long as a practical system of limitation was not applied throughout the world.

“ It seemed possible, if the Council so desired, to take advantage of this delay to establish officially, by means of a thorough study, the essential and subsidiary causes of the check which had occurred. The light thus thrown on the question would certainly help to remove the unfortunate impression to which M. Scialoja had drawn the Council’s attention. M. Scialoja had said that this impression would be bound to spread in public opinion if it were led to the conclusion that the League of Nations was powerless to solve the drug problem. Particular account must be taken of the interests of the consuming countries, only a few of which were represented on the Advisory Committee, and which were showing signs of rallying to the defence against the evil. Public opinion, warned by the studies undertaken by the Council, would give great assistance in finding a solution which might gradually and effectively put an end to the opium problem, which affected, to such a large extent, the prestige of the League of Nations.

“ An endeavour must be made to discover whether closer and more active relations were not desirable between the Council and its Advisory Committee. Such co-operation might be the best remedy against one of the subsidiary causes of this check. With that object, the Council might think it advisable to ask the Committee to communicate to the Council its agenda before discussing it, in accordance with existing provisions. This would make it possible for the Council to follow the work of the Committee more closely and to give it any instructions required.”

M. Parra-Pérez did not know how far the decision taken by the Council as a result of the declaration of the Venezuelan representative, to refer the matter to the Assembly had been interpreted correctly, but the fact that the proposal for an enquiry had not been specially included in the Assembly’s agenda did not in any way prejudice the right of the Venezuelan delegation to take the matter up again and to develop in the Fifth Committee the considerations by which it had been prompted.

One question arose first of all : Had the intervention of the League put an end to the international clandestine traffic, or had this traffic, which had already existed at the time of the Shanghai Conference in 1909 and at the time of the Hague Conference in 1912, increased? The reply to this question — and this was proved by declarations made by the Advisory Committee itself and by documents relating to seizures effected — could unfortunately only be that, though the League had existed for ten years, the clandestine traffic had increased to such an extent that the business transactions of smugglers had ceased to involve grammes or kilos and now involved tons of cocaine, of morphine or of heroin,

He did not wish to give the impression that the Venezuelan delegation was not ready to recognise the importance of the efforts of the Advisory Committee. His delegation considered that the League had clearly understood the fact that, if the manufacture and the use of narcotics were to be limited to medical requirements, it was necessary, at the very outset, to determine these requirements, which were referred to in the Conventions. Thanks to this fundamental work, the Health Committee had been able to determine the quantities necessary for medical use, so that, if manufacture had been readjusted to these quantities, and if the products had not been side-tracked into illegal channels owing to lack of serious control, the problem could have been considered to be solved. At the eighth session of the Advisory Committee, Sir John Campbell, the representative of India, had said that the weapon afforded by the Conventions could not be discarded in order to seek for another perhaps less effective. He had concluded that, "if the provisions of the Hague Opium Convention of 1912 and the Geneva Convention of 1925 were put into force, the drug problem would immediately be solved".

Sir John Campbell had also emphasised the relatively small number of existing factories and the facility with which, in his opinion, the illicit traffic could be stopped. Such was the theory, and it was a very logical one. But the facts were that, up to the present, there seemed to exist reasons which prevented Governments, either individually or collectively, from applying the theory. The Governments failed either to limit manufacture or to establish any effective control. To find out the causes of their impotence would be equivalent to finding out the causes of the League's failure. This was the reason why M. Parra-Pérez was obliged to add that the efforts of the Advisory Committee would have had happier results had they followed an official and thorough enquiry into the causes which had prevented the application of the Conventions, instead of preceding it.

It was not enough to suspect that these causes existed, or to express vague ideas as to their possible nature; it was not enough to say, as the Advisory Committee had said in its report to the Council on its seventh session (Annex 8, page 99):

"As the Committee has stated in its previous reports, the illicit traffic can never be entirely prevented so long as the drugs continue to be manufactured in quantities greatly in excess of the quantities required for the scientific and medical needs of the world."

Neither would it suffice to state, as did the representative of a great country in the course of the eighth session of the same Advisory Committee, that:

"The Committee had always been of opinion that the only method by which this traffic could finally be brought to an end was by a limitation of manufacture and by stricter international control" (Minutes, page 87).

The world's interests, public opinion, and the prestige of the League demanded to-day something besides mere statements of that sort, which had never been followed by practical results.

There was not one member of the Fifth Committee who could deny the fact that, not only had the manufacture of drugs covered by Conventions — and other recently discovered narcotics not yet mentioned in the Conventions — not been limited to medical and scientific requirements, but that, on the contrary, the abuse of these drugs was growing more and more. The representatives of countries where, up to now, the population had made use, with the knowledge of the authorities, of opium in its probably least harmful form, smoking opium, now complained of the flooding of their territories with manufactured narcotics. Very recently, the representative of a great European nation had spoken in the Advisory Committee of a shipment amounting to not less than four tons of heroin. Seizures effected by the police in various countries confirmed the terrifying truth that to-day the weight unit in the clandestine traffic was the ton.

This vast movement of noxious drugs which had been proved to exist in the Far East, in the Near East, in Europe and in America was, without any doubt, the most terrible danger threatening contemporary civilisation. No Government had the right to remain indifferent to that danger, which was more terrible than plague or cholera — for it was a constant and a progressive danger — if it did not wish to incur the reproach of having betrayed the interests entrusted to it. No Government had the right to refuse to take new measures from the moment it was proved that the measures employed up to the present had had no result. However, in order to devise new measures, it was necessary to know the real causes of the failure of the old measures; and that was why the Venezuelan delegation had asked that these be determined.

Nothing was explained, and, above all, nothing was changed in the situation, by saying that over-manufacture was the origin of the illicit traffic; the problem consisted in determining the reasons for which the manufacturing countries had not succeeded in limiting their manufacture, in applying the Conventions providing that such manufacture should not exceed world medical and scientific requirements. Search would be made in vain among the documents published at Geneva for any clear statement of the nature of these reasons. Only after an enquiry would the League be able, through the Advisory Committee, and through the Permanent Central Board, to suggest to the various Governments the proper measures to achieve the aims of the Conventions; that was to say, to limit manufacture to medical and scientific requirements and to suppress contraband. M. Parra-Pérez did not hesitate to say that the reputation of the League would most certainly be seriously compromised if it continued to accumulate proof of the increase of the illicit traffic and to register the losses caused by such traffic, in particular, the loss in human lives and the falling standard of morality among the peoples.

The majority of the States Members were neither producers nor manufacturers of these substances. All of them were the victims of some forty factories which flung on the world market unlimited quantities of poisons and made profits by them. He was sure that the producing and manufacturing countries would be perfectly prepared to adopt a system of defence against a common danger. But the situation of the countries designated under the awful denomination "consuming countries" was particularly alarming, and it was their representatives whom M. Parra-Pérez would ask whether they intended to allow their people to continue to be the victims of an odious traffic against which the Customs officers and the police were powerless.

Although he had no mandate whatsoever to speak on behalf of any delegation but his own, he was convinced that not one of his Latin-American colleagues would refute his statement that a movement for a common system of defence was becoming more and more conspicuous in South America. It was not only in North America that public opinion was aroused to the intolerable state of things; Latin-American opinion was awakening as well and demanded the co-ordination of efforts in which peoples and Governments would find themselves united. This was proved by the recent speech of the delegate of Uruguay before the Assembly. In order that these efforts might not be condemned to sterility, it would be necessary to undertake the study of the problem by trying to discover its primary causes. This was the only method which seemed, after ten years of experience, to offer a chance of success. It would be criminal not to try it. One Government might do all in its power to apply individually the measures it considered appropriate to protect its people from the ravages brought about by the abuse of narcotics; but it was to be feared that, as long as such measures were not universal, they would be insufficient to stamp out a universal evil, the cause of which would remain unknown.

Finally, M. Parra-Pérez wished to emphasise that, in suggesting this new method, the Venezuelan delegation had no intention of making any change in the work of the Advisory Committee and the Permanent Central Board; it was proposing an independent study, the results of which would be of primary use to the work of these two bodies. Moreover — and this was nothing new — the countries called "consuming countries" were hardly represented at all on those two organisations. The belief had been too long held that opium producers and drug manufacturers were the only persons qualified to handle the question. It was now the victims of over-production and of over-manufacture who made an appeal to the world conscience, through the League, asking that they be allowed to defend themselves.

In submitting to the Committee the draft resolution which had been distributed on behalf of the Venezuelan delegation, M. Parra-Pérez wished to remind members that, under Article 16 of the League's financial regulations, if his proposal were adopted, it would be necessary for the Assembly to determine its immediate application by a two-thirds majority, otherwise the application of the resolution would be postponed to the next year. It was therefore for the Fifth Committee to decide whether, in view of the importance of the question on the one hand and the smallness of the credit required on the other hand, it would not be well to request the Assembly not to postpone the execution of the measure recommended.

He wished to comment briefly on his proposal, which read as follows:

"The Assembly,

"Being convinced that, so long as neither the principal nor even the subsidiary causes which have contributed to the continuance and development of the illicit traffic in narcotics are established, it will be impossible to suggest measures for the limitation of the manufacture of the substances covered by Chapter III of the Hague and Geneva Conventions, though such limitation has already been recognised by the Assembly as the most effectual means of putting an end to the traffic;

"Recommends that the Council of the League of Nations should set up, under the presidency of the Chairman of the Permanent Central Board, a Special Committee of five members, including a member or assessor of the Advisory Committee, to enquire into the causes which have so far prevented the execution of the Hague Convention of 1912 and the second Geneva Convention of 1925 in regard to the limitation of the manufacture of the substances covered by Chapter III of those two Conventions.

"The Council is requested to take measures to enable the said Special Committee to submit a report on its enquiry to the Advisory Committee in time for the session of January 1931 at latest.

"A special appropriation of 15,000 francs for the expenses of this enquiry will be made in Item 23, Schedule P, paragraph 3 (VI) of the budget for 1930."

He did not, of course, desire to outline any programme of work for the Special Committee. That Committee, if set up, would be qualified to determine its programme itself, care of course being taken not to encroach on the jurisdiction of the Advisory Committee. In order, however, to lay down certain general lines, and, in particular, in order to make his ideas clearer, he would venture to give certain indications as to the Committee's field of action.

In the first place, the idea of an enquiry of this kind was to be found in certain previous suggestions made at the Advisory Committee's sixth session in 1924. The question then discussed had been that of obtaining information regarding the persons and premises mentioned in Article 10 of the Hague Convention and Article 6 of the second Geneva Convention (see Annex 3 to the Minutes of the sixth session). This showed that the Venezuelan delegation's views as to the necessity for the enquiries was similar to, if not identical with, those of the Advisory Committee.

In any case, the following points might be taken into consideration in regard to the methods of the enquiry. The Special Committee should :

(1) Ascertain whether there existed any special conditions which prevented the Governments from putting into force all the measures they had recognised as indispensable for the solution of the problem of the illicit traffic ;

(2) Ascertain how far the Governments which were bound by the Conventions had set up adequate machinery (Budget Appropriations, Special Staff, etc.) for the putting into force of the measures which they had undertaken to apply, such, for instance, as the supervision of "all those who manufactured, imported, sold, distributed and exported morphine, cocaine and their respective salts, as well as the buildings in which such persons carried on such industry or trade" (see articles of the Convention quoted above) ;

(3) Examine whether, while making due allowance for the point of view of the industry, the Advisory Committee could at least suggest effective measures for the limitation of manufacture to the quantities representing medical and scientific needs.

It should, for instance, be pointed out that no examination had as yet been made of the effects on the world market of the invariable failure to destroy narcotics which had been seized, and likewise of the omission to determine the rôle played by certain substances which were not mentioned in the Conventions, and might be used as substitutes for those which came under the Conventions.

As regarded the means which the Special Committee would have at its disposal to carry out this enquiry, he thought it would, at any rate at the beginning, possess abundant documentation which would include, in the first place, the Minutes of the twelve sessions of the Advisory Committee, the Minutes of the Hague Conference, and the Second Geneva Conference, and likewise the various schemes or suggestions which had been brought to the notice of the Advisory Committee.

The CHAIRMAN renewed his appeal to speakers to be as brief as possible.

M. SARDI (Italy) congratulated M. Fotitch on his report. There was no need for him to dwell again on the intense anxiety felt by public opinion throughout the world owing to the constantly growing increase of drug addiction and the danger it represented to civilisation and the welfare of mankind. No humanitarian congress was held at which speakers failed to protest against this terrible evil or to urge the League and the Governments to adopt adequate measures to eradicate it.

The Italian Government had not remained deaf to the appeal. Its action had been unceasing both in the national and in the international fields. It had, in particular, hunted down mercilessly all those who exploited this social evil and had adopted the most severe measures to deal with them. It now had under consideration special legislation to strengthen the existing regulations. Consideration was paid, in particular, to the reforms carried out recently in a number of countries, more especially in Spain. The Opium Section of the League was kept constantly in touch with the Italian Government's activity. It received regularly the dossiers prepared by the police concerning the illicit traffic and likewise copies of the regulations and administrative circulars. All this showed that the Italian Government's activity in this matter was carried on in full co-operation with the competent Section of the League. The Government considered that the League was the only competent and appropriate body to bring the campaign to a successful conclusion.

Side by side with its activity in the national field, Italy carried on an intensive activity in the international field.

He had followed with the keenest interest the statement of the Venezuelan representative, and congratulated him, in particular, on the happy action taken by his Government in proposing an enquiry into the causes which had hitherto prevented the full success of the campaign against the abuse of narcotics. M. Sardi took the Venezuelan proposal in the sense of recommending an enquiry into the causes of the increase in the illicit traffic. That idea was fundamental, since the illicit traffic in drugs, far from having declined, had increased and had now spread to the four corners of the world, invading more and more all circles of society.

In M. Sardi's opinion, however, the really fundamental problem was that of combating the over-production of manufactured drugs. He had no need to repeat his country's point of view on this matter. It was based, as always, on the conviction that the problem could not be solved except by the direct limitation of production. The Italian Government had on a number of occasions indicated practical solutions for achieving this object. In order to remove any remaining doubt on the subject, he would remind the Committee that, in the Italian view, the problem of manufactured drugs was entirely distinct from that of raw opium and smoking opium. The Italian delegation had, from the outset, based its attitude on the complete separation of these two problems ; the more serious of these problems and the one more urgently requiring solution to-day was that of the manufacture of drugs. All efforts must be concentrated on this problem. He did not mean to say that the problem of raw opium and smoking opium did not call for the League's attention. A Commission of Enquiry recently despatched by the League to the Far East would furnish the necessary particulars on this question and would make it possible to direct the discussions on it towards a practical object. Meanwhile, the problem of manufactured drugs should not be left unsolved.

After ten years' continuous work, the League now possessed all the information necessary for the solution of that problem. The time had come to take a decision on the point of principle. International public opinion expected a decision at once. The present Assembly, which had adopted extremely important decisions with regard to problems which only a few years ago had appeared incapable of solution, would not be willing to disappoint the expectations of the public in connection with this question, which was one of the most delicate entrusted to the League. It might be that the very prestige of the League depended to a very large extent on the solution of that problem. It could not be admitted that, notwithstanding the League's control, smuggling should grow more and more prevalent, that the danger to whole continents should grow worse from year to year, and that the most shameful form of speculation should increase almost without hindrance.

The Italian delegation had already suggested rationing as a practical method of bringing about direct limitation. Its scheme had not been adopted and M. Sardi would not insist on it. In the previous year there had been an American scheme suggesting other methods of achieving the same end, but that scheme, too, had not been adopted. However that might be, the urgent problem of the moment was the putting into practice of the principle of direct limitation. Article 5 of the Hague Convention and Article 9 of the Geneva Convention made this a strict obligation for all the signatories. That obligation must be observed. The present Assembly should make a recommendation that the appropriate methods should be studied to ensure the observance of that obligation. The examination might be left to the Advisory Committee. M. Sardi was prepared to support any practical proposals submitted in this sense.

He was authorised to say that the necessary steps for the ratification by the Italian Government of the Geneva Convention had now been concluded, and that the instrument of ratification would be deposited shortly.

There was another problem, namely, that of co-ordinating the relations of the Advisory Committee and the Permanent Central Opium Board so as to ensure united action and to obtain the best possible results in view of the final goal. This question had been already approached by both bodies. The Supplementary Report on the Work of the League indicated the measures which had been adopted in this connection. He drew particular attention to the sentence contained on page 44 of the Supplementary Report reading: "The staff has been attached by the Secretary-General for administrative purposes to the Opium Traffic and Social Questions Section of the Secretariat".

The Italian delegation had no observation to make on this arrangement. The Fifth Committee would remember that, when the question of the relations between the Board and the Secretariat of the League had been discussed in the Council, the Italian delegate had proposed that the Secretariat of the Board should form part of the Social Section. When, however, the question had been referred to the Opium Committee, the latter had intimated its opinion that the arrangements proposed by the Italian delegate might be regarded as not being altogether compatible with the clauses of the Geneva Convention, which had laid particular stress on the technical independence of the Central Board. The Committee had, therefore, preferred an arrangement proposed by the French delegate, M. Bourgois, under which the Secretariat of the Board was to form an integral part of the Secretariat. In this way the spirit as well as the letter of the Geneva Convention, under which the Secretariat of the Board was to be directly subordinated to the Secretary-General of the League in all administrative questions, had been observed. The Council in turn had approved this proposal. M. Sardi therefore thought that the arrangement by which the Secretariat of the Board had been attached to the Opium Section must be regarded as a temporary measure. As such, he thought it a wise one, since it would enable a body which had just been set up to have the benefit of the competence of a body which had already won its spurs.

The setting up of this new body must not, of course, involve any slackening in the activity of the Advisory Committee and, therefore, in that of the Opium Section. The Covenant had conferred on the League full powers in the international campaign against this evil, and M. Sardi could only express the hope that, thanks to the zeal and energy of the technical bodies and of the competent bureaux in question, the objects indicated by the Covenant would one day — which, he hoped, would be an early one — be realised.

In conclusion, M. Sardi submitted the following draft resolution :

" The Assembly,

" Considering that the Hague Convention and the Geneva Convention require the signatory parties to limit the manufacture of drugs ;

" Requests the Council to ask the Opium Advisory Committee to study the most suitable means of effecting the limitation of the manufacture of drugs."

Viscount MUSHAKOJI (Japan) said that, among the important resolutions and recommendations passed by the Advisory Committee and approved by the Council, the Rapporteur had placed a special emphasis on the importance of the ratification of the Geneva Convention by all those States which had not yet ratified it. That step was, in the opinion of the Advisory Committee, essential to the successful work of the League in controlling the traffic in opium and other dangerous drugs.

According to the Rapporteur's exposé, it was gratifying to note that a number of States which were of importance from the point of view of the traffic, namely, Germany, Switzerland and the Kingdom of Yugoslavia, had recently ratified the Convention of 1925. Other States, such as Greece, Hungary and several others, were about to ratify the Convention or to deposit

the instrument of ratification. As there was still a considerable number of States which had not ratified, the Fifth Committee should adopt a strong resolution urging those States to hasten their ratifications so that the universal application of the terms of the Convention might be made possible at an early date.

Another resolution which was important from the point of view of the work of the Advisory Committee was the prompt despatch of the annual report on the traffic in opium and other dangerous drugs by all the Governments. Without complete information on the situation of the world traffic in narcotics, the Advisory Committee could not accomplish its work in a satisfactory manner. The Fifth Committee should recommend very strongly that each Government should furnish the required report and information to the League of Nations in order to give it the necessary facilities for the control of these narcotic drugs.

Another important recommendation bore on the urgent necessity of making the control of the illicit traffic effective. In this connection, Viscount Mushakoji paid a special tribute to the energetic measures taken by the authorities of the Netherlands Government in discovering and suppressing one of the centres of the illicit traffic. According to the report, it was estimated that this centre of the international traffic had probably dealt with about half the total annual world production of heroin as far as known.

The Japanese Government, in ratifying the Geneva Convention, had immediately set to work to bring its measures of control into conformity with the stipulations of the Convention. The competent authorities of the Government were at present preparing important revisions of the regulations for the purpose of strengthening the existing measures. It was hoped that the new measures would be put into force by the end of the year and that, when the Advisory Committee met in January, his Government would be able to report on these revised regulations.

In this connection he was authorised to declare that these measures of control aimed more particularly at checking the leakage of cocaine and other narcotic drugs. The Government had, in the last few years, endeavoured to devise measures which would ensure the effective control of the traffic in drugs. As the result of these measures, the manufacture of narcotic drugs in Japan had already been reduced. Moreover, it had been decided recently that further reductions would be made in a few years' time up to two-thirds of the quantity of cocaine manufactured at present, so that the final amount would be commensurate with that of internal consumption plus legitimate exports.

Viscount Mushakoji wished to emphasise that, when strict control was exercised in a country over the manufacture and import of drugs, it then became necessary to stop the leakage of drugs out of that country in order to ensure the normal supply for the legitimate use of the internal consumption of those who required the drugs for medical and scientific purposes; otherwise, the balance of supply and demand would be destroyed and there would be a rise in prices which would fall on those who required such substances for legitimate purposes.

The Japanese Government's policy was based on two main principles: first, to reduce and limit the amount of the drugs manufactured to the quantity required for internal consumption and for legitimate exports for medical and scientific uses; secondly, to institute a strict control of internal trade and, at the same time, to co-operate with other Governments in suppressing the illicit international trade. It was hoped that, by this method, it would be possible to achieve the object for which the Geneva Agreement had been concluded.

M. CASARES (Spain) said that the attitude adopted by his Government since the beginning of the campaign against opium had been so definite, so firm and so well known that there was no need for him to repeat the general observations he had made in the previous year.

The Fifth Committee would doubtless remember the terms of eulogy in which the Polish delegate, Dr. Chodzko, had referred to the new Spanish drugs law in the report he had submitted to the Assembly on behalf of the Fifth Committee. According to that report, the new Spanish law had been one of the bright spots on a somewhat dark horizon. On behalf of the Spanish Government, M. Casares had the pleasure of saying that this bright spot was growing even brighter than it had been in the previous year. In the year that had elapsed, the complement required by any law to make it effective, the promulgation of regulations for its application, had become an accomplished fact, as the Venezuelan delegate had just said.

The situation, therefore, was quite clear. A law which had been described as a model one, and which, in point of fact, had actually been taken as a model or as a subject for study in other countries, had just been completed by its rules of execution which had already been communicated to the Secretariat. In order to make the matter quite clear, it was only necessary to add that the regulations, which had appeared on August 1st, 1929, were, for the moment, in abeyance for certain reasons of an internal nature which would make no change either in the text of the law or in that of the regulations themselves. The Fifth Committee would easily realise that, in the case of regulations such as those prepared by the Spanish Government, which affected fundamentally all aspects of importation or sale by the State of the substances mentioned in the Conventions, enforcement could not be carried out immediately without risk of injury to considerable and perfectly legitimate interests. For that reason a short interval was necessary, but it would only be a very brief one, between the promulgation of the regulations and their entry into force.

Countess APPONYI (Hungary) reminded the Committee that, in the previous year, reference had been made to the establishment of a new drug factory in Hungary. The factory existed, but it had only been set up in the previous year, and had as yet placed no drugs on the market. The system employed was that by which the opium was produced direct from the green plant. The poppy had always been cultivated in Hungary and the surrounding countries as an article of food. The raw extract contained only 1½ per cent alkaloid, and it followed that it was necessary to have a very large quantity to produce even a small quantity of the drug. The factory's output would probably suffice only for the scientific and medical needs of the country itself. The exact amount of the output would not, however, be known until the end of the current year.

Hungary had ratified the Hague Convention in 1923, and Parliament would, at the coming autumn session, consider the ratification of the Geneva Convention. Since 1926, there had been a special branch of the police for the supervision of sales and all other dealings in opium and other dangerous drugs. The branch had taken proceedings against 288 persons. It was not always easy to track down smugglers, owing to the fact that other Governments sometimes failed to reply to the enquiries addressed to them by the Hungarian authorities.

Countess Apponyi agreed that, without the limitation of manufacture, it would be impossible to put a stop to the illicit traffic. There would always be unscrupulous people prepared to take risks so long as over-production continued. She therefore hoped that the United States scheme would be recommended in one form or another, and that a plan for limitation would be realised as soon as possible.

M. PERNOT (France) said that the French delegation adhered to the view expressed by the Rapporteur that the most effective means of combating the illicit traffic would be the ratification and strict application of the Geneva Convention. The French Government had taken effective measures for the application of the Convention.

All the delegates who had spoken that morning had agreed that no really effective result could be obtained without the limitation of the manufacture of narcotics. The French Government accepted that view and was preparing a text, the essential object of which was the limitation of manufacture. Henceforth, manufacturers would only be able to handle the raw materials in question within the limits determined by a ministerial decree. They would not be able to manufacture dangerous drugs in excess of the quantities indicated in a ministerial ordinance.

The French Government had taken other measures as well. It had decided that only persons in possession of a Government licence would be entitled to import, export, manufacture or trade in France in the products in question. The permit would only be given under the authority of a ministerial decree and after a full consideration of the case by an inter-ministerial commission. Further, no permit would ever be given to any person who had been convicted of illicit trafficking in any country whatever, and likewise permits would be withdrawn from holders convicted of trafficking.

Secondly, the French Government had brought in the system of notification of deliveries for exports to countries which had not, as yet, adopted the import certificate system. In these cases, when an application for permission to export came before the French authorities, they would advise the country of destination, and the consignment would not be allowed to leave France unless the other Government concerned agreed.

Thirdly, a special Narcotics Bureau had been set up with the object of combating the illicit traffic by the employment of all available ways and means.

In the past year, the French authorities had been successful in dealing with a certain amount of illicit trafficking, the seizures effected in certain cases being not inconsiderable. French internal legislation was regarded as being adequate to prevent the spread of drug addiction at home, and hence the spirit in which the French Government had acted in taking the measures enumerated was one of purely international co-operation. France would devote all her strength and energy to co-operating with the League in stamping out this terrible social evil.

Mme. AAS (Norway) said that Norway would shortly adhere to the 1925 Opium Convention. She could not indicate the exact date of ratification, but the Convention would be ratified as soon as the new Opium Law of June 1st, 1928, and the regulations contained therein had come into force. Due consideration had been paid, in the preparation of the law, to the provisions of the Geneva Convention.

Prince VARNVAIDYA (Siam) said that his Government had ratified the Geneva Convention and that the instrument of ratification was on the way.

M. DE VASCONCELLOS (Portugal) made a strong protest against the tendency to undue haste in the work of the League. The value of work carried out in those conditions was impaired.

He congratulated M. Fotitch on his report. The evil was one of the most serious problems before the League. It was more formidable than war or an epidemic disease. Unfortunately, the measures taken hitherto had shown themselves quite inadequate to stamp out the evil.

He was not a partisan of the 1925 Convention, which appeared to him to be ineffective; but, nevertheless, the Convention should be put into force and strictly applied in order to ascertain what effects it would yield. M. de Vasconcellos was certain that the effects would be found to be insufficient. It would be necessary in his view to institute other and severer

measures, especially the limitation of manufacture. The schemes hitherto put forward for limitation had not been considered by the Advisory Committee because they had not been drawn up in a practical form which could be effectively applied.

In any case it was essential that there should be a real international convention for the limitation of production. Valuable as that measure would be, it still would not suffice, if it were not accompanied by other measures mutually agreed upon by the Governments, since clandestine manufacture would follow, as had happened with clandestine importation. The immensity of the problem and the futility of the measures applied hitherto would be realised when it was remembered that thirteen tons of heroin despatched to the Far East during the past year represented 26 million fatal doses.

He urged the necessity of constant propaganda among the people of all countries with a view to warning them of the danger.

There was one point of special concern to his Government. Document A.16.1929.XI contained on page 17, Appendix 6, the statement that a Japanese vessel, the *Nichieyi Maru* which had sailed from Bushire to Vladivostock on March 18th, 1928, had changed its destination to Macao, where 590 cases of opium had been landed. No mention was made of these figures in the Portuguese Government's report, and therefore the reader might be led to suppose that the Portuguese Government had not only permitted the unloading of the 590 cases at Macao, but had also failed to report the fact to the League.

A detailed enquiry had shown that the statement in question was entirely unfounded. The vessel mentioned had never called at Macao in 1928. The Company's agents had confirmed the fact that no goods had been unloaded from the vessel at Macao in that year. The Chinese commercial association had stated that it had no knowledge of the unloading of the vessel at any of its depots. Further, the shipping returns gave no information on the point. Finally, Lloyd's Register showed that the *Nichieyi Maru* drew 23 feet of water. It followed that the vessel would be unable to call at Macao owing to the lack of water, nor could she have come within any appreciable distance of that port. The Company's agent had stated that the ship had passed at a distance of three miles from the lighthouse. Soundings taken within that area had shown that there was not enough water for the draught of the *Nichieyi Maru*.

These enquiries proved the inaccuracy of the particulars given in document A.16, and M. de Vasconcellos requested that a supplementary note should be added to the report in question indicating the Portuguese Government's view that no charge could be made against the Macao Government, which was doing everything in its power to suppress the illicit traffic. The charge was all the more unjustified in view of the fact that the Macao Government had, not without difficulty, succeeded in setting up a State monopoly for the opium trade. It was, of course, possible that the 590 cases of opium had been unloaded somewhere near Macao, but they had certainly not been unloaded on Portuguese territory.

If, in spite of all these official figures, proofs were adduced to show that the chests had been unloaded in Portuguese territory, M. de Vasconcellos was empowered, on behalf of his Government, to give a formal undertaking that the appropriate penalties would be applied. But no such proof had as yet been forthcoming.

The discussion was adjourned to the next meeting.

SIXTH MEETING.

Held on Tuesday, September 17th, 1929, at 10 a.m.

Chairman: Mr. O'SULLIVAN (Irish Free State).

13. **Work of the Traffic in Women and Children Committee during its Eighth Session: Draft Report to the Assembly presented by Prince Varnvaidya (Siam).**

Prince VARNVAIDYA (Siam) read his final draft report (Annex 2a) which was adopted with amendments proposed by Mlle. FORCHHAMMER (Denmark) and Mme. KLUYVER (Netherlands).

The Committee also adopted the following resolution with which the report would conclude:

“The Assembly takes note of the report of the Traffic in Women and Children Committee on the work of its eighth session, records its appreciation of the work of the Committee, and expresses the hope that the work will be continued along the lines indicated in the report.”

Prince VARNVAIDYA (Siam) was appointed Rapporteur to the Assembly.

14. **Work of the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs during its Twelfth Session (continuation).**

Mr. WU (China) noted with satisfaction that the Committee was devoting so much attention to the question of narcotics, but trusted that that did not mean that the fight

against opium would be relaxed. The speech made by the Portuguese delegate at the Assembly on September 9th deprecated the sudden suppression of opium, which it was alleged might lead addicts to substitute for it other more dangerous drugs. The Chinese delegate was sure that neither the Portuguese Government nor the Committee had any intention of diminishing its efforts to stamp out the opium scourge.

China was one of the chief consuming countries of narcotic drugs. As yet, nothing really practical had been accomplished for the limitation of their manufacture. The Chinese delegation appealed for an earnest grappling with the problem. Several proposals had been submitted and they were not really very far apart from one another. The Chinese delegation urged that agreement should be found as to a serious and practical method to which it promised its support. The delegation asked that the Committee should rise above all political, economic and technical considerations and envisage the problem solely as a humanitarian one.

M. MENSENDORFF-POUILLY-DIETRICHSTEIN (Austria) observed that the different countries employed a wide variety of methods, the diversity of which was due to differences in their respective legislations. All their efforts would remain sterile until the authorities decided to call in the assistance of the police forces. The importance of the co-operation of the police in one aspect of the work was obvious. He reminded the Committee that the International Criminal Police Commission had submitted a memorandum to the Council, which, at its meeting of December 11th, 1928, had decided to transmit the question to the Committees which dealt with problems that were related to crime, and to invite them to convene as experts representatives of the International Criminal Police Commission.

The Advisory Committee had said, in its report to the Council on the work of its twelfth session, that its constitution did not allow it to invite a representative of the International Criminal Police Commission to sit as a member of the Advisory Committee, but that it would be glad, when the question under discussion necessitated that course, to invite one of the members of the Commission to appear as an expert. The Traffic in Women and Children Committee had adopted a similar resolution.

The best results might be expected from this form of collaboration, which would have the effect of making general the knowledge acquired as a result of practical experience in the various countries. A meeting of the chiefs of police under the auspices of the League would be calculated to give excellent results in intensifying the campaign against drugs and would strengthen the co-operative measures which were indispensable.

In conclusion, M. Mensdorff submitted the following draft resolution :

“The Assembly decides to ask the Council to consider inviting the International Criminal Police Commission to present, after consulting all the police authorities represented upon it, an exhaustive survey of the methods and measures employed in each country to enforce legislation for the suppression of the illicit traffic in opium and other dangerous drugs and for the protection of women and children, in order to discover the best manner in which all the countries concerned, as well as the work of the League of Nations, could profit by the co-operation of the police authorities and their regular exchange of information regarding prosecutions for offences connected with the matters in question. In the light of this report the appropriate Committees of the League will be able to judge whether, with a view to co-ordinating their work efficiently with that of the police authorities of as many countries as possible, it would be advisable to summon in due course a Conference of representatives of those authorities under the auspices of the League.”

M. VAN WETTUM (Netherlands) wished to pay a tribute to the Rapporteur for the excellent way in which he had drafted the report before the Committee and to thank most heartily the delegate of Japan for his kind words concerning the action taken by the Netherlands Government to check the traffic in narcotics which were destined for illicit uses.

In agreement with the views of the various members of the Fifth Committee, M. van Wettum considered that the question of narcotics was a very serious one, and that the organs of the League were the appropriate ones to put a stop to the traffic for other than medicinal and scientific purposes. He fully agreed with the paragraph of the report beginning with the words :

“The success or the failure of the Geneva Convention will mainly depend on the manner in which it is applied by the Governments which have ratified it and on its being as widely adopted as possible.”

M. van Wettum could agree with the view expressed in some quarters that the work done by the League in opium matters up to the present time had been a failure. Having regard to the great difficulties in its way, the Advisory Committee had done much valuable work, during the nine years of its existence, in trying to promote the international co-operation which was so essential for the success of its endeavours. It must not be forgotten that the Geneva Convention had not come into force until September 1928, and that the Central Board had begun its work only in January 1929. The full results of that Convention would not be clearly seen until it had been in operation for some years. As a result of the Convention and of the control exercised both by the Advisory Committee and by the Board, it would not be long, in his view, before a surplus of manufacture over the amounts required for legitimate purposes would no longer exist in the countries which were parties to that Convention.

Nevertheless, public opinion, which was well aware of the great quantities of contraband still flooding the world, was not satisfied and apparently refused patiently to await the expected results, for it was coming more and more to realise the harm that might be done. Public opinion demanded limitation.

In using the word limitation, it was necessary to keep in mind the fact that there was both direct and indirect limitation. Indirect limitation was the system at the basis of the Geneva Convention; that was to say, a limitation by domestic means, by the enforcing of the import and export certificate system and rigid national control, coupled with the international control exercised by the independent Board. Direct limitation—that was to say, the rationing of manufacture—was an idea which had been rejected by a majority at the Conference of 1925.

M. van Wettum had taken the liberty of giving these explanations because the resolution submitted by the Venezuelan delegate was based on the assumption that the countries parties to the said Convention had, in general, failed to do what they were required to do. This was incorrect, at any rate, in the case of those countries which had enforced the system of indirect limitation set out in the Convention. The first paragraph of the resolution assumed that neither the principal nor the subsidiary causes which had contributed to the continuance of the illicit traffic were known. These causes had been studied for years by the Advisory Committee and they were known. They were primarily the failure of the Governments to co-operate and the inefficiency of national legislation and control. These causes would be removed as the Geneva Convention was more widely adopted and its provisions applied; and on this point there was reason to congratulate the League on the large number of ratifications that had been deposited or promised.

For the reasons given, the Netherlands delegation, to its great regret, could not agree to the proposed Committee of Enquiry, the more so because the contents and the purpose of the draft resolution implied a censure upon the Advisory Committee, which had often received the praise of the Assembly for its serious work and the results it had obtained.

In conclusion, M. van Wettum wished to add that, as far as his own country was concerned, where practically only one factory existed for the manufacture of cocaine, a national system of rationing would seem to be no great improvement, because, since the putting into operation of the new law in the previous year, all imports and exports were under strict control. If, on the other hand, a practical solution of the question of direct limitation were forthcoming, M. van Wettum thought that his delegation would advise favourably on it to its Government.

Professor BAKER (British Empire) said that the discussion was based on the remarkable report of the Rapporteur, under whose chairmanship the Advisory Committee had accomplished a fine piece of work.

Professor Baker urged the immense importance of the universal and early ratification of the Geneva Convention. Great progress had been made in the last year in that respect. The British Government attached great importance to the ratification of the Convention. The letter which the Council had sent after its January session was also extremely important. Professor Baker hoped that the Governments which had received it would reply definitely stating the difficulties which had hitherto prevented them from ratifying the Convention. The British Government also attached fundamental importance to the Geneva Convention, because it established machinery by which a system of control could be carried through if it were honestly and universally applied.

The statement made by the delegate of Venezuela was true. A number of Governments which had ratified the Convention did not send in annual reports. A number of them sent their reports too late and some sent incomplete reports. He agreed with the delegate of Venezuela in urging that the annual reports should be circulated to all States Members of the League.

With regard to the penalties for infraction of the national laws on the subject of illicit traffic, Professor Baker quoted a report from the Minister of the Interior of the Egyptian Government, which gave an account of the manner in which that Government had been able to discover that drugs were being imported into Egypt in great quantities by gangs whose headquarters were established in a great European city. The penalties inflicted for infractions of the drug law were quite inadequate, the maximum being only a week's imprisonment. It was indispensable to strengthen the penalties to a considerable extent in a number of countries.

The question of smuggling by post had been raised at the Postal Conference and the British Government had submitted a resolution covering the abuse of pillar-boxes.

Professor Baker recalled that, last year, disclosures of illicit operations on a very large scale had been made. It had been shown that the same firms were sometimes found passing enormous quantities of drugs into the illicit traffic. This was an abuse which ought to be ended and this could be effected by putting into operation the clause of the Geneva Convention concerning the withdrawal of licences.

The work of the Opium Section of the Secretariat was increasing, but it was not known whether the staff in that Section was sufficient. If necessary, a resolution might be passed urging an increase in the number of that staff, should this prove to be necessary in the public interest.

Finally, Professor Baker asked that the Advisory Committee should be requested to study the question of its own composition with a view to considering whether there could not be added to its number representatives of countries which were victims of the traffic or which had a direct interest in it because they became involuntarily a centre of illicit operations. He

supported what had been said by the representative of the Netherlands, but he did not think that the illicit traffic had greatly increased since the entry into force of the Convention.

In 1924 it had been proposed to insert a series of clauses in the Convention providing for an agreement for the limitation of the manufacture of drugs. That proposal had not been adopted. The Japanese delegate, however, had said at the last meeting that his country was trying to reduce the quantity of narcotics manufactured to a figure sufficient only for the requirements of internal consumption and of legitimate export for medicinal and scientific uses. At the same meeting the French delegate had said that, in the view of his Government, the best way of preventing the illicit traffic was to limit production and that it had definitely decided to issue a decree limiting manufacture. The Netherlands delegate had just said that, if practical proposals were put forward for such limitation of manufacture, his Government would welcome them. The moment was favourable, but there could be no effective national limitation unless it was supplemented by international agreement. For that reason the British delegation desired to submit the following draft resolution :

“ The Assembly,

“ Impressed by the disclosures made in the report of the Advisory Committee as to the large quantities of dangerous drugs still passing into the illicit traffic ;

• “ Recalling the proposals made in connection with the Geneva Conference of 1924-25 for the direct limitation, by agreement between the Governments of the manufacturing countries, of the amounts of such drugs manufactured ;

“ Taking note of the declarations made in the course of the present session of the Assembly by the representatives of France and Japan that their Governments have decided to impose such a limitation on their manufacturers ;

“ Recognising that the Geneva Convention of 1925 provides indispensable machinery for the national and international control of the traffic in drugs, but that, owing to the delay in bringing the Convention into force, its full effects cannot be realised in the near future ;

“ Desiring that, if possible, steps supplementing the Convention should be taken without delay to limit the manufacture of dangerous drugs to the amounts required for medical and scientific purposes :

“ Recommends that the Council should invite the Governments of the countries in which morphine, heroin or cocaine are manufactured to confer together as to the possibility of arriving at an agreement as to the total amount of each of those drugs to be manufactured annually and as to the quota of that amount to be manufactured by each of those countries, and that the Secretary-General should be authorised, in the event of the acceptance of that invitation, to give such assistance to the Governments as they may desire ; and

“ Further recommends that the Advisory Committee should continue its studies of the question, more particularly with reference to the steps that would be necessary in the event of factories being established in countries not at present manufacturing the drugs. ”

The British delegation therefore invited the delegates of every manufacturing Power to declare, as soon as they could, whether they agreed in principle with that draft resolution. Such an agreement among all the manufacturing Powers would not be a final solution of the problem of over-production, because unscrupulous capitalists whose money was invested in this devilish traffic might transfer their factories to other countries in which no obligation to limit manufacture existed. For that reason the agreement in question might have to be supplemented by means of the recommendation contained in the second part of the draft resolution.

The British delegation hoped that the Assembly would at last take a final step and move in the direction which it had suggested.

The CHAIRMAN noted that, if speakers were unable to limit their speeches to the ten minutes fixed, he would be forced to inform the Assembly that the work of the Committee could not be brought to an end in the time allotted.

Professor BAKER (British Empire) regretted that he had spoken at such length. In view, however, of the importance of the question and the necessity of dealing with it in detail, he thought that the Chairman should inform the General Committee of the Assembly that it would be necessary to prolong the time allotted to the Committee for discussion.

The CHAIRMAN agreed that it would be impossible and very unfortunate to limit the length of so important a discussion.

M. DE VASCONCELLOS (Portugal) thought that it would be doing bad service to the League to limit members' rights in the discussion of so grave a question.

M. MENSENDORFF-POUILLY-DIETRICHSTEIN (Austria) said that the penalties in force in his country had recently been strengthened by a new law on dangerous drugs.

The CHAIRMAN recalled that the Venezuelan proposal contained a request for supplementary credits. The British proposal would also entail fresh expenditure. If the discussion continued, how would it be possible to send such requests to the Fourth Committee for consideration within the time-limit ?

M. PARRA-PÉREZ (Venezuela) said that, according to Article 16 of the Financial Regulations, it was necessary, in order to cause his proposal to be adopted (the same would apply also to the British proposal if it entailed additional expenditure), for the Assembly to decide, by a two-thirds majority, that it was of an urgent character.

The normal procedure had already been set aside and any shortening of the discussion would no longer be of advantage.

Professor BAKER (British Empire) thought that the small Conference referred to in his draft resolution would not involve a demand for additional credits.

Hussein Khan ALĀ (Persia) said he would have preferred to abstain from speaking and not to abuse the Committee's time. He would have had all the more reason for abstaining in that last year, and in 1927, he had given a detailed account of the very clear attitude taken by Persia in this unhappy question of opium.

Furthermore, his country's representative on the Council of the League had given an adequate reply to the last report of the Advisory Committee, both orally at the meeting of March 7th, 1929, and in writing under date of April 3rd, 1929. This letter had been sent to all States Members of the League as document C.154.M.60.1929.XI.

As M. Fotitch, however, had alluded to Persia in his excellent report, the Persian delegate was compelled to say a few words lest silence on his part should be misinterpreted.

Persia had given the League regular and absolutely frank information regarding its difficulties and its unceasing endeavours to co-operate with other countries.

The Advisory Committee, to which Persia did not belong, had, however, persisted in overlooking the discussions in the Fifth Committee and had, so to speak, criticised Persia behind its back. Notwithstanding the detailed account he had given the Fifth Committee in September 1928 concerning the establishment of the opium monopoly and the measures taken by the Persian Government to exercise a serious control over the production and exportation of opium — which marked a considerable advance, as recognised by Dr. Chodzko in his report to the Assembly — no mention of the statements was made at the Advisory Committee during its twelfth session.

On the contrary, statements had been attributed to him which he had not made; it was alleged that he had merely "undertaken to do his utmost to exercise pressure on his Government". Later, doubts had been thrown on the accuracy or official character of the figures of the Persian Customs statistics, although they had been submitted by the Finance Minister.

Again, Persia was wrongfully charged with having the intention of setting up a morphine factory, and a great deal of feeling seemed to have been shown on this subject.

Finally, his country was reproached for omitting to ratify the 1925 Convention and for failing to send in annual reports.

Hussein Khan Alā wished to say that the Persian representative on the Council had already stated — his speech was reproduced on page 539 of the *Officia Journal*, April 1929 — that :

“ If the Persian Government had failed to adhere immediately to the Geneva Convention it was solely from a desire not to undertake, without due reflection, commitments which it might not be able to fulfil in their entirety. ”

The Rapporteur to the Council, M. Dandurand, had so fully recognised this difficulty that he had suggested that the Secretary-General should be instructed to abstain from sending for the moment any request for ratification to Persia. Persia, in point of fact, was passing through a period of transition. A State monopoly had just been set up and the Persian Government, far from being disheartened, was endeavouring, in the opium question, to establish a first-class organisation which would reconcile both the interests of the country and the desiderata of the League. It would therefore be better to trust Persia and not to censure it.

As regards the despatch of annual reports, no ill-will had been shown by the Persian Government. Hitherto it had sent the Secretariat everything that it had been able to collect regarding this matter — that was to say, the Customs statistics. With the recent establishment, however, of a State monopoly, his Government would gradually be in a position to supervise more effectively the production and export of opium and to furnish more substantial data. Although Persia had assumed no obligation in this respect, his Government was proposing shortly to forward to the Committee a first report containing fairly full information and prepared as far as possible in accordance with the indications supplied by the Secretariat. This report would necessarily be incomplete, but with time it was hoped to fill in the gaps.

The Persian delegate would like, however, to observe that it was not the receipt of annual reports from Persia which would constitute the *deus ex machina* in the solution of the difficult problem of opium and its derivatives. The principal task of the Advisory Committee would, in his opinion, be to solve the problem of the illicit traffic in dangerous drugs.

In this connection, he associated himself completely with the many speakers who had brought out with force and eloquence the necessity of limiting the manufacture of narcotics, and that more especially because a steady increase in drugs from abroad had been noted in Persia. This constituted a far more menacing danger than the use of opium for smoking.

One last word. The Persian delegate's attention had just been drawn to a recent publication which went to show that Persian opium constituted only one-twentieth of the world production. Almost the whole of Persian production was supplied to the divans in the Far East, and amounted to barely 10 per cent of the opium smoked in the countries concerned. Persian opium, therefore, played practically no part in the manufacture of drugs, and 90 per cent of the opium for smoking came from countries other than Persia.

Supposing, then, that Persia, notwithstanding its many economic difficulties and the fact that opium constituted 25 per cent of its exports and 10 per cent of its revenues, were able to limit or even totally to suppress its production, it would be seen that this would not bring the League much nearer the solution of the problem. A common effort on the part of all countries was required.

This did not mean to say that Persia refused to co-operate in the humanitarian work of the League. Far from it. It would continue with perseverance to advance on the road on which it had set forth, but his Government did not wish the attention of the Committee to be turned aside from the principal problem in order to concentrate on what was, after all, only a subsidiary aspect of the question.

M. FOTITCH (Kingdom of Yugoslavia) replied that the Committee was well aware of the special difficulties confronting Persia, to which country it had sent a Committee of Enquiry. He urged on his side, that the Persian delegate should also recognise the difficulties of the Advisory Committee.

The regular communication of annual reports on the situation in Persia would not, in so far as the Secretariat was concerned, solve the whole problem. Such information, however, would be of definite assistance and would show definitely that Persia intended to co-operate. The task of the Advisory Committee was rendered difficult, if not impossible, if it were unable to obtain any information as to the destination of the 600 tons of raw opium produced by Persia.

Periodically, the examination of the situation in the Persian Gulf was placed on the agenda of the Advisory Committee. Lack of information had hitherto prevented the Committee from shedding sufficient light on this problem. For that reason M. Fotitch asked the Persian delegate to realise that these observations were in no sense intended to criticise his Government, but merely to show the sincere desire of the Advisory Committee to obtain success in the fulfilment of a difficult task.

Hussein Khan ALÂ (Persia) thanked the Rapporteur, who had certainly not intended to criticise the Persian Government. He was glad to have had an opportunity of stating frankly the special difficulties of his own country. He had nothing to add except that he would like his statement to be included in full in the Minutes.

Dr. VOELCKERS (Germany) recalled that his country had recently ratified the Geneva Convention. The instruments of ratification had been deposited with the Secretariat on August 15th, so that the Convention would come into force in Germany on November 13th, 1929. The German Government would also endeavour to ensure that the new German law regarding opium should enter into force at the same time. The draft of that law was now before the Reichsrat and its object was to adapt German legislation on opium to the requirements of the Convention of February 19th, 1925. Certain of the provisions of that Convention were already being applied. Satisfaction had also been given, as regards the first six months of 1929, to the request of the Chairman of the Central Opium Board that the quarterly statistics required under the Convention should be sent to him. Immediately after the entry into force of the new German law, benzoylmorphine, eucodal, dicodide, dilaudide, etc., would also be subject to the German legislation on opium.

As regards the limitation of the manufacture of drugs, the German Government was not opposed, in principle, to the proposal that the substance of this problem should be examined, perhaps even on the basis of the American scheme. It seemed that the British proposal might lead to practical results in this direction. The German Government was therefore in favour of it. Dr. Voelckers recalled that the question of the limitation of drugs in collaboration with the industries concerned had already been dealt with in a memorandum submitted by the German representative to the Advisory Committee in 1927.

M. R. DOLLFUS (Switzerland) paid a tribute to M. Fotitch for the remarkable report with which his Government could entirely agree, except for a few unimportant reservations. The League must not declare itself beaten in the campaign against narcotics. The present problem was to improve the instrument in its possession — that was to say, the Geneva Convention of 1925. It was true that its ratification by as large a number of States as possible was of importance. M. Dollfus recalled that, until quite recently, Article 10 of that Convention had not been in force. No lists of any drugs capable of giving rise to abuses had been communicated. Latterly, however, this omission had been remedied. The system of labelling, numbering, postal supervision, fresh police measures and the certificate system seemed to him to have given far more important results than those which had hitherto been noted.

A proof of the interest in the results obtained would be found in the Swiss statistics, which showed that production had considerably fallen off since the system of certificates had been applied. The export of Swiss morphine had fallen from 8,038 kilograms in 1926 to 2,246 kilograms in 1928, and the export of heroin from 3,973 kilograms in 1926 to 952 kilograms in 1928.

Could the Geneva Convention produce all the results of which it seemed capable? Some discoveries of illicit traffic justly gave rise to incredulity. For that reason the British proposal was particularly opportune.

In so far as the proposal of the delegate of Venezuela was concerned, he could be at once informed of the principal reason for which the system of direct limitation had not been applied. Manufacturing nations had not yet reached an agreement regarding limitation, for each of them feared to become the dupe of the remainder.

No Government could give an assurance that harmful drugs would never be discovered leaving its territory. What, however, was important was that all nations should be ready to combat such crimes. What was equally important was for all nations, especially small nations, to safeguard their moral birthright. For that reason, the Swiss Government was ready to associate in any measures adopted to strengthen Article 5, including direct limitation, especially in the manner referred to in the British proposal.

M. CASARES (Spain) asked that the various authors of the resolutions should meet in order to harmonise their different drafts.

The CHAIRMAN was about to make the same proposal. He suggested that the representatives of Venezuela, the British Empire, Italy and Uruguay should consult with the Rapporteur before the next meeting.

This proposal was adopted.

Count CARTON DE WIART (Belgium) asked that the new draft resolutions should be submitted at latest before the next meeting.

M. DE CASTRO (Uruguay) pointed out that his proposal differed from that of the delegate of Venezuela. Venezuela wished to institute an enquiry. Uruguay proposed that a plan of investigation should be drawn up.

He added that he would have been glad to give his entire acceptance to the proposal submitted on the previous day by the Venezuelan delegation for the appointment of a special Committee to study the causes which had contributed to the continuance and development of the illicit traffic in dangerous drugs. But, notwithstanding the admirable and lofty intentions which he recognised in that proposal, he considered that it would result in somewhat too small an advance in the campaign which the League was bound to wage against this evil. He wished he were wrong, because the idea underlying the proposal was an excellent one.

M. de Castro considered that the appointment of a special Committee to study the causes for which the Hague Convention of 1912 and the Geneva Convention of 1925 had not been applied in regard to the limitation of the manufacture of dangerous drugs would postpone action by the League for more than two years, although action was an urgent necessity.

The search for these causes might become very complicated and it seemed to him that the problem was quite simple if it were reduced to that of determining the cause which had contributed to the continuance of the illicit traffic, since that cause, as the delegation of Uruguay had already stated in the Assembly, was to be found in the failure of the Assembly and the Council to take action, in that they had not instructed the competent bodies to draw up a draft plan for the purpose of applying, without delay, the provisions of the two Conventions with regard to limitation. Once that plan had been approved by the Council and the Assembly, it would be submitted to the States, who would put it into practice as and when they had examined it.

The general basis of such a plan might be Articles 51 and 52 of the Spanish Law on the Distribution and Sale of Dangerous Drugs, which law had been in force for over a year, and also the scheme submitted to the Secretary-General by the United States Government through the Netherlands Government, since the objections raised to this scheme in the Advisory Committee were not such as to rob it of all efficacy.

M. de Castro was not a specialist and was not going into all the details of the scheme, but it appeared to him to contain the elements of a practical plan.

The search for the causes of the persistence and development of the illicit traffic was a very interesting task, but so many opposing interests would be involved that it would require, perhaps, ten years on the part of the Committee to overcome them.

In saying this, M. de Castro was thinking, not only of the resistance of the industries concerned and the manœuvres of the traffickers of all kinds, but also of the hesitation of certain Governments to consent to interference by an international committee in matters of national concern. Such interference might arouse the very keen sense they had of their sovereignty. Furthermore, there was one sure fact that was known, the fundamental cause of all abuses: it was over-production. The thing to be discovered as soon as possible was the means for limiting production. This had not yet been achieved because the appropriate measures for supervision had not yet been taken as laid down in Article 23 of the Covenant, namely, the application of the relevant clauses in the Hague and Geneva Conventions. It would, of course, be possible to hold an enquiry into the causes which determine the present situation, but it need not necessarily precede the establishment of the plan which he had in mind.

M. de Castro proposed, therefore, that the Fifth Committee should submit to the Assembly the following resolution, without thereby in any way affecting the proposal of M. Parra-Pérez, especially since the two resolutions are not incompatible:

“ The Assembly,

“ Being convinced that, so long as the limitation of the manufacture of drugs laid down in the Hague and Geneva Conventions and recognised by the Assembly itself, by the Council and by the Advisory Committee has not been carried out, the campaign against the illicit traffic will be ineffective;

“ Requests the Council of the League of Nations to set up, under the chairmanship of the President of the Permanent Central Board, a special Committee of five members, including a member or an assessor of the Advisory Committee, to frame a plan with a view to giving effect to the provisions contained in Chapter III of the Hague Convention of 1912 and the Geneva Convention of 1925.

" The Council is requested to take the necessary steps to enable the said special Committee to transmit to the Advisory Committee a report containing the proposals in question for the 1930 session, or for an extraordinary session before the month of May, so that the Council may be in a position to submit this plan to the Assembly at its next session. "

In conclusion, M. de Castro wished to add that the proposal he was submitting would not, he thought, involve expenditure requiring the appropriation of any special credit. If it did, the Fifth Committee might recommend that the Assembly should approve the necessary credit, in view of the urgency and importance of the question of limitation.

The discussion was adjourned to the next meeting.

SEVENTH MEETING.

Held on Wednesday, September 18th, 1929, at 9.30 a.m.

Chairman: Mr. O'SULLIVAN (Irish Free State).

15. Work of the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs during its Twelfth Session (continuation).

Dr. CHODZKO (Poland) observed that the Minutes of the twelfth session of the Advisory Committee contained a statement by Sir Malcolm Delevingne, British member of the Committee, that the main preoccupation of the Advisory Committee should be " to secure justice for the victims of the traffic ". That formula should be the device of the Committee. Unfortunately, while it was comparatively easy to agree upon principles, it was very difficult to agree upon ways and means.

The Rapporteur in his report, and certain other speakers, as well as the Advisory Committee itself, had recommended the ratification of the Geneva Convention by as many States as possible, and had further urged that the results of the Convention should be awaited. It was a striking fact that almost half of the Governments represented on the Advisory Committee had failed to ratify the Convention which they recommended. Poland, which was not a member of the Committee, had ratified the Convention without any exaggerated enthusiasm.

There was a still weightier argument. Those who had carefully read the Minutes of the Advisory Committee's twelfth session would observe that in the matter of seizures the names of the same countries recurred constantly, and these countries were among those which applied most strictly the import and export certificate system. They might therefore be regarded as model countries from the point of view of control. In point of fact, the meetings of the Advisory Committee appeared largely to consist of the members putting one another in the dock. It followed that the system was not working satisfactorily, and yet the Geneva Convention had been based upon that system. M. de Vasconcellos had been right in saying that the Geneva Convention was of no great value.

Those present at the Fifth Committee in the previous year would remember that the Code prepared by the Advisory Committee had been a very important point under discussion, and that the members of the Advisory Committee had defended the idea of the Code against that of the limitation of manufacture. In the present year, however, no mention was made of the Code. On the contrary, Sir Malcolm Delevingne, who had been one of its original advocates, had stated that the systems recommended in the Code would be insufficient. Hence, even those who had been the most ardent advocates of the Geneva Convention now considered it inadequate.

The work done by the Advisory Committee was very considerable, whether regard were had to the speeches made or the number and size of the documents printed, but the question must be faced from the point of view of the facts. The Minutes of the Advisory Committee contained a very interesting passage which indicated the influence of the Committee's work on activities in Yugoslavia. Dr. Chodzko was referring to observations made by M. Militchevitch, delegate of that country, in which he had said that the activity of the League in regard to opium was warmly welcomed by producers in Yugoslavia, and was taken advantage of by them to get into touch with the drugs trade. It could not be said that it was within the programme of the Advisory Committee to facilitate contact on those lines.

The Minutes further indicated that, for the first time, Peru had been suspected of facilitating the trade in opium for the consumption of Chinese labourers. Other Latin-American countries, Salvador, Cuba and Venezuela, had also been mentioned as being victims of the illicit traffic. These countries had not been mentioned in previous reports in this connection. It appeared therefore that the undue publicity given to the work of the Advisory Committee might have resulted in a development of the illicit traffic.

If the development of the traffic had been counterbalanced by an effective and realistic programme, it would be possible to disregard the observations which he had just made. On the contrary, it was apparent that there was no agreement in the Advisory Committee with regard to the Geneva Convention, and more particularly as to the limitation of production.

Fortunately, the atmosphere in the Fifth Committee was far more favourable this year. Many important declarations had been made, in particular, that of the French Government with regard to its forthcoming decree for the limitation of manufacture. In view of these very important declarations, the discussions held hitherto should now cease, and the Advisory Committee should be asked to take into consideration these declarations and instructed to prepare a plan of limitation. It should be possible for such a plan to be presented to the Assembly in the following year.

In this sense, Dr. Chodzko supported the proposal of the Italian delegation, but he would be glad to add certain details as to the form in which it should be submitted to the Assembly. If the Italian delegation agreed, he would consult with it on this point.

In conclusion, he would recall the words used by the Portuguese delegate, M. de Vasconcellos, in the previous year, that the Advisory Committee was in the same difficult situation as the Disarmament Commission. The manufacture of munitions and of drugs represented an enormous capital. For instance, one seizure in Europe alone had represented a profit of 800,000,000 gold francs. Obviously, these vested interests were struggling for their existence against the League, and they would destroy the League unless the League destroyed them. The States which had proclaimed the principle of the outlawry of war should now proclaim the same principle in the case of the illicit traffic in dangerous drugs.

Count CARTON DE WIART (Belgium) paid a tribute to the remarkable report prepared by M. Fotitch. It was, he considered, an exaggeration to use the term "check" in the campaign of the League against the clandestine traffic in dangerous drugs. The difficulties of the task must be constantly borne in mind, but it would be wrong to be discouraged. Naturally, while the League discussed the matter, the over-production of drugs beyond the requirements of scientific and medical needs continued and, what was more important, one of the effects of the League's work had been to make manufacturers and traders concert together and come to an understanding. They worked in the dark and took advantage of the League's activity and the fears which it inspired.

He had some hesitation in accepting the Venezuelan proposal for an enquiry into the causes of the check in the League's work, since the causes did not appear to be difficult to discover. There were, in the first place, psychological and moral causes. Mankind was always in need of what might be called an artificial paradise, above all in times of crisis, such as those of recent years. There was, further, as Dr. Chodzko had pointed out, the formidable interest of the lucre to be derived from the manufacture and sale of dangerous drugs. If, however, the majority of the Committee thought the enquiry necessary, the Belgian Government would not refuse to accept it.

He wished to underline a certain analogy which existed between the work for the suppression of the illicit traffic in drugs and that for the limitation of armaments. The proceedings of the Disarmament Commission had revealed the methods which should be followed in that case, first, to endeavour to regulate international commerce and, secondly, to dermine and regulate manufacture in each State with a view to establishing a system of rationing, which should be proportionate to reasonable requirements. These principles should be applied in the campaign against opium and dangerous drugs. It was necessary to go to the root of the matter, and for this purpose to consider the question of rationing, special attention being paid to the individual interests of the different countries. The Belgian Government would be prepared to accept any practical proposals that were calculated to conduce to that end.

With regard to the British proposal for intervention by the postal authorities in the matter of the illicit traffic, the Universal Postal Union had agreed to take up one part of the problem, that concerned with the final use made of drugs which had been seized in the post. For certain countries like Belgium, however, under whose constitution the secrecy of postal matter was inviolable, it would be impossible to accept the formula authorising the postal authorities to open correspondence on the ground that they suspected it of containing illicit drugs. The Belgian Government could, however, accept another formula, namely, that, in cases where there were grounds for suspicion, the addressee or, possibly, the consignor should be asked to present himself before the postal authorities to open the package in their presence.

In conclusion, he wished to revert to an idea put forward in connection with the traffic in women. The Fifth Committee had recommended that the legislation of every country should contain very severe penalties and that these penalties should not only exist in the Code but should be rigorously applied in the courts of law.

In 1921, Count Carton de Wiart had succeeded in securing the introduction into the Belgian laws of very severe penalties for the illicit traffic in drugs, and he noted with satisfaction that the courts applied those penalties in the spirit in which they had been proposed and voted by Parliament. The interests of the illicit drugs traffic were enormous, and the penalties should be proportionately enormous. Every delegate should, in so far as his own country was concerned, see that the penalties were rigorous and that they were applied by the courts in the spirit in which they had been voted.

Mr. McLEAN (Canada) expressed the satisfaction of the Canadian delegation and people at the great interest taken in this question by the Fifth Committee this year.

The only way to attain success was to limit the manufacture and distribution of dangerous drugs. It did not suffice to attack the problem by enacting severe penalties and by means of strict police supervision. The resolutions submitted for the limitation of manufacture proved the determination of certain countries to achieve this end, and he specially welcomed the statements made on this subject by the French, Swiss and Japanese representatives. The resolutions were all more or less valuable, although one or two seemed to be somewhat pessimistic. He could not agree that there was ground for pessimism or that the efforts of the League had been fruitless.

The value of the Geneva Convention could not be appreciated until it had been ratified by a sufficient number of countries and had had sufficient time to show its effects. It was, however, necessary to go a step further, and he therefore supported the British delegation's resolution. He took it that in that resolution the words "morphine, heroin or cocaine" were intended to cover narcotic drugs generally. He hoped that the passage in the resolution reading "further recommends that the Advisory Committee should continue its study of the question, more particularly with reference to the steps that would be necessary in the event of factories being established in countries not at present manufacturing drugs" would not be taken to mean that either the British delegation or anyone who supported the resolution were looking for difficulties which did not yet exist. It would, however, be foolish to overlook the danger of factories being set up in other places, more especially in countries which were not Members of the League and which would not be bound by any agreement for limitation.

The only practicable method for the suppression of the illicit traffic was the limitation of manufacture, since drugs, unlike other articles, could not be manufactured without expensive apparatus and skilled labour. It was further to be hoped that the Governments concerned would unanimously consent to incur the very small loss which limitation would entail for some of their subjects, especially since they stood in the long run to profit by the consequent improvement in their moral and commercial reputation.

The CHAIRMAN said that, as had been decided, a meeting had taken place on the previous day between the proposers of the various draft resolutions to see whether one agreed resolution could be prepared. The result had been an increase and not a diminution in the number of resolutions, two new ones having been submitted. The first of these was a draft by the British delegation for an amendment of the Austrian delegation's resolution. He understood that the Austrian delegation accepted that amendment. The second resolution came from the Yugoslav delegation and dealt with the effective control of the illicit traffic in accordance with the Hague and Geneva Conventions. This resolution, while not an amendment to any other resolution, dealt with much the same subjects as the Venezuelan, Italian and Uruguayan resolutions and the principal British resolution. There was, further, a resolution by the Indian delegation, referring to the work of the Advisory Committee, and an amendment by the British delegation for revising its previous resolution.

There would, he thought, be no difficulty in taking a vote on the Austrian resolution, the British resolutions dealing with the revision of the Advisory Committee and the postal traffic, and the Indian resolution. In regard to the other resolutions, he proposed that, at the close of the general debate, the sponsor of each should be asked to make a brief statement in support of it. He hoped that this procedure would assist the delegates in taking a decision as to which resolution they would accept.

M. PARRA-PÉREZ (Venezuela) said that he had no intention of repeating the arguments which appeared to him to be in favour of the proposal he had submitted. He would leave it to the Rapporteur to mention, if necessary, the conversations which had been held on the previous day between the proposers of the different resolutions. He paid a tribute to the courtesy with which the British, Italian and Uruguayan delegations had dealt with the matter, and also to those delegates who had supported, at any rate, the principle on which his action had been based.

To those who thought that the enquiry which he proposed would be useless because the causes of the illicit traffic were known — and he was referring more especially to the Swiss and Belgian delegates — he would reply that the Venezuelan delegation was not asking for an enquiry into the causes of the illicit traffic but for a very different matter — an enquiry into the causes which had hitherto prevented the manufacturing countries from limiting the manufacture. The vital difference between the Uruguayan and Venezuelan resolutions lay in the fact that the former resolution proposed that the special Committee should be instructed to draw up a plan, whilst, according to the latter, the Committee would only make an investigation, leaving it to the Advisory Committee, in accordance with its normal duties, to prepare a plan.

To sum up, the Venezuelan delegation, which viewed with sympathy, although it reserved its opinion on their final form, the British proposals concerning the reconstitution of the Advisory Committee and the preparation of an agreement between the manufacturing countries by means of a conference, which, in the Venezuelan delegation's view, should be comprehensive, considered that it could not abstain from requesting the Committee to vote on its resolution and requested the Chairman to take a vote in due course.

M. DE VASCONCELLOS (Portugal) suggested that the Committee should follow the usual League procedure. The Sub-Committee consisting of the authors of the different resolutions,

which had met on the previous day, had been too small, in view of the wide divergence of opinions. He therefore proposed the appointment of another Sub-Committee, which would include other members of the Committee in addition to the movers of the resolutions. The Sub-Committee should be instructed to consider the draft resolutions and to present an agreed report, on which the plenary Committee would have little difficulty in coming to a decision.

The CHAIRMAN regretted that it would not be of much use to adopt M. de Vasconcellos' proposal in view of the results of the meeting held on the previous day. It was evident that agreement on the various draft resolutions could not be reached among the delegations which had proposed them. He thought that there was no reason why delegates should not be able to make up their minds to vote in favour of one or other of the resolutions. He was, however, of course, in the hands of the Committee.

M. SARDI (Italy) agreed with the Chairman. At the meeting held on the previous day it had been seen that there was a substantial difference in the points of view of the British and Italian delegations. The British draft resolution suggested that the most effective course would be to submit the question to a conference of the manufacturing Governments so that they might agree upon the methods of limitation. The Italian proposal, on the other hand, was based on the principle that no valuable work could be done in the campaign against the illicit traffic except by the League. The Italian delegation agreed that it would be well if the manufacturing Governments could come to an agreement, but it could not admit that the League should dissociate itself from the question. It was for the Plenary Committee to give a decision on these points.

M. DE VASCONCELLOS (Portugal) said that his proposal had been misunderstood. He had suggested that a Sub-Committee should be formed, consisting of the authors of the draft resolutions and other members to act as intermediaries, with a view to finding a good solution. If, however, the procedure suggested by the Chairman were preferred, he would withdraw his proposal.

The CHAIRMAN pointed out that the Rapporteur had attended the Sub-Committee on the previous day and had acted as intermediary. The result had been that he had submitted a new draft resolution of his own.

Professor BAKER (British Empire) thought that the Assembly Committees often lost time by going into Sub-Committee at too early a stage. That, however, had not been the case on the previous day. The time spent by the Sub-Committee had not been wasted. He agreed with the Chairman's proposal regarding the procedure for discussing the draft resolutions. He regarded the resolution submitted by the Rapporteur as an amendment to that of the Uruguayan delegation.

M. DE CASTRO (Uruguay) said that he had had formal instructions from his Government to maintain his resolution and he could not accordingly accept any amendment. He would submit his reasons in due course.

The CHAIRMAN proposed that the draft resolutions should be considered in the following order : (1) that of the Venezuelan delegation, (2) that of the Uruguayan delegation together with that of the Rapporteur, (3) the British and Italian draft resolutions with regard to the limitation of manufacture. The resolutions having already been fully discussed, he would urge speakers to limit their speeches to a statement of the principles involved. In that way it might be possible to come to a decision without undue delay. It was important that the foregoing resolutions should be passed in the course of the day, since under the Assembly's ruling they must be forwarded to the Fourth Committee by midnight.

The proposals of the Chairman were adopted.

The CHAIRMAN said that there were still certain speakers who wished to take part in the general discussion.

Sir Chunilal MEHTA (India) regretted that it had not been possible to submit copies of his draft resolution to the Committee earlier and he would, therefore, read it. His text was put forward not so much in support of the Advisory Committee and its Chairman, who were well able to look after themselves, but because it was necessary for the Assembly as a whole, speaking authoritatively on behalf of all States Members, to declare that those States were determined to put an end to the evil of the illicit traffic and that they would assist the Advisory Committee by all possible means in tracking down the traffickers.

His draft resolution was as follows :

“ The Assembly,

“ Having noted the report of the Advisory Committee on its twelfth session;

“ Expresses its satisfaction with the work which has been accomplished and particularly with the unremitting efforts of the Committee to secure the acceptance and execution of the Geneva Convention of 1925 and to expose the extent and methods of the illicit traffic ;

“ Desires that these efforts will be continued and will receive the full support of all States Members of the League, without whose determined co-operation the valuable recommendations of the Committee as to the methods of dealing with the illicit traffic must fail to produce their effect. ”

India had the cleanest possible record, not only in regard to opium but also in regard to the manufacture and control of drugs. He welcomed the resolution of the British delegation. No step could be more important at the present moment than the limitation of manufacture. No step could be too progressive so far as his country was concerned. He believed that that measure would achieve some of the effect sought by the Assembly. For the full effect to be attained, it might be necessary to go further and follow the example of India, which had for many years had a Government monopoly of the manufacture of narcotic drugs. He congratulated the Spanish Government upon having set up a similar monopoly in its country.

India was one of the consuming countries, one of the unfortunate victims. In the first six months of 1929 no less than 4,668 ounces had been seized by the police in India. The drugs came from various sources and bore different labels and they were distributed almost regularly over the six months in question. Certain seizures had exceeded 1,000 ounces in amount. It was therefore necessary for India that drastic steps should be taken and no step could be too progressive for that country. He therefore gave the fullest support to the principle of the British proposal and likewise to the Austrian resolution, which he believed was a substantial contribution to the debate. The unanimous efforts of the police of all countries would ensure a large measure of control.

Grave as the situation might be, there was perhaps no necessity for the pessimism expressed by certain members. The work of the Advisory Committee and the action taken by several countries had only laid bare the activities of those engaged in this nefarious traffic and, although the seizures showed no sign of diminution in quantity, there was no reason to believe that the efforts made so far had not met with the success they deserved. To bring greater success to those efforts the Advisory Committee must be supported in every possible way. With this end in view, he called special attention to the last part of his resolution and expressed the hope that the countries would stand by the declaration contained therein that they would do everything in their power to track down and punish the traffickers and co-operate with one another.

The Indian delegation believed that a small measure of control agreed to by a large number of countries would be more effective than stringent measures carried out only by a few countries. It therefore pressed for the ratification and rigorous application of the Geneva Convention. It was because of the enormous profits involved in the illicit traffic that it was necessary to make constant efforts to track down those engaged in it. That could only be done by all Governments constantly putting into force every detail of the Geneva Convention and the recommendations of the Advisory Committee. The Permanent Central Board had been in existence for only a short time but much would be expected of it. If, as he hoped, the Assembly gave its support to a scheme for the limitation of manufacture by rationing, it was to be feared that it would take some time for such a scheme to come into operation. There should be no relaxation of the fight in the meantime.

The Assembly should be asked to emphasise the fact that the League was not going to accept defeat and that it trusted its technical bodies. It was gratifying to note that various countries were taking action. He could not help thinking that if they gave, in their periodical reports to the Committees, which should be circulated to the States Members, full details of the seizures made, of the punishment awarded, of the import, export and stock of drugs, of the measures taken and proposed to be taken, the Fifth Committee would be in a position next year to take a general review and marshal its plan of campaign against this scourge of humanity.

M. FOTITCH (Kingdom of Yugoslavia), in reply to certain observations made by the Polish delegate, did not wish the Committee to remain under the impression that his country had accepted the Geneva Convention solely because it might be profitable to Yugoslav opium growers. He had been greatly astonished by the unfair construction placed by Dr. Chodzko on certain of M. Militchevitch's statements. According to the Minutes of the twelfth session of the Advisory Committee, M. Militchevitch had said :

“Public opinion was in full agreement with the policy of the League, and hoped that in the near future, when the Geneva Convention came into force, the activity of the League in this question would be found to have facilitated the use of all opium produced in the Kingdom of the Serbs, Croats and Slovenes for exclusively medical and scientific purposes — that was to say, for humanitarian aims.”

That, in point of fact, had been the result of the influence of the League in this question in Yugoslavia. It must be remembered that, in addition to the illicit traffic, there existed legitimate scientific and medical needs. If Dr. Chodzko had read further in the Minutes he would have seen what was the record of Yugoslavia. Yugoslavia was a producing country which prided itself upon never having been cited as having been implicated in any way in the illicit traffic.

Further, Dr. Chodzko might have seen from the Minutes that the Yugoslav Government was making the greatest efforts to keep production under the rigorous control of the public authorities, and M. Fotitch believed that it had succeeded in doing so. Yugoslavia had considered the problem to be an international one, and that in that sense it was its duty to co-operate in finding a solution. It was for that reason that his country had ratified the Geneva Convention. Moreover, the Minutes of the Advisory Committee showed that the Government had refused permission to establish a new drugs factory on the grounds that such a factory could only increase production and would not further the solution of the problem.

The Yugoslav Government had quite recently made another minor contribution. In the previous spring the authorities had ascertained that certain dishonest growers had sown 500 hectares with hashish as a substitute for the opium crop which had been impoverished by the severe winter. Although Yugoslavia had not then ratified the Geneva Convention and was therefore under no obligation to do so, the Government had ordered the destruction of the entire crop.

Dr. CHODZKO (Poland) thanked M. Fotitch for his explanations, but thought there was a misunderstanding. He had cited the following passage in the Minutes of the Advisory Committee :

“Numbers of opium producers in the Kingdom of the Serbs, Croats and Slovenes had the greatest confidence in the League's opium activities, because they hoped that the result would be an improvement in their own position. As a matter of fact, until the League took up that work, and until the Geneva Convention had been drawn up, it had been impossible for them to get into touch with the consumer abroad.”

Dr. Chodzko therefore adhered to his point of view. While he had no intention of quarrelling with M. Fotitch either personally or as representative of the Kingdom of Yugoslavia, he merely wished to support his argument that the work of the Advisory Committee had, in fact, led to results which were the reverse of what was desired.

M. FOTITCH (Kingdom of Yugoslavia) replied that the passage quoted by Dr. Chodzko had been amplified by a subsequent explanation in the Minutes and by an article by M. Militchevitch in the *Belgrade Economic Review*, indicating that M. Militchevitch had meant to convey that hitherto the trade had been in the hands of agents whose honesty there was ground for suspecting, and that there had been every interest in directing it towards countries where the control was more severe.

The CHAIRMAN, speaking in his capacity as representative of the Irish Free State, said that his country had no traffic in opium or other dangerous drugs and therefore his Government had thought that it would be doing no great harm, either to itself or to its neighbours, if it omitted to ratify the Geneva Convention. It had, however, changed its opinion for two reasons : first, it thought that it was necessary for every Member of the League to ratify a Convention of that sort, and, secondly, States which failed to ratify might be divided into two categories : those which had no interest in the question and those which had a very great interest in it. In addition to the reason already given and in order also to get rid of the confusion which might arise regarding the question to which of these classes a State could claim to belong, the Irish Government had thought it necessary to ratify the Convention as quickly as possible.

Prince VARNVAIDYA (Siam) said that his country had established a monopoly in both opium and drugs. It sent its annual reports regularly to the Advisory Committee and he had recently announced Siam's ratification of the Geneva Convention.

He was favourably impressed by the debates in the Fifth Committee, which showed a great advance both as to the importance attached to the application of the Geneva Convention and in the question of limitation. A number of resolutions would be placed before the Fifth Committee at a later meeting, and Prince Varnvaidya was thereby strengthened in his desire to urge the Rapporteur to consider the question of including in his report passages giving directions to the Secretariat :

- (1) To study and prepare a report for submission to the Advisory Committee on the data in its possession regarding the legitimate consumption of dangerous drugs, and
- (2) To take into consideration :

(a) The possibility of preparing a list of all the laws now in operation in the various countries regarding traffic in opium and other dangerous drugs, and the possibility of preparing a digest or survey of this legislation with a view to facilitating the more effective operation of the Geneva and Hague Conventions ;

(b) The desirability of making a careful comparative study of the seizure reports in the possession of the League with a view to bringing out the chief administrative weaknesses which they revealed.

As the foregoing study would mean extra work, Prince Varnvaidya warmly supported the British proposal that the Secretariat should be supplied with extra staff.

Hussein Khan ALĀ (Persia) said that the Persian delegation, being a fervent supporter of the principle of limitation, had decided to adhere to any proposal which might be made for the purpose of limiting the production of manufactured narcotic drugs by any means whatever.

The CHAIRMAN observed that all the draft resolutions presented had been submitted with the intention of strengthening the measures for the suppression of the illicit traffic. He therefore took it that the members of the Committee would wish that some of them should be passed. If those resolutions were to be effective, they must be forwarded to the Fourth Committee by midnight. It might therefore be necessary to hold a night session.

M. FOTITCH (Kingdom of Yugoslavia) thought that it would be difficult to conclude the discussion before midnight. The Committee had before it eleven draft resolutions, some of which gave ground for hope that progress, such as no one could have expected three or

four days ago, would at length be achieved. It would be regrettable if progress were to be held up by considerations of time. He would therefore suggest that the Chairman should send a letter to the General Committee asking for a few days' grace in order to allow the Fifth Committee to finish its discussion.

The CHAIRMAN observed that he had not had in mind the letter from the General Committee concerning the length of the discussions, but the necessity of the immediate adoption of certain resolutions which entailed applications for new credits. Under the ruling of the Assembly, such applications must be sent to the Fourth Committee by September 18th.

Professor BAKER (British Empire) wondered whether it would be impossible to ask the Assembly, at the meeting to be held the next day, to reverse its decision or to allow the Fifth Committee to present its resolutions to the Fourth Committee at a later stage.

The Fifth Committee was now on the point of beginning a discussion on one of the most important resolutions that had ever been placed before the League in the matter of dangerous drugs. The resolution was perhaps more important than the Geneva Convention itself. It would be deplorable if the result of rushing through the discussion were to be failure on the part of the League to take action in the present year. It had been impossible for the resolution to be submitted to the Committee before the previous Monday owing to the position then taken by certain delegations. The situation, accordingly, was an unprecedented one. He entered a strong protest against the system of holding night sittings, which resulted in bad work. The consequence might be that the Committee would prejudice one of the best chances it had ever had.

The CHAIRMAN replied that the danger was that the whole question might have to be postponed until the following year. It was this danger that he was anxious to prevent. He agreed that the Committee had reached a point which no one could have expected it to reach a short time ago. If the question were postponed until the following year, there was the risk that the atmosphere might change again for the worse.

Mr. McLEAN (Canada) suggested that, while the Committee might ask the Assembly for further time, it should nevertheless meet that night in order to try to dispose of the resolutions which did not entail new credits.

Draft Resolution proposed by the Venezuelan Delegation.

The CHAIRMAN proposed that the Committee should consider the Venezuelan delegation's draft resolution.

The Committee agreed.

The following draft resolution of the Venezuelan delegation was read :

" The Assembly,

" Being convinced that, so long as neither the principal nor even the subsidiary causes which have contributed to the continuance and development of the illicit traffic in narcotics are established, it will be impossible to suggest measures for the limitation of the manufacture of the substances covered by Chapter III of the Hague and Geneva Conventions, though such limitation has already been recognised by the Assembly as the most effectual means of putting an end to the traffic ;

" Recommends that the Council of the League of Nations should set up, under the presidency of the Chairman of the Permanent Central Board a special Committee of five members, including a member or assessor of the Advisory Committee, to enquire into the causes which have so far prevented the execution of the Hague Convention of 1912 and the Second Geneva Convention of 1925 in regard to the limitation of the manufacture of the substances covered by Chapter III of these two Conventions.

" The Council is requested to take measures to enable the said Special Committee to submit a report on its enquiry to the Advisory Committee in time for the session of January 1931 at latest.

" A special appropriation of 15,000 francs for the expenses of this enquiry will be made in Item 23, Schedule P, paragraph 3 (VI), of the budget for 1930."

M. PARRA-PÉREZ (Venezuela) said that he had nothing to add to his previous explanations, and he asked the Committee to vote on his proposal.

Professor BAKER (British Empire) pointed out that the Venezuelan resolution was in direct conflict with that of the British delegation, because it proposed an enquiry, while the British resolution proposed action. The British delegation did not believe that a further enquiry into the causes for the failure of the League's work was required, because those causes were perfectly plain. They were, first, the failure of the Governments to ratify the Geneva Convention ; secondly, their failure to apply practical administrative measures such as those indicated in the Code prepared by the Advisory Committee ; thirdly, their failure to take sufficiently rigid police measures in execution of such regulations as they had enacted ; and, fourthly, their failure to reach an international agreement upon the direct limitation of manufacture. It did not, therefore, seem necessary to have any special committee to investigate a problem that was perfectly clear. The difference between the Venezuelan and British

resolutions lay in the fact that the former, while desiring further action, called first for a further enquiry, while the latter said that an enquiry was unnecessary and that it was possible to take action at once. The enquiry proposed by the Venezuelan delegation would mean a delay of a year; the British delegation desired to save that year.

M. FOTITCH (Kingdom of Yugoslavia) said that he opposed the Venezuelan resolution for the reasons indicated by the British delegate.

M. PARRA-PÉREZ (Venezuela) said that, instead of reasons, Professor Baker had cited facts. M. Parra-Pérez had asked why the Governments had failed to apply the Geneva Convention and why they had not agreed upon the limitation of manufacture. The British delegate had failed to reply to those questions.

M. Parra-Pérez did not believe that the adoption of his proposal would cause a year's delay, because it was in no way his intention to hamper immediate action on the part of the Advisory Committee.

Professor BAKER (British Empire) said that the Governments had not carried out their obligations to limit manufacture because they had been unable to agree to do so, and because they had not wished to do so. The British Government had desired limitation and had made a proposal in that sense in 1924. It had wished to make limitation part of the Geneva Convention, but the other countries had not then been ready to accept that proposal. The situation, however, had now changed. In any case, however, he did not see how it would be possible or practicable to hold an enquiry into the reasons for which Governments had adopted a certain attitude. If both the Venezuelan and the British resolutions were adopted, the impression would be created that the League was proposing an enquiry into the reasons for not taking the action which it was on the point of taking.

M. VAN WETTUM (Netherlands), referring to his speech of the previous meeting, and Dr. VÖLCKERS (Germany) said that they could not accept the Venezuelan resolution.

M. SARDI (Italy) observed that the discussion had indicated several of the causes which had prevented the full and complete success of the League in its action against the illicit traffic. He considered that the observations of M. Parra-Pérez had had the result of placing the discussion on firmer and clearer ground. He appreciated his request for an enquiry, but did not think such an enquiry necessary at the moment. At the same time, the Venezuelan delegate's declarations would be of importance for any future discussion, and if, in the following year, the expected results had not been obtained, the Venezuelan resolution might be usefully taken up again. M. Sardi therefore would vote against it this year.

The resolution of the Venezuelan delegation was put to the vote and rejected by a show of hands.

Draft Resolution proposed by the Uruguayan Delegation.

The CHAIRMAN invited the Committee to discuss the proposal of the Uruguayan delegation, which was as follows :

"The Assembly, being convinced that, so long as the limitation of the manufacture of drugs laid down in the Hague and Geneva Conventions and recognised as necessary by the Assembly itself, by the Council and by the Advisory Committee has not been carried out, the campaign against the illicit traffic will be ineffective.

"Requests the Council of the League of Nations to set up, under the chairmanship of the President of the Permanent Central Board, a special Committee of five members, including a member or an assessor of the Advisory Committee, to frame a plan with a view to giving effect to the provisions contained in Chapter III of the Hague Convention of 1912 and the Geneva Convention of 1925.

"The Council is requested to take the necessary steps to enable the said special Committee to transmit to the Advisory Committee a report containing the proposals in question for the 1930 session, or for an extraordinary session before the month of May, so that the Council may be in a position to submit this plan to the Assembly at its next session."

M. DE CASTRO (Uruguay) said that the first paragraph of his proposal indicated clearly that it related solely to the limitation of the manufacture of narcotic drugs and not to control. Great confusion had been caused in this matter hitherto owing to the League's action in dealing with control rather than limitation, although the latter measure was prescribed by the Hague and Geneva Conventions. Limitation would exclude control and it was for that reason that he had been unable to accept the arguments advanced by the British delegate and the Rapporteur at the meeting of the Sub-Committee on the previous day.

The second paragraph of the draft resolution invited the Council, and not the Advisory Committee, to set up a Special Committee. This was because the Council was the competent authority for such appointments, although it might of course delegate its powers to the Advisory Committee or to any other body. It had been objected that it would be difficult to find from outside the Advisory Committee four members who would have adequate

knowledge and experience of the question to make it possible for the special Committee to come to a conclusion within a reasonable time. M. de Castro could not accept that view.

A further objection had been made that there was no need to prepare a plan since one already existed, namely, the Code of Administrative Regulations. He would point out, however, that the title of this Code indicated the difference between it and the plan he was proposing. His plan was to be one of limitation and had, as he had already said, nothing to do with control. His only object was the application of the provisions of the Hague and Geneva Conventions and the determination of some method for this purpose. He was, therefore, obliged to adhere to his proposal.

The third paragraph of his draft resolution indicated the time-limit to be assigned to the Special Committee in achieving its task. He was prepared to accept a date later than May 1930, provided that the resolutions adopted by the special Committee could be placed before the next Assembly. The object of this provision was to satisfy public opinion. It had been stated that the League had shown negligence in this matter. M. de Castro had received categorical instructions from his Government to say that Uruguay could not admit negligence of that sort, which could only be described as immoral. A speedy result was, therefore, required in order to satisfy public opinion.

It had, moreover, been objected that the Uruguayan resolution would entail an application for large supplementary credits. The reverse was the case. The session of the Advisory Committee would not probably exceed ten days and its expenses would not, most likely, be above 6,000 francs, which seemed an insignificant sum for so important a task.

It had been suggested to M. de Castro that it would be unwise to seek for too speedy a solution, since great progress had been made in the past year. Certain delegates had, in fact, stated that manufacture had been reduced in their countries, but only a few delegates had been able to make such a statement. Furthermore, the question was that of the illicit traffic, and owing to the fact that it was illicit and therefore clandestine it was difficult to assert that it had declined.

The Rapporteur and the British representative had urged M. de Castro to withdraw his proposal, it being understood that an appeal should be made to the Governments to notify, before May, their views on the Code of Administrative Regulations. He had consented to examine this proposal on the previous day, but he must now say that he could not accept it.

In 1927, the Italian delegation had suggested a system of rationing. That proposal had been rejected by the Advisory Committee. M. Cavazzoni, the author of the proposal, had been requested at the 1928 session of the Committee to prepare, in conjunction with certain other members, a code which should include any points in M. Cavazzoni's scheme which might be thought likely to be effective in tightening up the control, and any other similar measures. The code had been approved by the Advisory Committee and later by the Council in 1928. It had then been forwarded to the Governments, who had been requested to intimate their opinions regarding it. M. de Castro did not know how many Governments had replied or the nature of their replies. In any case, however, he would observe that the code was concerned solely with control and not with limitation. It could not, therefore, be a substitute for the plan suggested by the Uruguayan delegation.

In conclusion, M. de Castro pointed out that a number of delegates had already spoken in favour of direct limitation and others in favour of rationing. To be logical, therefore, those delegates should accept the resolution for the preparation of a plan for limitation. To vote against the resolution would be to vote against their previous declarations.

Professor BAKER (British Empire) said that it was plain that, while the Uruguayan resolution differed in some points from that of the Venezuelan delegation, in other ways it was precisely the same. It proposed to set up a new Committee and to prepare a new document, the only result of which would be to postpone the British resolution for practical action. The Uruguayan delegation desired a plan to carry out Chapter III of the Convention. Two things were necessary to carry out that chapter — first, plans for control, and, second, plans for the limitation of manufacture. As to the first point, the Geneva Convention contained everything that could be put by way of a concrete, practical plan into an international instrument supplemented from time to time by the recommendations of the Advisory Committee and by the Code of Administrative Regulations. Accordingly, so far as the traffic was concerned, it did not seem that any case had been made out for thinking that a new plan was required.

M. de Castro further wished to have a plan for the limitation of manufacture. The British delegation proposed the preparation of a plan for limitation by an agreement among the manufacturing countries, and it believed that its proposal would result in the saving of a year, which would be lost if M. de Castro's proposal were adopted.

Professor Baker sympathised greatly with the Uruguayan resolution, because there were weak spots in the League work. M. de Castro had spoken of negligence. Negligence could not be attributed to the Advisory Committee but only to the Governments which had failed to apply the agreements which their delegates had concluded at Geneva. It was for that reason that the British delegate would give its entire support to any proposal which the Rapporteur might make with a view to calling the attention of the national Governments once again to the Code of the Advisory Committee and exercising the full pressure and power of the Assembly to induce these Governments to accept the Code.

M. FOTITCH (Kingdom of Yugoslavia) had hoped that his resolution, which was submitted as a compromise, would satisfy the Uruguayan delegate. As that had not been the case, he would be unable to accept the Uruguayan resolution.

The Uruguayan delegate had referred to the position of the League *vis-à-vis* public opinion. Before making any charge against the League, public opinion should turn its attention to the Governments which had failed to carry out their obligations under the existing Conventions. There was, therefore, an excellent opportunity for public opinion to bring pressure to bear on the Governments to apply the measures recommended in the Code. As regards the criticisms of the Advisory Committee, M. Fotitch would give his opinion on the matter at a later stage in the discussion. The fact that the Fifth Committee had no information concerning the attitude of the Governments to the Code of Administrative Regulations was due to the fact that the Advisory Committee, in forwarding the Code to the Council, had not suggested that the Governments should be asked to give an opinion, and therefore no opinion had been asked for.

In conclusion, M. Fotitch urged the Committee to reject the Uruguayan resolution, since he thought that his own resolution was calculated to give the Uruguayan delegate complete satisfaction.

M. SARDI (Italy) observed that the Uruguayan proposal was, in substance, one of no confidence in the Advisory Committee and even in the action of the League in regard to opium and dangerous drugs. He thought, too, that something further was required in order to achieve concrete results. Again, if he supported M. de Castro's resolution, he would be obliged to reject that of the Indian delegation, which was a motion of confidence in the Advisory Committee, and M. Sardi intended to support the Indian resolution.

At the meeting of the Sub-Committee it had been thought that M. Fotitch's proposal was fully calculated to give as much satisfaction to the moral considerations raised by M. de Castro as the latter's own proposal. M. Sardi would vote against the Uruguayan resolution because he considered that the Advisory Committee consisted of men who were fully acquainted with the question, and that the special Committee which had been suggested could not add anything to the results obtained by the Advisory Committee.

The discussion was adjourned until the next meeting.

EIGHTH MEETING.

Held on Wednesday, September 18th, 1929, at 10.30 p.m.

Chairman: Mr. O'SULLIVAN (Irish Free State).

16. **Work of the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs during its Twelfth Session** (continuation).

Letter to the Secretary-General from the Consul of Costa Rica (document A.51.1929.XI).

The SECRETARY read a letter to the Secretary-General announcing that the Government of Costa Rica accepted the fundamental principles of a plan for the limitation of the production of narcotic drugs.

The Committee would no doubt wish to take note of this interesting communication as indicating the keen desire of the Government of Costa Rica to take part in vigorous action. The report of the Government of Costa Rica had been distributed to all States Members of the League, to the Members of the Assembly, and to the members of the Advisory Committee.

Draft Resolution submitted by the British Delegation.

The CHAIRMAN opened the discussion on the draft resolution proposed by the British delegation and on its amendment to that resolution. The texts read as follows :

“ The Assembly,

“ Impressed by the disclosures made in the report of the Advisory Committee as to the large quantities of dangerous drugs still passing into the illicit traffic ;

“ Recalling the proposals made in connection with the Geneva Conference of 1924-25 for the direct limitation by agreement between the Governments of the manufacturing countries of the amounts of such drugs manufactured ;

“ Taking note of the declarations made, in the course of the present meeting of the Assembly, by the representatives of France and Japan that their Governments have decided to impose such a limitation on their manufacturers ;

“ Recognising that the Geneva Convention of 1925 provides indispensable machinery for the national and international control of the traffic in drugs, but that, owing to the delay in bringing the Convention into force, its full effects cannot be realised in the near future ;

“ Desiring that, if possible, steps supplementing the Convention should be taken without delay to limit the manufacture of dangerous drugs to the amounts required for medical and scientific purposes :

“ Recommends that the Council should invite the Governments of the countries in which morphine, heroin or cocaine are manufactured to confer together as to the possibility of arriving at an agreement as to the total amount of each of those drugs to be manufactured annually and as to the quota of that amount to be manufactured by each of those countries, and that the Secretary-General should be authorised, in the event of the acceptance of that invitation, to give such assistance to the Governments as they may desire ;

“ Further recommends that the Advisory Committee should continue its studies of the question, more particularly with reference to the steps that would be necessary in the event of factories being established in countries not at present manufacturing the drugs.”

Amendment to the above Resolution proposed by the British Delegation.

“ Further recommends that the Advisory Committee should watch carefully the working and effects of such an agreement, if concluded, and continue its study, in conjunction with the Health Committee of the League, of the world's requirements of the drugs for medical and scientific purposes and submit to the Council any recommendations that may appear desirable to prevent any undue increase in the price of drugs necessary for medical or scientific purposes, or as regards the steps that would be necessary in the event of factories being established in countries not at present manufacturing the drugs, and as regards the extension of any such agreement to other countries.”

Viscount MUSHAKOJI (Japan) and M. PERNOT (France) submitted certain textual amendments, which were referred to the Rapporteur.

M. DE VASCONCELLOS (Portugal) proposed that the resolution should cover, in addition to morphine, heroin and cocaine, other equivalent manufactured drugs.

M. DOLLFUS (Switzerland) thought that other drugs covered by Article 10 of the Geneva Convention should be included.

M. VAN WETTUM (Netherlands) suggested that both Articles 4 and 10 should be mentioned.

On the CHAIRMAN'S proposal, the matter was left to the Rapporteur for final drafting.

M. CASARES (Spain) said that, for the moment, it was only possible for him to make observations of a subsidiary character so long as no decision had been taken on the Uruguayan draft resolution, which differed substantially from the British resolution.

The Uruguayan resolution proposed the preparation of a plan with a view to the application of the provisions contained in Chapter III of the 1912 Hague Convention and the 1925 Geneva Convention.

The resolution submitted by the British delegation was drawn up in terms which did not permit of the same elasticity. The British resolution was, in fact, based on the idea of rationing. It proposed that the Council should invite the Governments of the countries where morphine, heroin or cocaine were manufactured to confer on the possibility of reaching an agreement on the total quantity of each drug manufactured annually and the proportionate amount of that quantity which should be manufactured in each of these countries.

The German delegation, however, had given the Committee to understand that it would support the principle for the limitation of manufacture on which the American scheme was based. There was ground, therefore, for fearing that, if the British resolution were accepted, the German Government might be unable to take part in the conference of the manufacturing countries.

M. Casares proposed, therefore, that the Governments of the manufacturing countries should be invited not only to agree on the total quantity of each of the drugs to be manufactured each year and the quota to be manufactured in each country, but also to prepare a plan with a view to giving effect to the provisions of Chapter III of the 1912 Hague Convention and the 1925 Geneva Convention.

The essential thing was to make the British draft resolution more elastic, and to make it possible for the conference to study not only a scheme of limitation based on the principle of rationing, but also to take into consideration the fundamental principles of the American scheme, which had been already accepted by, at any rate, two countries which were Members of the League.

The CHAIRMAN observed that textual amendments would be referred to the Rapporteur, who would prepare the final draft of the proposal. He asked whether there was any objection to including the Spanish amendment.

Professor BAKER (British Empire) thought that the Spanish amendment would require a discussion on the point of substance. It was impossible to take up such a discussion for the moment.

M. Wu (China) also had an amendment of substance to submit.

He reminded the Committee that the principal consuming countries were as directly interested in the problem as the producing countries, and proposed that the resolution should invite not only the Governments of the manufacturing countries but those of the principal consuming countries to come to an agreement on limitation.

M. SARDI (Italy) observed that for some days the Committee had been oscillating between the proposals of the Venezuelan, Uruguayan, British and Italian delegations, without dealing with the substance of these various resolutions, as would have been the normal procedure. He still did not understand how the Committee could discuss textual amendments when the principal question had not yet been debated.

The CHAIRMAN said that, for the moment, the Committee was confining itself to an examination of the amendments which had been submitted, and that, if there was any objection on the part of any delegation to the inclusion of any proposed amendment, it need only be mentioned.

Professor BAKER (British Empire) supported the Chairman. For the moment it was only intended to admit amendments which were amendments of pure form or which received general agreement. In this connection, he observed that the Chinese delegation's amendment, like the Spanish amendment, was one of substance, which would involve an exhaustive discussion.

Draft Resolution submitted by the Uruguayan Delegation (continuation).

The CHAIRMAN put the Uruguayan draft resolution to the vote.

Only three members voting in favour of it, *the draft resolution was rejected.*

Draft Resolution submitted by the British Delegation (continuation).

The CHAIRMAN suggested that the Committee should resume the discussion of the British draft, but in view of the late hour it was obvious that it would be impossible to arrive at a decision that night. He proposed, therefore, to write to the Fourth Committee saying that the Fifth Committee could only present its decision on the following day, and that for the moment it was impossible to state whether that decision would be based on the principles recommended by the British delegation or on those proposed by M. Wu. He would indicate vaguely in the letter the two new credits which would be required according to whether the one or the other of these proposals was adopted. This would not commit the Committee in any way, and was a method of ensuring that a mere technical objection should not block the result of the discussion.

The Chairman's proposal was adopted.

M. SARDI (Italy) was entirely opposed to the British proposal. Italy, which was not a producing country, had no interest in the question of dangerous drugs. His country had always upheld the principle of direct limitation, even when it had been almost the only country to advocate this measure. M. Sardi noted that it had now at last been recognised that this principle was the only one which was capable of achieving success. It might, therefore, now be hoped that every Government would do its best, not only to intensify the ratification of the 1925 Convention, but also to make energetic and decisive efforts to secure success.

Those who deplored the causes of the failure encountered hitherto had often reproached the Advisory Committee with negligence. Some delegations had recommended enquiries and others the use of extremely vigorous means. However that might be, it must be recognised that, hitherto, no tangible results had been achieved. It was therefore necessary to secure direct limitation.

The British proposal laid down quite different lines of action from those contained in the Italian proposal, but the Italian delegation was in no way opposed to the basic idea of the British draft, since it regarded it as a means of taking a first step of some importance.

The substance of the problem, however, was as follows: Article 23 (c) of the Covenant explicitly entrusted the opium problem to the League. The British proposal, however, was confined to making a recommendation that the Council should invite the Governments of the manufacturing countries to a Conference. A course of that sort was directly at variance with the categorical provisions of the Covenant and it jeopardised the entire authority of the League. The detractors of the League said that it had done nothing. Was this, then, the proper moment to decide to give up the problem? Was it the proper moment to refer the matter to the interested Governments and to ask them to reach an agreement which they had not been able to achieve under the jurisdiction of the League? Suppose the conference failed!

Furthermore, under the British proposal, the Advisory Committee, after abandoning the power of initiative which belonged to it by right, and after attending passively the Conference of the producing countries, would be instructed to ensure the enforcement by the consuming countries of the resolutions passed by the producing countries. Moreover, the first step would be to ask the producing countries to confer together with the object of determining the amount to be manufactured, and, afterwards, the Advisory Committee would be asked to determine the world's medical and scientific needs. The order of procedure should be the reverse.

It was true that a derogation had already been made to the principles of the Covenant in regard to the problem of smoking opium, but it was just because an exception had already been made, and one, moreover, which had been useless and which had only resulted in a loss of time, that the Italian delegation had been opposed to any further exception which would become the rule.

Rapid action was essential, and it was for this reason that the British proposal should not be accepted. How would it be possible to consent to a Conference of the producing countries which would be attended by none of the consuming countries, which had been called — even more appropriately — the victim countries, in the matter of the illicit drugs traffic? It had been said that there were certain interested countries and certain countries with too strong an interest. The question must not be abandoned to the latter.

It was the League itself which should endeavour to solve the problem.

Furthermore, in this connection, M. Sardi recalled the objections submitted by M. Fotitch at the previous meeting. Supposing even that the manufacturing countries achieved some result. Would it be final and binding on the others? If so, would that result bind a country which began later to manufacture narcotics?

The Italian delegation, therefore, was completely opposed to the British resolution. It accepted, however, the amendment which the Polish déléation had submitted to the Italian draft, to the effect that the plan recommended in the Italian draft should be prepared in time for submission to the eleventh Assembly of the League.

M. Sardi pointed out that he was not asking for a Conference at which all the Governments would be represented. He was only asking — but with insistence — that the Conference should be a meeting of the producing and consuming countries and that it should be convened on the initiative and under the auspices of the League.

Should this proposal not be adopted, the Italian delegation would be obliged to re-state its observations in the Assembly itself, in defence of the Covenant which the Italian Government had signed and which it wished to see observed in all events.

The CHAIRMAN noted once again that it was impossible to reach an immediate decision. He would therefore write to the Fourth Committee the letter to which he had referred. The various amendments submitted during the meeting would be referred to the Rapporteur for final drafting. The British proposal as amended, together with the amendments proposed by the Spanish and Chinese delegations, would be distributed before the next meeting.

The discussion was adjourned to the next meeting.

NINTH MEETING.

Held on Thursday, September 19th, 1929, at 10 a.m.

Chairman: Mr. O'SULLIVAN (Irish Free State); Countess APPONYI (Hungary) took the Chair for part of the meeting.

17. Work of the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs during its Twelfth Session (continuation).

Amended Draft Resolution submitted by the British Delegation (document A.V.16).

The CHAIRMAN submitted the following revised text of the resolution proposed by the British delegation:

“The Assembly,

“Impressed by the disclosures made in the report of the Advisory Committee as to the large quantities of dangerous drugs still passing into the illicit traffic;

“Recalling the proposals made in connection with the Geneva Conference of 1924-25 for the direct limitation by agreement between the Governments of the manufacturing countries of the amounts of such drugs manufactured;

“Taking note of the important declaration made, in the course of the present meeting of the Assembly, by the representative of France that his Government had decided to impose such limitation on its manufacturers and of the declarations made by other Governments as to limitation;

“Recognising that the Geneva Convention of 1925 provides indispensable machinery for the national and international control of the traffic in drugs, the effective application of which should be secured in all countries at the earliest possible date; but that, owing to the delay in bringing the Convention into force, its full effects cannot be realised in the near future;

“Desiring that, if possible, steps supplementing the Convention should be taken without delay to limit the manufacture of dangerous drugs to the amounts required for medical and scientific purposes:

“ Recommends that the Council should invite the Governments of the countries in which morphine, heroin, cocaine, and the other drugs referred to under Article X of the Geneva Convention are manufactured to confer together as to the possibility of arriving at an agreement as to the total amount of each of those drugs to be manufactured annually and as to the quota of that amount to be manufactured by each of those countries, and that the Secretary-General should be authorised, in the event of the acceptance of that invitation, to give such assistance to the Governments as they may desire ;

“ Further recommends that the Advisory Committee should watch carefully the working and effects of such an agreement, if concluded, and continue its study, in conjunction with the Health Committee of the League, of the world's requirements of the drugs for medical and scientific purposes and submit to the Council any recommendations that may appear desirable to prevent any undue increase in the price of drugs necessary for medical and scientific purposes, or as regards the steps that would be necessary in the event of factories being established in countries not at present manufacturing the drugs, and as regards the extension of any such agreement to other countries. ”

Dr. VOELCKERS (Germany) regretted that the Committee had been unable to arrive at a decision on the previous evening. It seemed to him essential to come to a satisfactory conclusion in the general interest and in the interest of the campaign against the illicit drug traffic. A solution was particularly necessary to meet the interests and desires of Germany. The German Government was prepared to co-operate sincerely in the restriction of the manufacture of drugs. If, in the remarks he had made two days previously, Dr. Voelckers had suggested the American scheme as a basis for the Committee's studies, it was because that scheme had formed the starting-point for the present discussion.

The German Government had been opposed to the resolutions submitted by the Venezuelan and Uruguayan delegations. It had not intended to oppose the Italian resolution (document A.V.10); but, having later taken cognisance of the British proposal, it had considered the latter the more useful of the two. Dr. Voelckers associated himself with this resolution and with the amendment submitted by the British delegation and would accordingly vote in favour of it.

It would signify a great advance if the manufacturing countries could collaborate by means of an agreement for the limitation of their manufacture. The success of limitation would depend on the agreement to be concluded between the countries concerned. An international agreement of that sort concluded under the auspices of the League would be a very effective guarantee, and the consuming countries would cease to consider themselves victims. All grounds for apprehension would disappear.

He regretted that he was unable to accept the Spanish amendment. The vote taken on the previous day on the proposal of the Uruguayan delegation, which had more or less the same object in view, was a clear indication of the Committee's opinion on the subject.

Dr. CHODZKO (Poland) wished to ask the British delegate for certain explanations concerning his resolution.

The amendment submitted by the British delegate to his resolution recommended that the Advisory Committee should “ continue its study, in conjunction with the Health Committee of the League, of the world's requirements of the drugs for medical and scientific purposes ”. That study had been carried out by the Health Committee five years previously, and had led to results which were a matter of general knowledge. Dr. Chodzko did not see, therefore, what new studies were contemplated in the British proposal.

In the second place, the British delegation's original resolution suggested that the Council should be requested to invite the Governments of the manufacturing countries “ to confer together as to the possibility of arriving at an agreement as to the total amount of each of the drugs to be manufactured annually, and as to the quota of that amount to be manufactured by each of those countries ”. This wording was not clear. Did the British delegation think that it was possible to determine in advance, over a long period of years, say ten to twenty years, the amount of drugs which were to be manufactured annually, and, if so, how could that proposal be carried out ? It seemed difficult, moreover, to limit for the first year the production of drugs for medical and scientific requirements. The Conference of the manufacturing countries was to be convened under the auspices of the League, and, therefore, if the Conference were to result in the League's sanctioning a reduction of the annual output for the first year, and if this output in fact exceeded the legitimate world needs, Dr. Chodzko feared lest the consequence might be that the League would be indirectly authorising the manufacturing countries to produce drugs in excess of the legitimate quantities — that was to say, drugs which were intended for the illicit traffic.

M. PERNOT (France) said that the Committee had reached the crucial point in the discussion. He noted with satisfaction that all the members agreed upon the object to be attained, and that, following the declaration made by the French delegation with regard to the limitation of manufacture in France, all delegations had testified to the necessity of limitation.

The question now under discussion was simply one of a difference of opinion between the British and Italian delegations as to method. The French delegation, which had studied with the greatest care all the various resolutions presented and which fully recognised the great value of the Italian resolution, had decided to adhere to the British proposal.

The Italian proposal had the disadvantage that it would not be possible to arrive sufficiently rapidly at a practical solution. The French delegation considered that the time for enquiry was past, and that it had now become necessary to enter upon the path of practical realisation. It therefore accepted the British resolution because it thought that it would achieve concrete results more rapidly. In point of fact, the Committee had already decided this question when it had rejected the proposals of the Venezuelan and Uruguayan delegations on the ground that they called merely for further enquiries and would not lead to direct results. Nevertheless, M. Pernot saw no fundamental incompatibility between the British and Italian points of view.

He would, however, reply to certain objections which had been made by M. Sardi. The Italian delegate had said that, if the Conference were confined to the manufacturing States alone, the non-producing States — that is to say, those which were called the "victim" States — would be unrepresented, and that this was inadmissible. Reference, too, had been made to certain conversations during which the idea of a general Conference had been considered. The French delegation thought that it would be a difficult and, in particular, a lengthy business to convene a general Conference of all the States, and that, as it was particularly desirable to achieve speedy results, and as the manufacturing countries unanimously accepted the principle of limitation, it was essential to take advantage of the present favourable atmosphere.

Further, it must not be forgotten that, side by side with the conference of the manufacturing States, there would still continue to exist a permanent body, the Advisory Committee, which was bound to play the part upon which the Italian delegation had laid so much stress. The French delegation had never supposed that the conference of manufacturing States would work, so to speak, in a watertight compartment. It would, on the other hand, work not only in close co-operation with the Advisory Committee, but on the basis of the data supplied by the Committee. Nevertheless, the French delegation was so desirous that the "victim" States should have an opportunity of stating their views, that he would press the British delegation to accept an additional paragraph to its resolution in the following terms :

" The Committee recommends also that the membership of the Advisory Committee be extended in order to ensure more effectively the representation of non-manufacturing countries. "

There were two distinct problems which must be considered separately. The first thing was to determine the world's needs in narcotic drugs. That task could not be carried out by the Conference of manufacturing countries alone. It would have to be achieved in close co-operation with the Advisory Committee, the Permanent Central Board and the Health Committee of the League. It would then be necessary to examine a scheme of quotas of manufacture, and this was a matter which interested first and foremost and almost exclusively the manufacturing States. This was the problem to be solved at the Conference. If, later, a general Conference appeared necessary, France would be prepared to accept it ; but for the moment M. Pernot considered it more expedient to be content with the British resolution, amended in the sense which he had just indicated.

Finally, the Italian delegate had referred yesterday to what he had termed an abdication on the part of the League, in the event of the British resolution being adopted. If the French delegation had imagined for one moment that the adoption of the British resolution would have resulted in anything resembling, even remotely, an abdication of its powers by the League, it would never have given it its support. It thought, on the other hand, that it was under the League's supervision, with the League's assistance, within the limits of the League's constitution and through the League's action that the problem should be solved, and the objection raised in this respect by the Italian delegation was completely met by pointing to the part to be played by the Advisory Committee, in accordance, moreover, with the terms of the Covenant.

This did not, of course, mean that the British resolution was not capable of improvement. All human work was imperfect, but with the adoption of that resolution a serious advance would have been made, once the manufacturing States, working in close co-operation with the Advisory Committee, had consented to limit manufacture within the length and breadth of their respective territories.

It had been said that the League was dissociating itself from the campaign against illicit drugs, and that it had failed. The League would indeed have failed if, after the hopes that had been aroused at the beginning of the discussion, the Fifth Committee failed to achieve any practical result.

M. Wu (China) believed that there was a general desire on the part of all the members of the Committee to find a solution of this grave problem. He noted an important passage in the British resolution stating that the manufacture of dangerous drugs was to be confined to purely medical and scientific purposes, instead of the vague adjective "legitimate" used previously. There was now, therefore, a clear definition of what was meant by the term "legitimate".

In general, he was in favour of the British resolution. He had intended to propose an amendment regarding the various kinds of harmful drugs, but had been anticipated by the Portuguese delegate and by the more specific statement of the Swiss delegate. He supported, therefore, the amendment presented on this point.

The only object of the amendment proposed by the Chinese delegation on the previous evening had been to ensure that the principal consuming countries, at least, should be represented at the Conference. The Italian delegate had taken a stand on this matter from

the legal and constitutional points of view. M. Wu advocated the enlargement of the Conference in a spirit of realism. It had been argued that, if the Conference were restricted to the manufacturing countries, the latter would be put upon their honour and the limelight of public opinion would be thrown on their discussion. What did the Conference mean? It meant the drawing of a line of demarcation between the permissible production and excess production. Excess production meant that every gram in excess of purely medical and scientific needs would be available for the debauching of humanity; that was to say, every excess gram or kilogram or ton would be paid for by drug addicts, not only in gold but also in suffering and blood.

Such being the meaning of the conference, there was every reason for the participation of, at any rate, the principal consuming countries. While he had every confidence that the manufacturing countries would not suggest the production of a single excess gram, it must be remembered that the manufacturing countries would be in the difficult position of having to impose upon themselves a self-denying ordinance. There were fanatics who would not be satisfied unless the Conference agreed that production should be represented by the figure zero and hence, whatever the figure agreed upon, if the Conference were confined to the manufacturing States, it would fail to satisfy a certain portion of public opinion. In order, therefore, to ensure a greater moral effect and to protect the manufacturing countries themselves, it was desirable that the consuming countries should be represented. Another argument was the fact that figures were notoriously unreliable and the facts extremely difficult to obtain. After all, the consuming countries might have something of value to contribute to the discussion.

A further reason in favour of the Chinese proposal was that the countries most vitally interested in the deliberations of the Conference would not be the manufacturing countries — although they might have factories which would be affected by the result of the Conference — so much as the consuming countries, since every excess gram produced would be consumed by their peoples.

It had been objected that a general Conference would entail a delay in achieving the desired result. The Chinese delegation's proposal, however, was that only the principal consuming countries should be represented and these were comparatively few in number.

Count CARTON DE WIART (Belgium) said that his Government had no particular interest in this grave question. Belgium had no drug factories and the number of addicts in the country was not above the average in the neighbouring countries. The Belgian Government, however, was greatly concerned with the question, which was of paramount interest from the moral and health points of view.

The object of the present discussion was to find a solution which would satisfy public opinion. Count Carton de Wiart had been impressed by the spirit of the debate. This was the first time that a strong majority, and perhaps unanimity, had been obtained with regard to rationing. It would be most regrettable if, after the lofty words that had been spoken and the many resolutions submitted, the Committee had to record nothing but failure.

There were obviously certain objections which could be made against the British resolution. It was essential to avoid disappointing public opinion and it must be agreed that, if the Conference were limited to the countries which to-day were manufacturing countries, the result might be a decision which would not close the door to all abuses or might even lead to the creation of new ones. In other words, the effect would be merely to postpone the disappointment of public opinion.

The great defect of the British proposal lay in the possibility that, while the six or eight manufacturing countries conferred together with a view to determining their quotas, other factories might be set up in other countries. The list of the countries where factories existed at present could not be considered as unalterable. The capitalists or industrial groups which administered them were often cosmopolitan in character and they would not fail, stimulated by the very considerable interests involved, to move the centres of production elsewhere. If new factories were thus set up in other countries, what influence would the decisions of the Conference have on the Governments of those countries?

It was for this reason that Count Carton de Wiart was inclined to support the Italian and Chinese proposals. He would emphasise once more the analogy which existed between the limitation of drugs and the reduction of armaments. In the case of the arms traffic, the League, instead of confining itself to a Conference of the manufacturing countries only, had convened a Conference to which all States had been invited, even those which were not Members of the League. An invitation to all States to attend a general Conference for this purpose did not mean, moreover, that they would all participate in it. But they could all take part if they wished to do so, and could not raise, as an objection to the discussions, that they had been excluded from them.

The Belgian Government was anxious to do everything in its power to promote a practical solution. With this object, he thought that the preamble of the British proposal should be accepted, but that the recommendation could be drafted in such a way as to provide for a larger Conference, which neither the so-called consuming countries nor even those which were considered to be, in particular, manufacturing countries, should be precluded from attending. He did not wish to propose a definitive text, but would suggest something in the following sense:

“ Recommends that the Council should invite the Governments to confer together as to the total amount of each drug (morphine, heroin, cocaine and other dangerous drugs) and as to the quota of that amount to be manufactured in various countries, and that the Secretary-General should be authorised, in the event . . . ” (rest as in English text).

M. CASARES (Spain) said that his country, which had solved the internal problem by the adoption of very advanced legislation and was not a manufacturing country, was in a position to consider the limitation of manufacture in a purely objective spirit. It was particularly anxious to see this problem solved. It was for this reason that the Spanish delegation had drawn the Committee's attention to what it had considered to be a certain narrowness of scope in the British resolution, since it referred to limitation by means of rationing, whereas the representative of one of the great manufacturing countries — Germany — had clearly indicated that his Government recommended the solution of the problem by the more elastic method of the fundamental principles on which the American scheme was based. The Spanish delegation had wished therefore to suggest the possibility of amending the terms of the British resolution so as to make it more elastic. In view, however, of the statement made by the German representative at that meeting in support of the British resolution, and in view of the rejection of the Uruguayan resolution, the Spanish delegation's amendment, which had been conceived in a spirit of conciliation, had no further *raison d'être* and, for that reason, M. Casares would withdraw it.

The CHAIRMAN observed that a number of amendments to the British resolution had been put forward. There was general agreement on the principle of limitation. The only differences related to the question of method. The Rapporteur had prepared an amendment to the British resolution in which he had endeavoured to give proper weight to all the various views and suggestions that had been advanced. The Chairman hoped, therefore, that it would be possible to obtain general agreement on the Rapporteur's amendment. He would once again remind the Committee of the absolute necessity of settling this question at the present meeting.

The amendment of the Rapporteur was as follows :

“ I. Regards the principle of limitation of the manufacture of drugs by international agreement as now accepted ;

“ II. Requests the Advisory Committee to prepare plans for such limitation, regard being had to world requirements and the means of preventing an increase in price which would lead to the establishment of new factories in countries which are not at present manufacturing countries ;

“ III. The Committee's report will be submitted 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 whether certain experts of the Opium and Health Committees should be included ;

“ IV. Recommends, lastly, that the Advisory Committee be instructed to ensure more effective representation on that Committee of the non-manufacturing countries.”

Professor BAKER (British Empire) said that, in deference to the Chairman's request that speakers should be as brief as possible, he would refrain from answering the questions put by the Polish delegate, to whom he would otherwise have wished to reply.

He thanked the Spanish delegate for withdrawing his proposal, thus showing the spirit of conciliation which enabled the League to achieve results.

At the previous meeting, a number of severe comments had been made upon the British proposal. Professor Baker had not been sure, at the end of the Italian delegate's observations, whether M. Sardi was not putting forward the proposal that he preferred an enquiry of the kind suggested by himself to a Conference of the kind suggested by the British delegation. If that were the case, it would be necessary to battle to the last ditch. The Italian delegate had urged the Committee to bear in mind the terms of the Covenant and the principles of the constitution of the League and to do something to placate public opinion. The British delegation believed that there was nothing of greater importance than the observance of the principles of the League's constitution, the strengthening of the League's hands and the building up of a sound and informed public opinion.

The Italian delegate had further said that he did not wish the League to be put on one side. The British resolution proposed a Conference to be convened by the Council at the request of the Assembly, a Conference which would be like any other Conference held under the auspices of the League.

The Italian delegate had further said that the adoption of the British proposal would involve a violation of Article 23 of the Covenant. Article 23 referred to the treaties which had been made; those treaties were the Hague and Geneva Conventions. Under those Conventions, the Member States had an individual national obligation to limit their manufacture, and nothing was said as to international action in any treaty or convention whatever. The French and Japanese Governments were now fulfilling their duty under the Convention. Such was the reason for which the British delegation had suggested a Conference confined to the manufacturing Powers. No violation was involved either of the Covenant or of the principles of the Hague and Geneva Conventions.

The British delegation did not, however, wish to take its stand on purely legal forms. It agreed that a principle was involved, the principle that everything to do with the drug traffic was a matter of concern to all States — the manufacturing States, the consuming States and those States which formed centres of the traffic or the transit trade. The British delegation was proposing international action by those Governments which could achieve an immediate result.

Broadly speaking, the Conference would have to settle two matters, the first of which was the total of world production to be permitted in future. In arriving at this figure, the Conference would not be acting in the vague but on the basis of the decisions of the League, and, if any generally satisfactory proposal were made for a practical solution for rationing, the British delegation would be prepared to accept it. Secondly, the Conference would have to settle the amount of the quotas to be allowed to the various manufacturing countries. There was no hope of any such agreement being obtained except by the manufacturing countries acting among themselves and probably acting alone. There would be no objection to having someone looking on, provided that a plan for this purpose could be devised.

He would draw particular attention to the passage in the British proposal recommending the preparation of measures to prevent certain dangerous results which might follow the adoption of limitation ; for instance, an increase in prices and the creation of new factories. The manufacturers could not be trusted not to transfer their machinery and activities to countries where dangerous drugs were not at present manufactured. This was the explanation of the proposal to refer these questions to the Advisory Committee, which was the competent Committee of the League and acted for the League as a whole.

The British delegation did not suppose that any agreement reached at the Conference would be final. It would only be a preliminary agreement pending the conclusion of a wider one covering the larger problem.

He agreed that there were certain similarities between the problems of disarmament and the traffic in dangerous drugs. In the first year of the League's existence, a proposal had been put forward, and supported by the Belgian Government, for an immediate treaty in which the Governments would undertake not to increase their armaments until a final disarmament treaty had been accepted. What would have been the benefit to the world as a whole if that treaty had been concluded ? In the case of the illicit traffic in drugs, the British delegation was proposing a first measure which might be taken while the general problem was being considered. It feared that a large Conference, with the heavy machinery which it entailed, might result in a repetition of the difficulties of 1924 and so defeat the object of this first step.

The British resolution proved that the British delegation was in entire sympathy with the French proposal for the enlargement of the Advisory Committee. It, too, desired a better representation of the " victim " countries and of world opinion. It would, however, be dangerous if the Advisory Committee were to become a sort of " Preparatory Disarmament Commission ". Any undue extension of its numbers would defeat its usefulness. Something perhaps might be done by changing the composition of the Committee. For instance, some of the members who were less closely interested in the question might surrender their seats to others whose interest was more vivid. In principle, therefore, the British delegation agreed with the proposal for the reorganisation of the Advisory Committee.

In conclusion, the British delegation would welcome any compromise proposals which might be put forward.

M. FOTITCH (Kingdom of Yugoslavia) said that his resolution was based on the various points of view and amendments which had been submitted. All the members would agree that the result of the session had been that the representatives of the manufacturing countries had accepted the principle of the limitation of manufacture by international agreement. It would therefore be regrettable if the Committee were forced to admit that it was unable to find ways and means of putting that proposal into practice.

M. Fotitch's resolution was intended to replace the last two paragraphs of the British resolution. Explaining his resolution, he observed that it should be first noted that all members of the Committee were Government delegates and that hence, if the members accepted the resolution, their Governments accepted it. That was the sense of paragraph 1.

The second paragraph proposed that the Advisory Committee should, before the Conference was convened, study the question of world needs and the results which agreement might have on the legitimate needs of medicine and science. It was essential to obviate the paradoxical result that the limitation of manufacture in the countries where it existed at present might give rise to the creation of new factories elsewhere. Under the British resolution this study was to be carried out by the Advisory Committee only after the Conference had reached agreement. It appeared more logical that the Advisory Committee should consider it in advance.

The third paragraph proposed that the Council should convene the Conference. This was because the report of the Advisory Committee must necessarily go to the Council and because the Council would be in a better position to judge of the desirability of convening the Conference and to decide on the inclusion of experts from the Opium and Health Committees.

M. PARRA-PÉREZ (Venezuela) observed that there were two admirable principles in the British resolution, first, that of limitation by international agreement and, secondly, the reconstitution of the Advisory Committee.

He entirely agreed with the arguments and reasons advanced by Count Carton de Wiart. It was necessary that the Conference should comprise not merely the principal consuming countries, but all countries which wished to attend it. As to the second point, he did not think that the members with seats on the Advisory Committee could be expected to withdraw

from it in favour of other countries. The membership of the Committee should be extended in order to ensure wider representation of all the interested parties. He therefore supported the French delegation's amendment on this point.

M. DOLLFUS (Switzerland) observed that the wide ditch between the Italian and British points of view appeared to have been very largely filled in by the very conciliatory statement made by the British delegate.

There was no substantial difference between the points of view of Count Carton de Wiart and the Chinese delegate.

The Swiss delegation held the same views as the British delegation, and had accepted the British proposal solely because it thought that it was necessary to achieve something practical and to do it quickly and well. For that reason he had particularly welcomed Professor Baker's statement that he would consent to any acceptable compromise. M. Dollfus believed that he had found this compromise. He agreed that a general Conference of all States would be a lengthy and expensive affair. At the same time, satisfaction should be given to the legitimate demands of the "victim" States. He would have hesitation in accepting the proposal to admit to the Conference only the "principal consuming countries", since all countries might be consumers and each might consider itself one of the principal consumers. He would therefore suggest that the proposal of the Rapporteur should be amended by the addition of the words "and the principal consuming countries in a number not exceeding that of the manufacturing countries". As there were six manufacturing countries, the Conference would consist of not more than twelve States. In this way it would be able to meet rapidly, to achieve good work and to give full satisfaction to public opinion. If, however, his compromise were not accepted, he was prepared to vote for the resolution submitted by the Rapporteur.

M. WU (China) said that M. Dollfus had consulted him just now regarding the limitation of the number of consuming countries represented and he had suggested to M. Dollfus the formula of limiting them to a number not exceeding that of the producing countries. He, therefore, fully supported M. Dollfus's proposal.

Dr. CHODZKO (Poland) said that, as he had not obtained from the British delegate the explanations for which he had thought it his right to ask in his capacity not only as a member of the Committee but also as representative of the Polish Government and Vice-Chairman of the Health Committee, he was obliged to say that he would vote against the British proposal. He was, however, prepared to support M. Fotitch's resolution. At the same time he would suggest that the term "world requirements" in paragraph 2 was not explicit enough, and that it should be amplified, if the Rapporteur agreed, so as to read "world medical and scientific requirements". With regard to the third paragraph of M. Fotitch's resolution, Dr. Chodzko thought that, in view of the discussion, it should be possible to accept either the Belgian amendment or the Swiss amendment.

Countess APPONYI (Hungary) supported the Swiss amendment. She would urge the British delegation to consent to the proposal to include the consuming countries among the members of the Conference, for she believed that the acceptance of that proposal would have the effect of uniting almost all the members of the Committee in favour of the British resolution. If not, it would be necessary to accept M. Fotitch's proposal, and this would mean the reference of the whole question back to the Advisory Committee. In that case the work done in the Fifth Committee this year, work of the utmost importance and value, would be completely lost, and the Advisory Committee would, as had happened on previous occasions, do just as it liked, regardless of the discussions of the Fifth Committee.

M. SARDI (Italy) thought it impossible to take a vote on the British resolution as it stood. The resolution had been amended several times — in the first place by the British delegation itself. The Committee could adopt the preamble to the resolution, but the main part of it, the recommendation, had been abandoned in favour of M. Fotitch's resolution, which was completely different from the British proposal. Indeed, the British resolution as it now stood could be hardly recognisable even to its authors, and he therefore wondered whether the British delegation was still anxious to adhere to the preamble. M. Sardi himself did not insist on his own resolution, although it was a model of brevity.

He would repeat once again that the British proposal differed entirely from the Italian resolution, not only on the point of procedure but also in substance. He accepted the British delegate's statement that it was not in the intention of his resolution to go in any way outside the League and that the Conference would be held under the auspices, on the initiative and under the control of the League. These were the points on which M. Sardi himself had laid particular stress on the previous day. At the same time, he would point out that his resolution did not propose an enquiry and he had voted against the Venezuelan and Uruguayan resolutions for the very reason that they were confined to an enquiry. He had every confidence in the League and in the Advisory Committee and it was for the Advisory Committee to take action, although perhaps more effectively than hitherto.

While he accepted the other points in M. Fotitch's resolution, he was not prepared to vote for the third paragraph as it stood. The consuming countries should be associated in the Conference, and on this point the Fifth Committee should take up a definite attitude. It should not be left to the Council to decide whether, in an urgent question of this sort, the

consuming countries should be associated in the Conference or no. The producing countries themselves might be among the "victim" countries, but they had a material interest in the question, whereas the consuming countries had a humanitarian, social and moral interest in it.

M. Sardi, therefore, was in favour of the amendment proposed by M. Dollfus. He would further propose that the resolution of the Rapporteur should not be regarded as an amendment to the British resolution, but as a new resolution beginning and ending as submitted by the Rapporteur.

M. DE VASCONCELLOS (Portugal) observed that, in the course of the debate, a number of inaccurate and unfair statements had been made, which he wished to correct. He must rebut any charge of negligence on the part of the Advisory Committee, which had worked honourably and with great devotion. It had rendered a great service in bringing the enormity of the evil before the League and the whole world, and if it had done nothing else it would have rendered sufficient service.

It seemed to be forgotten that, in addition to the manufacturing countries, there were four "victim" or consuming countries already represented on the Advisory Committee, namely, Italy, China, Siam and Portugal.

He thought that the compromise resolution submitted by the Rapporteur with M. Dollfus's amendment should give general satisfaction.

Professor BAKER (British Empire) said that he still adhered to his view that, while the Italian resolution proposed an enquiry, the British resolution proposed action. He would remind M. Sardi that it had been the manufacturing countries which had this year spontaneously come to the Fifth Committee and proposed the limitation of their manufacture.

In regard to the proposal of the Swiss delegation, Professor Baker was informed by the Secretariat that there were nine manufacturing countries, and, if the Swiss amendment were accepted, the Conference would consist of eighteen States in all, which was already an appreciable size. One of the manufacturing countries, however, was Italy, and he suggested that it might suit M. Sardi to regard himself for this purpose rather as a consumer than as a producer of drugs. In that case the Conference would consist of sixteen members.

In these conditions, the British delegation, which had gone some way on the road of conciliation, was able to accept M. Fotitch's resolution with the Swiss amendment, but it could not accept further offers.

M. SARDI (Italy) expressed his gratification that the British and Italian delegations were at last in agreement. At the same time he must point out that the production of drugs in Italy had amounted only to 45 kilograms in 1926, 1927 and 1928.

M. PERNOT (France) said that he agreed entirely with M. Dollfus's amendment.

M. VAN WETTUM (Netherlands) said that he could have accepted in full the British delegation's resolution as amended by the British delegate himself. The resolution submitted by the Rapporteur had come before the Committee only that morning. The limitation recommended in paragraph 1 of the resolution implied the principle of direct limitation, since that of indirect limitation had already been accepted in an international convention. The British resolution recommended the convening of the manufacturing countries in order to discuss the possibility of arriving at an agreement as to the quota to be manufactured; according to the Rapporteur's resolution, which went much further, the principle of direct limitation of manufacture was accepted. M. van Wettum could not state what view his Government would take on this point, and therefore he regretted that he would be unable to vote for the resolution, since he must first consult with his delegation.

Count CARTON DE WIART (Belgium) said that he withdrew his proposal and agreed to M. Fotitch's resolution as amended by M. Dollfus.

The resolution submitted by M. Fotitch with the amendment of M. Dollfus was adopted in the following form:

" The Assembly,

" Impressed by the disclosures made in the report of the Advisory Committee as to the large quantities of dangerous drugs still passing into the illicit traffic ;

" Recalling the proposals made in connection with the Geneva Conference of 1924-25 for the direct limitation, by agreement between the Governments of the manufacturing countries, of the amount of such drugs manufactured ;

" Taking note of the important declaration made in the course of the present meeting of the Assembly by the representative of France, that his Government has decided to impose such limitation on its manufacturers, and of the declarations made by other Governments as to limitation ;

" Recognising that the Geneva Convention of 1925 provides indispensable machinery for the national and international control of the traffic in drugs, the effective application of which should be secured in all countries at the earliest possible date ; but that, owing to the delay in bringing the Convention into force, its full effects cannot be realised in the near future ;

" Desiring that, if possible, steps supplementing the Convention should be taken without delay to limit the manufacture of dangerous drugs to the amounts required for medical and scientific purposes :

“ (I) Regards the principle of the limitation of the manufacture of morphine, heroin, cocaine and other drugs mentioned in Article 10 of the Convention of Geneva, by international agreement as now accepted ;

“ (II) Requests the Advisory Committee to prepare plans for such limitation, regard being had to world requirements for medical and scientific purposes and the means of preventing an increase in price which would lead to the establishment of new factories in countries which are not at present manufacturing countries.

“ (III) The Committee's report will be submitted 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 that of the manufacturing countries, and whether certain experts proposed by the Opium and Health Committees should be included ;

“ (IV) Recommends, lastly, that the Advisory Committee be enlarged in order to ensure more effective representation on that Committee of the non-manufacturing countries. ”

The CHAIRMAN proposed that the Rapporteur and Professor Baker should be requested to draft a resolution as to the funds which would be required under the resolution just adopted.

The Committee agreed to this proposal.

Amended Resolution submitted by the Austrian Delegation.

The CHAIRMAN put to the vote the amended resolution submitted by the Austrian delegation concerning co-operation with the International Criminal Police Commission.

The text was adopted as follows :

“ The Assembly decides to ask the Council to consider inviting the International Criminal Police Commission to present, after consulting all the police authorities represented upon it, suggestions as to the ways in which the Commission, and the authorities represented on it, can best assist the League of Nations and the States Members of the League, in the suppression of the illicit traffic in opium and other dangerous drugs and for the protection of women and children. In the light of these suggestions, the appropriate Committees of the League will be able to judge whether it would be advisable to arrange for conferences between those Committees and representatives of the Commission. ”

Resolution submitted by the Indian Delegation.

The CHAIRMAN put to the vote the resolution submitted by the Indian delegation, *which was adopted in the following form :*

“ The Assembly, having noted the report of the Advisory Committee at its twelfth session, expresses its satisfaction with the work which has been accomplished and particularly with the unremitting efforts of the Committee to secure the acceptance and execution of the Geneva Convention of 1925 and to expose the extent and methods of the illicit traffic. It desires that these efforts shall be continued and receive the full support of all States Members of the League, without whose determined co-operation the valuable recommendations of the Committee as to the methods of dealing with the illicit traffic must fail to produce their effect. ”

Dr. VOELCKERS (Germany) observed that, in certain observations submitted on the previous day, the delegate of India had stated that, among the seizures of illicit drugs effected in India some had been found to bear the labels of the German firm, C. F. Böhringer. The German Government had already informed the Secretary-General that the samples of these labels submitted to it had in all cases been found to be forgeries. It appeared that the international groups concerned in the illicit traffic used counterfeits of the labels of German firms in order to avert suspicion.

Sir Chunilal MEHTA (India) thanked the German delegate for his explanation. He had not intended to single out any particular country or firm. The fact that the labels were forged proved the ingenuity of the drug smugglers and demonstrated the necessity for international co-operation. He was, therefore, gratified that the Committee had accepted his resolution, which was specially moved for this purpose.

The discussion was adjourned to the next meeting.

TENTH MEETING.

Held on Friday, September 20th, 1929, at 9.30 a.m.

Chairman: Mr. O'SULLIVAN (Irish Free State).

18. Work of the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs during its Twelfth Session (continuation).

Draft Resolution submitted by the British Delegation.

The CHAIRMAN said that, in accordance with yesterday's decision, the resolution had been completed by the fifth paragraph proposing that 25,000 francs should be inserted in the budget for 1930. In conformity with the wishes of the Committee, he had also written to the Chairman of the Fourth Committee a letter, which he read, in which he explained the details of the expenditure which would be necessary for the increased staff for which a request was made in the resolution.

After an exchange of views between M. CASARES (Spain), M. VAN WETTUM (Netherlands) and Sir Malcolm DELEVINGNE (British Empire), the following amendments were made in the resolution which had already been adopted at the previous meeting :

Paragraph I to read as follows :

“(1) Regards the principle of the limitation of the manufacture of morphine, heroin, cocaine, and other drugs mentioned in paragraphs (b), (c) and (g) of Article 4 of the Convention of Geneva, by international agreement as now accepted.”

The following Paragraph (V) should be added :

“(5) Agrees that the sum of 25,000 Swiss francs shall be included in the budget of the League for 1930 in order to meet the expenses of such a Conference.”

General Discussion on the Draft Resolutions submitted by the Delegations of India, France and the Kingdom of Yugoslavia.

M. FOTITCH (Kingdom of Yugoslavia) thanked the Committee for having accepted at the last meeting the resolution proposed by the Indian delegation. The adoption of that text would be a valuable encouragement for the members of the Advisory Committee. Their work had given rise to numerous criticisms, several of which were unjustified. Those who had made them were not fully conversant with the considerable work accomplished by the Committee. M. Fotitch had been a member of several technical committees, but he had never been called upon to co-operate in so arduous a task as that performed by the Advisory Committee.

The members of the Advisory Committee were fully conscious of the duties laid upon them by the Covenant, and their activities were continuous in their own countries during the interval between the sessions. They brought untiring pressure to bear on the public administrations of their countries, which were not always sufficiently aware of the importance of the problem to be solved. M. van Wettum, Sir Malcolm Delevingne, and M. Bourgois, to quote only these members of the Committee, had rendered the greatest service in this respect. How, for example, would the Naarden affair have been dealt with without the personal action of the Netherlands representative? Would the Committee have had the pleasure of listening to the important statement made by the French delegation with regard to the limitation of production had not the French representative worked constantly in his own country to bring it about? Finally, everyone was aware of the work of Sir Malcolm Delevingne, to whom M. Fotitch was happy to pay a tribute.

M. VAN WETTUM (Netherlands) while depreciating any praise to himself in the matter, since the credit was due to his Government, said he would inform his Government of the kind observation of M. Fotitch.

Sir Chunilal MEHTA (India) recalled that resolutions submitted by the Yugoslav and French delegations had urged an increase in the membership of the Advisory Committee. The efficiency of the Committee, however, was due to the fact that the number of its members was limited. He hoped that a recommendation would be included in the report to the effect that the number of members of the Committee should not be increased unless it was thought absolutely indispensable to do so, and that new members should preferably be substituted for retiring members.

M. PERNOT (France) wished to emphasise the danger of calling in question a point which had already been settled after a detailed discussion at the previous meeting. It had been desired to ensure that consuming States should have a larger representation on the Committee. Further, to enlarge the Committee by means of substitution would encounter overwhelming difficulties. When a country was entrusted with a mandate it would not willingly consent to hand it over to someone else, and it was difficult for such a country to imagine that others

would do its own work better. Further, the Advisory Committee had carried out very serious and effective work, and counted among its members experts who had a profound knowledge of the problem. Their services should not be lost at the moment when that experience was bearing fruit.

M. PERNOT urged, therefore, that the Committee should maintain the decision adopted at the previous meeting.

Sir Chunilal MEHTA (India) wished to make a simple suggestion. He expressed the hope that any increase in the members of the Advisory Committee should not be excessive and should be limited to the requirements of the work.

M. FOTITCH (Kingdom of Yugoslavia) thought that the Committee should trust to the wisdom and experience of the Council.

Draft British Resolution on the Composition of the Advisory Committee (document A.V.5.1929).

Professor BAKER (British Empire) withdrew the resolution, which was now superfluous. He asked, however, that the Rapporteur should insert a passage in his report explaining the principles which had been urged in regard to the composition of the Advisory Committee.

M. FOTITCH (Kingdom of Yugoslavia) accepted this proposal.

Draft British Resolution regarding Illicit Postal Traffic.

The text of the draft resolution proposed by the British delegation was adopted, with an amendment by M. van Wettum (Netherlands), in the following form:

“ In view of the extensive use of the post which is made by persons engaged in the illicit traffic in drugs, the Assembly recommends that every State Member of the League should adopt, if it has not already done so, and put into operation as soon as possible, the following measures :

“ (1) Arrangements should be made to subject to the supervision of the Customs, both in the country of consignment and in the country of destination, all postal matter (correspondence, letters, business papers, samples or packages) which there is reason to suspect may contain dangerous drugs, and either to open any suspected postal matter or to require the sender or the consignee (as the case may be) to open it in the presence of the authorities.

“ (2) Strict supervision should be exercised over the renting of post-office boxes, and the name and address of the lessee should in every case be carefully verified.

“ (3) Having regard to the prevalence of the illicit traffic in the Far East in particular, correspondence addressed to the Far East should be concentrated for despatch at a certain number of post offices in order to enable the authorities to detect any unusual amount of correspondence or other postal matter addressed to suspected persons or destinations.

“ The Assembly also recommends that the States Members should be asked to inform the Secretary-General as soon as possible whether they have adopted or are prepared to adopt the foregoing measures. ”

Draft Resolution submitted by the Yugoslav Delegation regarding the Model Code for the Administrative Control of the Drug Traffic.

M. FOTITCH (Kingdom of Yugoslavia) recalled that, at its session of 1928, the Advisory Committee had adopted a draft code to ensure a better means of control over drug traffic by means of administrative measures. That draft code had been circulated by the Council to all Governments. Their attention should once more be drawn to the necessity of taking part in the campaign. He would therefore submit the following draft resolution :

“ The Assembly recommends that the Council, in view of the gravity of the present situation, should take immediate steps to draw the attention of all Governments to the vital necessity of putting into operation an effective national system of administrative control in accordance with the provisions of the Hague and the Geneva Conventions — especially those which relate to the limitation of manufacture — recalling to their attention in this connection the model code for the administrative control of the drug traffic elaborated by the Advisory Committee at its eleventh session, and asking them to be good enough to indicate before May 31st, 1930, whether they have in operation in their countries the same or equivalent administrative provisions and, if not, to indicate when it may be possible for them to put such provisions into operation. ”

Professor BAKER (British Empire) thought that the national administrations were the weak point in the present system. He would therefore accept the resolution. Would it not be possible to complete it by asking the Governments to give information as to the regulations and codes in force in their countries as well as the results obtained ?

The draft resolution was adopted, as well as the principle contained in the British amendment, M. Fotitch being asked to redraft it and insert it in the text.

M. GALLAVRESI (Italy), Vice-Chairman of the Permanent Central Board, noted that, from the very beginning, the discussion in the Fifth Committee had centred on the limitation of manufacture. He had refrained from intervening, but the Chairman of the Permanent Central Board has asked him to make certain statements.

He would recall that Article 19 of the Geneva Convention had established this body in order to have available the services of a statistical organisation. That organisation had been entrusted with the duty of drawing up world statistics of the movements of narcotics.

To draw up a table of such movements it was necessary to have recourse to a science which worked according to scientific principles. That was the science of statistics. The Permanent Central Board was therefore composed, in essence, of statisticians whose work was under the direction of a Board of eight members.

The Board had been established in January 1929, had appointed its staff, and had begun work. In the first place, it had drawn up with great care the questionnaires to be sent to the various Governments asking them to communicate the statistical data which were indispensable. About thirty replies had already been received.

M. Gallavresi took the opportunity to ask members of the Fifth Committee to remind their respective Governments how urgent it was to reply to the appeal issued by the Permanent Central Board. States which had signed the Geneva Convention were formally obliged to do so, and States which had not yet signed the Convention had a moral obligation. Absolutely complete information was indispensable for drawing up a complete table of the movement of drugs.

The Permanent Central Board was to meet again on October 2nd, 1929. It was in constant and complete touch with the Advisory Committee and was ready to develop its activity, provided that States came to its assistance and the administrations of the various Governments furnished it with all the information necessary for drawing up its statistical tables.

The CHAIRMAN, on behalf of the whole Committee, thanked M. Gallavresi for his interesting statement.

M. FOTITCH (Kingdom of Yugoslavia) had already pointed out that the year 1929 had been characterised by the entry into force of the Geneva Convention of 1925. To this, another fact of the same importance could be added, the acceptance of the principle of the limitation of manufacture by international means. The progress achieved had exceeded the greatest hopes which might have been entertained at the beginning of the session, when everyone had felt a little pessimistic. Such pessimism had been justified by the gravity of the situation, for it had seemed impossible to find a way out.

The limitation of manufacture by means of international agreement would give an entirely fresh character to the activity of the League in this field.

M. GALLAVRESI (Italy), Vice-Chairman of the Permanent Central Board, agreed. The Permanent Central Board was an organisation ready to furnish the necessary basis for the scientific determination of the world's needs in drugs. It would draw up its information in as perfect a manner as was possible in the present state of the science of statistics. All the technical experts co-operating with the Permanent Central Board would enter upon their task with an enthusiasm inspired by the long discussions of the Fifth Committee.

In this connection, M. Gallavresi would thank the Chairman for his indefatigable patience.

COUNT CARTON DE WIART (Belgium) wished, in his turn, to pay a tribute to the Chairman, who had presided over the long discussions of the Committee with so much judgment and patience. He had certainly contributed to the success upon which all the members of the Committee were congratulating themselves. In this difficult task the Chairman had shown to the full the traditional qualities of the noble nation to which he belonged, without forgetting its good humour.

The CHAIRMAN thanked his colleagues, and paid a tribute to the importance of the personal action of M. Fotitch. He asked him to draw up the final report, to include in it the recommendations, suggestions and proposals made in the course of the discussion, and to submit that report to the Assembly.

The discussion was adjourned to the next meeting.

ELEVENTH MEETING.

Held on Saturday, September 21st, 1929, at 11 a.m.

Chairman: Mr. O'SULLIVAN (Irish Free State).

19. Work of the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs during its Twelfth Session: Examination of the Final Draft Report to the Assembly.

M. FOTITCH (Kingdom of Yugoslavia) submitted his final draft report (Annex 3a).

The Committee considered the report paragraph by paragraph.

On the proposal of Mr. McLEAN (Canada) *it was decided* to append, in the form of an annex to the report, a list of the countries which had ratified the Geneva Convention or deposited instruments of ratification or promised to ratify the Convention.

M. DOLLFUS (Switzerland) requested the Rapporteur to omit the mention by name of the firms of Chemische Fabriek Naarden, Bussum ; Fabrique de produits chimiques (ci-devant Sandoz), Basle ; C. H. Böhringer Sohn, Hamburg ; and the Société industrielle de Chimie organique, Ste. Geneviève, which had been mentioned in the report of the Advisory Committee to the Council on account of the large quantities of their drugs found in the illicit traffic.

He reminded the Committee that the Advisory Committee had only decided to mention the names of these firms in its report by six votes to four, and that the Swiss and other members of the Advisory Committee had pointed out that it would be unjust to publish the names of these four firms and to pass over the names of hundreds of other factories which deserved no less to be mentioned on the same account. The Swiss member had further emphasised the fact that the cases in question were *sub judice*, since the Courts in the respective countries had not yet dealt with them. It would, therefore, be unfair to put these firms, so to speak, in the pillory before the Courts had decided that they had, in point of fact, infringed the laws of their countries.

The four countries concerned had now indicated their agreement to the principle of limitation of manufacture. The situation, therefore, had entirely changed. Accordingly, M. Dollfus wondered whether it was really necessary to repeat the names once again in the Fifth Committee's report to the Assembly. The original intention of the Advisory Committee in publishing the names of the firms concerned had been to inform the Governments with a view to giving them an opportunity of taking action.

M. FOTITCH (Kingdom of Yugoslavia) observed that the point to which M. Dollfus referred had been passed over in silence at the reading of his first draft report. The report of the Advisory Committee had been distributed to all States Members and placed on sale. Moreover, the Press had referred to the case in question. He would prefer to retain the mention of the four names concerned, particularly in view of the enormous quantities of their drugs found in the illicit traffic. There was a moral purpose in mentioning their names in the report. As he had said in the Advisory Committee, no reflection was intended upon the Governments concerned.

Dr. VOELCKERS (Germany) associated himself with the Swiss delegate's observations. The repeated references to these firms in the report seemed to him to be unjustified, because the investigations made regarding the German firm had shown that the transactions in drugs concluded between that firm and the Dutch factory did not contravene in any way the German opium law.

This question had not been mentioned during the general discussion. If it were proposed to retain the passage in question in the report he would ask the Chairman to reopen the general discussion, so that there might be an opportunity of stating the views of the German Government.

M. GALLAVRESI (Italy) suggested that the Rapporteur might be willing to omit the mention of the firms concerned by name and to indicate instead the page on which their names might be found in the report of the Advisory Committee.

The CHAIRMAN considered that it would be impossible for him to allow the general debate to be reopened in relation to one particular question. So far as he could see, no reflection was made upon the Governments in the passage under discussion. There was nothing to suggest that the Governments were behind the firms or were in any way responsible for their actions.

Mr. McLEAN (Canada) sympathised with the views of the Rapporteur and thought it impossible to reopen the general discussion. At the same time, he thought that there was something to be said for the attitude of the German and Swiss delegations. He could not see in what way it would serve to mention the names of the firms concerned. He drew attention to the statement in M. Fotitch's report that the report of the Netherlands Government showed that the "Naarden firm's transactions did not infringe the laws then in force in the Netherlands". The same might be true of the other firms mentioned. In view of the new situation created by the acceptance by the Governments concerned of the principle of the limitation of manufacture, he suggested that the Rapporteur might be willing to omit the mention of these firms by name.

M. DOLLFUS (Switzerland) could not accept the view that, because no objection had been raised previously, none should be allowed now. He thought it would not be just to take advantage of the fact that certain members of the Advisory Committee had, from a sense of fairness, allowed these names to be published in the report to the Council, to republish them in the Fifth Committee's report. He fully realised that no attack was intended upon Governments. The Minutes of the Advisory Committee, however, showed that no charge could be made against the Swiss firm mentioned, because it had always applied to the Swiss Government regularly for export certificates. If that firm's products were found later in the illicit traffic, this was because other Governments failed to apply the certificate system and consequently there had been no adequate control. To republish the name of that firm would be an unjustified attack. The report would lose neither in strength nor value if the names were deleted from it.

M. FOTITCH (Kingdom of Yugoslavia) pointed out that the discussion had only served to give even wider publicity to the names of the four firms in question. He consented,

however, to delete their names from the report and to redraft the relevant sentence to read as follows :

“ The Advisory Committee, in its report to the Council, mentioned the names of four firms large quantities of whose drugs had been found in the illicit traffic. ”

This amendment was adopted.

Viscount MUSHAKOJI (Japan) informed the Committee that his Government had intimated that it had no objection to the convening of the proposed Conference on the limitation of the manufacture of dangerous drugs, provided that the other countries concerned agreed.

At the request of Dr. CHODZKO (Poland), the Rapporteur agreed to redraft the paragraph concerning the British resolution for the reconstitution of the Advisory Committee so as to make it accord with the facts.

On the proposal of M. CASARES (Spain), the Rapporteur agreed to include in the report a reference to the letter from the Government of Costa Rica (document A.51) indicating that Government's intention of adhering to a scheme for limiting manufacture.

At the request of Sir Malcolm DELEIVINGNE (British Empire), the Rapporteur agreed to insert in the proposal of the Indian delegation the following words in the last sentence of the report : After the words “ it cannot be too strongly urged that ”, add “ as pointed out in the last part of the resolution quoted above, which was unanimously adopted ”.

The report, with the foregoing, and certain other drafting amendments, was adopted.

The CHAIRMAN, on behalf of the Committee, thanked M. Fotitch, the Rapporteur, for his excellent work.

M. FOTITCH (Kingdom of Yugoslavia) thanked the Chairman for his kind words and took the opportunity of expressing his own admiration and that of the members of the Committee for the devoted and zealous work of the members of the Social Section.

In reply to a question by M. Gallavresi (Italy), the CHAIRMAN said that he had not yet received the decision of the Fourth Committee with regard to the supplementary credit.

20. Close of the Session.

The CHAIRMAN congratulated the Committee on the extraordinarily successful results of its efforts and the spirit in which it had carried out its work. The Committee had taken the most important step, next to the Geneva Convention, for the control of the traffic in opium and other dangerous drugs. The session closed in a spirit of greater confidence than had prevailed at its opening. He expressed his appreciation for the assistance which he had received during the proceedings from the members of the Committee, from the three Rapporteurs and from the interpreters. He felt it his duty to pay a special tribute to Dame Rachel Crowdy — with her combination of high executive ability and enthusiasm — and to her staff. He need not remind the Committee how much the success of its work could, from the beginning of the League, be attributed to Dame Rachel and her staff. For himself, he must state that his task as Chairman had been much facilitated by the effective assistance they were ever ready to give him.

Mlle. FORCHHAMMER (Denmark) said that she rejoiced in the progress achieved in the work of the League with which the Fifth Committee dealt and hoped that still greater progress would be made in the future. The Committee would join with her in expressing its appreciation of the assistance given by Dame Rachel Crowdy and her share in the League's efforts to ensure better conditions for humanity. When the time came for Dame Rachel Crowdy to sever her direct connection with the work of the Fifth Committee, there could be no question that she would continue as hitherto to give her full support to all good work done by the League.

Countess APPONYI (Hungary) warmly associated herself with Mlle. Forchhammer's remarks.

The CHAIRMAN said that, subject to the decision of the Fourth Committee with regard to the application for supplementary credits, he would declare the proceedings of the Fifth Committee closed.

A.V.2.1929.

ANNEX 1.

WORK OF THE CHILD WELFARE COMMITTEE.

REPORT BY THE RAPPORTEUR, COUNT CARTON DE WIART (BELGIUM).

The Child Welfare Committee held its fifth session at Geneva from April 12th to April 19th last. This session was mainly remarkable for the completion of an important and difficult task which the last Assembly had encouraged the Committee to fulfil, namely, the preparation of two preliminary draft international Conventions intended to meet the difficulties which have often been referred to by associations or groups engaged in child welfare work. The object of these two preliminary drafts, which are reproduced *in toto* as annexes to the report submitted by the Committee to the Council on the work of its fifth session (document A.15.1929, Appendices I and II), is to enable Governments to conclude bilateral or multilateral acts in the form of agreements or conventions.

The aim of the first of these preliminary drafts is to remedy the serious ills due to the moral and material neglect suffered by children and young people who are removed from the authority of their parents or guardians. The text adopted does not affect the right of persons and institutions legally invested with paternal power or entitled to custody to appeal to the competent court at any time for a judicial decision ordering the minor to be handed over to them. It provides, however, for this return being made more rapidly and at less expense than by judicial means. For this purpose it lays down that the competent authority of the country in which the minor is living, when presented with a request in due form from the competent authority of the country of which the minor is a national or of the country in which the parents or guardians reside, shall examine the request and shall then either comply with it or inform the authority which forwarded it of the reasons why a return home appears contrary to the minor's interests. The preliminary draft is, in fact, based upon the principle that the interests of the child must be the first consideration.

The second preliminary draft is more general and more important. It provides a solution for the problem of assistance for all indigent foreign minors, including even those whose families reside in the same country as themselves. Based upon several bilateral conventions already in force, the preliminary draft affirms the following principles :

- "1. With respect to assistance, the foreign minor has the same rights as the minor who is a national of the country, except that the former may be repatriated ;
- "2. The interests of the minor must always be the first consideration whenever there is any question of affording him assistance ;
- "3. Repatriation is not to be generally regarded as the best method of affording assistance."

The Committee was careful to stipulate that this preliminary draft reserves the rights of paternal power or custody, since those rights and the exercise thereof continue to be subject to the general rules governing the matter.

The preliminary draft, moreover, in no way restricts the right of each of the contracting States to prohibit the settlement or temporary residence of nationals of any other contracting State for reasons of security, health or public morality.

These two provisional drafts after long preparation and discussion were adopted by the Child Welfare Committee, and the Council, having approved the Committee's resolution, instructed the Secretary-General to communicate the drafts to all Governments, with the request that they should forward their observations to the Secretariat by December 31st, 1929.

After discussing the large amount of information concerning the position of illegitimate children furnished by Governments at its request, the Child Welfare Committee instructed its Legal Sub-Committee to examine the report drawn up by the Secretariat summarising this information. The Sub-Committee will have to decide what questions should be specially studied and in what order. The Child Welfare Committee, however, was in a position to decide, after an examination and an exchange of views, that, illegitimate children should be ensured more effective protection. It expressed the opinion that, in all questions of protection and assistance, the illegitimate child should be as well treated as the legitimate child, due respect being paid to the rights of the family.

The Child Welfare Committee has very rightly continued to give its attention to the organisation and working of Juvenile Courts. At its last session it approved a draft questionnaire prepared by three Rapporteurs concerning the various auxiliary services of

Juvenile Courts. In response to the Committee's recommendation, the Council decided that this questionnaire, which is annexed to the report on the work of the fifth session (document A.15.1929, Appendix III), should be sent out to all Governments, including those which are not Members of the League. Further, the Committee intends to keep on its agenda the question of Juvenile Courts and proposes at a future session to undertake, in concert with the International Prison Commission, a study of the institutions which enforce the decisions of Juvenile Courts.

During the session, the Committee listened to a statement by the Director of the International Educational Cinematographic Institute on the programme which the new Institute proposes to carry out. This statement and the exchange of views which followed emphasised the necessity of close co-operation between the Child Welfare Committee and the Institute. This is clearly justified by the psychological and pathological reactions of children to films. The Committee also renewed the recommendations which it had previously adopted regarding measures of safety and health in cinema halls and, in particular, the recommendation concerning non-inflammable films. It also directed the attention of the Institute to a study of the means for promoting and encouraging the production, exchange and representation of recreational films intended specially for children and of a character to amuse them while contributing towards their intellectual and moral progress.

At the request of the Council, the Committee considered various questions relating to its own status and especially to the participation in its work of the assessors. The Committee recognised the value of the part played by the assessors, but considered that their number should be kept within limits justified by the Committee's work. In its opinion, the assessors should in future be appointed for five years and no longer for an indefinite period. They should, except in special cases, be selected as representing international organisations which are recognised as acting on behalf of large groups of children and young persons. The Committee also suggested to the Council that the latter might consult it before any steps were taken in future to add to the number of assessors.

Other questions, still in course of examination, were included in the agenda of the fifth session, viz., the care of blind children and an enquiry to be carried out in several countries concerning children in moral and social danger. The Rapporteurs in charge of these questions furnished the Committee with explanations on the progress made and the stage reached in their work.

The liaison officer with the International Labour Office submitted a report to the Committee on the work of the Office in connection with the protection of children and young people. A report was read from the liaison officer with the Health Organisation. This report referred to the stage reached by the enquiry by health experts into the causes of infant mortality. The Committee drew attention to the influence on infant mortality of social factors, such as slums, industrial work by the mother or future mother, family allowances, etc.

This brief survey of the Child Welfare Committee's work at its 1929 session will doubtless enable the Fifth Committee to appreciate the great importance of continuing this work. The Committee has not forgotten a recommendation made to it by the Assembly of 1927 and has also learnt from its own experience; it has been careful not to spread its enquiries and discussions over too large a number of problems. By arranging in due order the many complex questions which claim its attention, and by only undertaking their study after careful preparation, the Committee has concentrated its energies upon a few problems that seemed to demand international discussion and action. Though the Committee's work may be more restricted, it thereby gains in weight and authority.

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ANNEX 1a.

WORK OF THE CHILD WELFARE COMMITTEE.

**REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY, PRESENTED BY
COUNT CARTON DE WIART (BELGIUM).**

The main work of the fifth session of the Child Welfare Committee, which was held at Geneva from April 12th to April 19th last, was the Completion of an important and difficult task which the last Assembly had encouraged the Committee to continue, namely, the preparation of two draft international Conventions intended to meet the difficulties which have often been referred to by associations or groups engaged in child welfare work. The

object of these two drafts is to enable Governments to conclude bilateral or multilateral agreements or conventions.

The object of the first of these preliminary drafts is to remedy the serious ills due to the moral and material neglect suffered by children and young people who, having escaped or been removed from the authority of their parents or guardians, are abroad. Whether the minors have run away in a spirit of adventure or have escaped from some institution in which they had been placed, whether they are girls abducted from their family and abandoned without resources, or whether they are the children of divorced parents whom one of the parties has succeeded in taking from the parent to whom custody has been granted, it would seem advisable to simplify the methods for returning these minors to the authority of their parents or guardians. The text of the draft does not affect the right of persons and institutions legally invested with paternal power, or entitled to custody, to appeal to the competent court at any time for a judicial decision ordering the minor to be handed over to them. It provides, however, for this return being made more rapidly, at less expense and with less complications than by judicial means or the diplomatic channel. For this purpose, it lays down that the competent authority of the country in which the minor is living, when presented with a request in due form from the competent authority of the country of which the minor is a national or of the country in which its parents or guardians reside, shall examine the request and shall then either comply with it or shall inform the authority which forwarded it of the reasons why a return home appears contrary to the minor's interests. The preliminary draft is, in fact, based upon the principle that the interests of the child must be the first consideration.

The second draft is of a wider and more important scope. It provides a solution for the problem of assistance for all indigent foreign minors, including even those whose families reside in the same country as themselves. The following are the main principles upon which this draft is based :

“1. With respect to assistance, the foreign minor has the same rights as the minor who is a national of the country, except that the former may be repatriated ;

“2. The interests of the minor must always be the first consideration whenever there is any question of affording him assistance ;

“3. Repatriation is not to be looked upon as being necessarily the best method of affording assistance.”

According to this draft, assistance includes not only maintenance, treatment in hospital and medical attendance, but education. On the other hand, the Committee carefully reserved in this draft the rights of paternal power or custody, which, both in principle and in practice, continue to be subject to the rules laid down by internal legislation. Further, the preliminary draft does not restrict the rights of the contracting States to prohibit the settlement or temporary residence in their territory of nationals of any other State for reasons of general security, health or public morality.

If the idea of sovereignty suffers any infringement, it is only by the sacrifice of the right to expel indigent foreign minors on the grounds of their indigence alone. In an age when humanitarian considerations are constantly receiving more attention, it seems only wise that the interests of an indigent child should not be at the mercy of an exaggerated conception of the rights of sovereignty unless there is some imperious and proven necessity.

The preliminary draft draws a distinction between temporary and prolonged assistance. It has fixed thirty days as the limit of temporary assistance. Experience has shown that such assistance hardly ever exceeds this time-limit.

The cost of temporary assistance in accordance with established usage must in all cases be borne by the country of residence.

In the case of prolonged assistance, the State of residence may notify the State of which the minor is a national of its intention to continue assistance if the cost is refunded, reserving to itself the right to repatriate the minor if reimbursement is refused.

These two drafts were carefully prepared and discussed at length with the assistance of legal experts ; they were then adopted by the Child Welfare Committee, and the Council, having approved the Committee's resolution, instructed the Secretary-General to communicate them to all Governments, with the request that they should forward their observations to the Secretariat by December 31st, 1929.

The Fifth Committee, which appreciates the great importance and usefulness of these drafts, recommends Governments to give them their close attention and trusts that many Governments will conclude the agreements recommended. The conversion of these drafts into definite diplomatic instruments would be in harmony with the humanitarian ideals of the League and would help to prove to the world how useful its work can be in the social as well as in the political sphere.

The discussions in the Fifth Committee brought out the practical benefits which the Child Welfare Committee has achieved in various directions. As the result of the Committee's enquiries concerning the age of marriage and consent, the age has been, or is in course of being, raised by the laws of certain countries. At the same time, the system of Juvenile Courts and the tasks which should be allotted to these valuable institutions, first set up by the United States of America, have changed their character somewhat, thanks to the documentation and studies of the Committee.

The Fifth Committee fully appreciates the Child Welfare Committee's concern for the position of illegitimate children. A large amount of information was furnished to the Child Welfare Committee by Governments on its request, and its Legal Sub-Committee was instructed to examine this information and to decide what questions should be specially studied and in what order. After a discussion at the last session, the Child Welfare Committee came to the conclusion that the illegitimate child needed more effective protection. It expressed the opinion that, on all questions of protection and assistance, the illegitimate child should be as well treated as the legitimate child, due respect being paid to the rights of the family.

It would be desirable that the suggestions and proposals of the Legal Sub-Committee on this subject should be presented to the Child Welfare Committee at its next session.

The Child Welfare Committee has continued to give its attention to the organisation and working of Juvenile Courts. At its last session, it approved a questionnaire concerning the various auxiliary services of Juvenile Courts prepared by three Rapporteurs.

In response to the Committee's recommendation, the Council decided that this questionnaire should be sent out to all Governments, including those not Members of the League. The Committee intends at a future session to study, with the International Prison Commission, the institutions which enforce the decisions of Juvenile Courts. Members of the Fifth Committee pointed out the very important part that Juvenile Courts can play in protecting children, and signified their desire to see accentuated the educative character of these Courts, for which the name of Court is perhaps not the most suitable. They would also like to see their competence extended to problems and even to civil disputes directly affecting the fate of minors.

The Fifth Committee emphasised the necessity for close co-operation between the Child Welfare Committee and the International Educational Cinematographic Institute. The relation between questions of the cinema and child welfare are obvious; they touch common ground in matters of education, psychology, sociology, crime, morality and medicine. The cinema can and should become a useful instrument of children's education. It cannot be said that at present it satisfactorily fulfils this purpose; for its influence is very frequently harmful to children and young people. By encouraging the intellectual laziness of the child and the taste of the youth of the present day for speed, the moving picture makes a deep impression on the brain of the child, because a child lacks critical sense, hardly distinguishes between real life and imagination, between fact and fiction. The shadows which appear so fugitive upon the screen often remain deeply engraved upon its subconscious mind. Measures should be taken to ensure that the cinema does less harm to children and more good. In expressing its complete confidence in the work of the new international Institute, the Fifth Committee stressed the recommendations made by the Child Welfare Committee for measures in the interests of safety and health in cinema halls, and in particular the recommendation concerning non-inflammable films. It also directed the attention of the Rome Institute to a study of the means for promoting and encouraging the production, exchange and representation of recreational films intended specially for children, which would amuse them, whilst contributing towards their intellectual and moral progress. One member drew particular attention to the influence of the cinema on the eyesight of children and to the appropriate steps to prevent these evil effects.

The care of blind children is another question which remains on the Child Welfare Committee's agenda. The Committee has instructed one of its members, Dr. Estrid Hein, to carry out an enquiry, the results of which the Fifth Committee awaits with interest. Another enquiry is now being made in several countries concerning children in moral and social danger.

At the request of the Council, the Child Welfare Committee, during its last session, considered several questions relating to its special status. It is recognised that its status is somewhat unusual. The Committee comprises the official representatives of twelve Governments and eleven assessors; the latter, who are in an advisory capacity, bring to the Committee the views of the large organisations for the protection of children and young people, whose representatives they are.

Further, the International Labour Office and the League Health Organisation appoint two representatives to the Committee, who, in the capacity of liaison agents, follow the Committee's work and furnish it with the results of enquiries carried out by their respective organisations. The experience of the last few years has shown that this composition of the Committee is in itself satisfactory. The attendance of the assessors has proved valuable and the Fifth Committee desires to take this opportunity of paying a tribute to the memory of Miss Eglantine Jebb, one of the assessors, who has died since the last Assembly. The question has been raised, however, whether the number of these assessors should be increased. In the opinion of the Fifth Committee, their number should be kept within reasonable limits having regard to the Committee's programme of work. For the examination of a given question, it is better to appeal from time to time to one or more specially qualified experts rather than to multiply the number of the members of the Committee, who cannot be expected to be fully acquainted with all the various and complicated problems of law, medicine, public health, education, etc., which the Committee may be called upon to study. The Fifth Committee is of opinion that, save in quite

exceptional cases, the assessors should be selected as representing international organisations which act on behalf of large groups of children and young persons. In accordance with a suggestion made by the Child Welfare Committee, it considers it desirable that the Council should consult that Committee before taking any steps to add to the number of assessors. Finally, it thinks that, in future, the assessors should be appointed for five years and not for an indefinite period. A proposal was made in the Fifth Committee that, if no increase is made in the number of Governments officially represented on the Committee by delegates, the Council should consider instituting a system of rotation allowing periodical changes in the composition of the Committee.

Its study of the work of the Child Welfare Committee has led the Fifth Committee to appreciate the importance of continuing the work so well begun. The Child Welfare Committee has not forgotten a recommendation made to it by the Eighth Assembly, and has also learned from its own experience ; it has been careful not to spread its enquiries and discussions over too large a number of problems. By arranging in due order the many complex questions which claim its attention and by only undertaking their study after careful preparation, it has concentrated its energies upon a few problems that seemed to demand international discussion and action. Though the Committee's work may be more restricted, it thereby gains in weight and authority.

In conclusion, the Fifth Committee has the honour to propose to the Assembly the adoption of the following resolution :

“ The Fifth Committee has considered the report of the Child Welfare Committee on its fifth session ; it approves that report and recommends that the Committee should continue its work on the lines indicated therein. ”

A.V.1.1929.

ANNEX 2.

WORK OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

REPORT BY THE RAPPORTEUR, PRINCE VARNVAIDYA (SIAM).

The Traffic in Women and Children Committee held its eighth session at Geneva from April 19th to 26th, 1929. The report and resolutions adopted by the Committee were considered and approved by the Council at its June 1929 session.

The Committee devoted special attention to consideration of the annual reports from Governments relating to the traffic in women and children. It noted that, of the States Members of the League of Nations which had not sent in their reports for the previous session, the majority habitually failed to carry out the recommendation contained in the Final Act of the 1921 Convention. In order to avoid omissions in the future and to increase the number of replies, the Secretariat, in accordance with the Council's decision, sent the Governments a letter containing the necessary explanations.

The Fifth Committee will be interested to learn that the Committee again considered the possibility of continuing the enquiry made by the Special Body of Experts regarding the traffic in women and children. After a discussion on the field of the new enquiry, it was agreed that it should be pursued in those countries not previously visited, especially in the East. In view of the difference in habits, customs and conditions in many Eastern countries, the Committee pointed out that the nature and extent of the enquiries to be made and the methods to be followed should receive special consideration and that the composition of the Special Body of Experts should also be appropriate to the altered circumstances. The Council was informed that, should it be considered by the Council and by the interested States that such enquiry would be of real utility, the necessary funds would be made available from the source which met the expenses of the previous enquiry, and decided to instruct the Secretary-General to communicate with the Governments concerned, namely, those Governments in the Near, Middle and the Far East whose territories were not visited in the course of the previous enquiry, and enquire from them whether they would be prepared to give their consent and co-operation to the action suggested, on the understanding, of course, that the enquiry would relate strictly to the international aspect of the problem. The Council further requested the Secretary-General to prepare and submit, if possible for the December meeting, a report dealing first with the replies received from the Governments concerned and, secondly, containing suggestions as to the composition of the Special Body of Experts and the scope of the enquiry. The Secretariat has already received a reply from the Government of India consenting to the enquiry.

A particularly valuable discussion took place in the Committee on the licensed-house system. The Committee is still studying the laws and regulations devised to protect public order and health against the dangers arising out of prostitution in countries where the licensed-house system has been abolished. This information should be of great value, and is being collected at the wish of countries in course of effecting abolition. The delegates of several Governments made interesting statements to the new Committee. The French delegate, in particular, said, *inter alia*, that the system of regulation in France is simply a municipal police measure enforced by the mayors under various laws, and that the French authorities are closely following the evolution of public opinion in regard to the abolition of licensed houses. The Belgian delegate also stated that, in his country, this question is left to the communal authorities. The Japanese delegate stated that a Bill for the abolition of licensed houses is at present before the Japanese Parliament. The Uruguayan delegate announced that, since October 1927, as a result of the new law against procuration, licensed houses had been closed in her country. The German delegate explained the new German law which abolishes the system of regulation and decrees that licensed houses should be closed.

The Committee requested the Secretariat to prepare a concise study of the laws and penalties relating to the *souleneur*, and a useful report based on information supplied by various Governments has been prepared. In pursuance of the Council's decision, the Secretariat has drawn the attention of Governments to this report and to the importance of ensuring that legislation and its application should be effective in bringing the *souleneur* to justice.

The Committee noted, as a result of its consideration, that the age-limit (21) fixed by the International Convention of 1921 causes administrative difficulties in detecting cases of international traffic as, through false documents or false statements, the victims of the traffic were often stated to have passed the age of 21 laid down in the Convention. On the Committee's proposal, the Council empowered the Secretary-General to ascertain the views of all Governments on the desirability of omitting the age-limit in question.

Under Article XVI of the International Convention of 1924 on the subject of obscene publications, it is the duty of the Council to consider the desirability of calling another Conference at the end of each period of five years. The first period of five years is completed this year, and the Committee informed the Council that, in its opinion, no further Conference was at present required. The Committee decided to put this question on the agenda for its next session.

At a joint meeting of the Traffic in Women and Children Committee and the Child Welfare Committee, the Council resolution of December 13th, 1928, on the adoption of a new procedure regarding the participation of the assessors in the Committee's work, was examined. In the Committee's opinion, all assessors appointed in future should be appointed for a period of five years. As regards the present assessors, the question whether any changes are desirable as regards the organisations represented should be considered in three years' time (namely, in 1932).

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ANNEX 2a.

WORK OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

**REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY, PRESENTED BY
HIS HIGHNESS PRINCE VARNVAIDYA (SIAM).**

The Fifth Committee has considered the report of the Traffic in Women and Children Committee on the work of its eighth session. It notes that the Council, at its June session, approved the resolutions contained in the report, and gave the Secretary-General the necessary instructions.

In order to be able to deal with the various subjects thoroughly, the Committee had to postpone to its next session the consideration of a number of questions, to two of which the Fifth Committee attaches particular importance, namely, (1) The Protection of Young Female Artistes touring Abroad in Music-Halls and Similar Places of Amusement, and (2) The Employment of Women Police.

The Committee devoted special attention to the examination of the annual reports from Governments relating to the traffic in women and children. It noted that the majority of the States Members of the League of Nations which had not sent in their reports for the previous session had habitually failed to carry out the recommendations contained in the Final Act of the 1921 Convention. In order to avoid omissions in the future and to increase the number of replies, the Secretariat, in accordance with the Council's decision, sent the

Governments a letter containing the necessary explanations. The Fifth Committee trusts that, as a result of these explanations, an increasing number of reports in the prescribed form will be sent in by the Governments. It further expresses the hope that those Governments which have not yet ratified the 1921 Convention will hasten to do so.

The Assembly at its ninth ordinary session adopted a resolution expressing the hope that it would be possible to extend the investigations of the Special Body of Experts to countries where no investigation had taken place before. The Committee considered this possibility, and thought that, with the consent and co-operation of the Governments concerned, enquiries into the international traffic should be pursued in countries not previously visited, especially in the East. The Fifth Committee is in agreement with this view, and further endorses the opinion of the Advisory Committee that, in view of the difference in habits, customs and conditions in many Eastern countries, the nature and extent of the enquiries to be made and the methods to be followed should receive special consideration ; also, that the composition of the Special Body of Experts should be adapted to the altered circumstances. The Fifth Committee notes that the Council instructed the Secretary-General to enquire from the Governments concerned whether they would be prepared to give their consent and co-operation to the action suggested, and also to prepare and submit, if possible for the January session, a report dealing with the replies received from the various Governments and containing suggestions as to the composition of the Special Body of Experts and the scope of the enquiry. The Fifth Committee is of opinion that, for the purpose of this enquiry, the Body of Experts should include persons who are well acquainted with the special conditions in the East and that women should be among these persons. From the declarations made by the delegates of various countries concerned, the Fifth Committee is hopeful that the extension of the enquiry may be decided upon within the coming year. In case of a favourable decision, it notes with cordial appreciation that the necessary funds would be made available from the source which met the expenses of the previous enquiry, and it wishes to record its thanks for the generous offer which will make the extension of the enquiry possible.

The Committee is continuing its study of laws and regulations devised to protect public order and health against the dangers arising out of prostitution in countries where the licensed-house system has been abolished. The Fifth Committee thinks that this information should serve to further the abolition of the system. It takes note of the evidence furnished to the Committee as to the growing change in public opinion in favour of abolition, and it stresses the importance of public opinion, international as well as national, in such matters. It notes with satisfaction the positive advance made in this direction, and it places on record the fact that the general experience of the various countries points to the advisability of abolition.

On the recommendation of the Committee, the Council requested the Secretary-General to draw the attention of Governments to a useful report prepared by the Secretariat on certain legislation dealing with the *souteneur*, and to the importance of ensuring that legislation and its application should be effective in bringing the *souteneur* to justice. As a means to this end, the Fifth Committee considers it desirable that severe penalties should be inflicted on the *souteneur* ; but, in order to obtain more definite and comprehensive suggestions, it recommends that a Sub-Committee of the Traffic in Women and Children Committee be set up to study the question.

The Committee has come to the conclusion that the age-limit (21) fixed by the International Convention of 1921 causes administrative difficulties in detecting cases of international traffic as, through false documents or false statements, the victims of the traffic are often stated to have passed the age of 21 laid down in the Convention. On the Committee's proposal, the Council has empowered the Secretary-General to ascertain the views of all Governments on the desirability of omitting the age-limit of 21. Some members of the Fifth Committee declared that their countries were prepared to do so.

The Fifth Committee notes that the Advisory Committee had informed the Council that, in its opinion, no further conference to deal with the matter of obscene publications was at present required, but that further information should be requested from the Governments. The Traffic in Women and Children Committee therefore decided to put this question on the agenda for its next session.

At a joint meeting of the Traffic in Women and Children Committee and the Child Welfare Committee, the Council resolution of December 13th, 1928, on the adoption of a new procedure regarding the participation of the assessors in the Committee's work, was examined. The Fifth Committee shares the Advisory Committee's opinion that the number of assessors should be kept within such limits as are reasonable, having regard to the nature of the work of the Committee, and they should, except in special cases, be selected as representing international organisations whose work is recognised as coming more particularly within the scope of the Committee ; and that all assessors appointed in the future should be appointed for a period of five years.

In the course of the discussion, the Fifth Committee was impressed with the complexity of the problem of the struggle against the traffic in women and children. Although essentially a social problem, it has its political and economic difficulties. It is a problem necessitating a close study, based on full and accurate information ; and it has been the general feeling of the Fifth Committee that, unless the Minutes of the Advisory Committee are available for

consultation in conjunction with the report, the work of the Committee cannot be appreciated at its true value. The Fifth Committee, therefore, recommends that the Minutes of the Advisory Committee be distributed in time for the session of the Assembly.

In conclusion, the Fifth Committee has the honour to submit the following draft resolution to the Assembly :

“The Assembly takes note of the report of the Traffic in Women and Children Committee on the work of its eighth session, records its appreciation of the work of the Committee, and expresses the hope that the work will be continued along the lines indicated in the report.”

A.V.3.1929.

ANNEX 3.

WORK OF THE ADVISORY COMMITTEE ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

REPORT BY THE RAPPORTEUR, M. FOTITCH (KINGDOM OF YUGOSLAVIA).

The Advisory Committee on the Traffic in Opium and other Dangerous Drugs held its twelfth session at Geneva from January 17th to February 2nd this year.

The Advisory Committee, in accordance with its previous practice, examined carefully the position as regards the ratification of the Geneva Convention. It is hardly necessary for me to remind the Fifth Committee that the Advisory Committee has consistently taken the view that the immediate ratification and rigid enforcement of the Geneva Convention is the most valuable single step that can at present be taken to combat the illicit traffic, and that, in this view, it has always been supported by the Council and the Assembly. The Committee noted with great satisfaction that the Convention had come into force on September 25th, 1928. It regretted, however, that, despite encouraging progress, there still remain more than half the number of States Members of the League which have not yet ratified the Convention. The Convention has been ratified by some thirty Governments, including twenty-six Members of the League.

I am glad to be able to state that the number of Members of the Council which have not yet ratified the Convention has been reduced to four, as a result of the ratification by Germany and Venezuela. In addition, the ratifications of Switzerland and of my own country have been deposited. The Secretariat has also been informed of the passage by Greece of a law ratifying the Convention, although the actual instrument of ratification has not yet been deposited in the Secretariat. A communication has also been received by the Secretariat announcing that the Hungarian Government had decided to ratify the Convention without reserve. Other Governments have announced the taking of steps leading towards ratification, including : Chile, Colombia, Cuba, Denmark, Estonia, Panama, Uruguay.

The Committee decided that it was desirable that the Secretariat should bring to the notice of States which had not yet ratified the Geneva Opium Convention, all recommendations adopted by the Health Committee under Article 10 of the Convention, which aims at bringing under the scope of the Convention additional dangerous narcotic drugs which have been found to be liable to similar abuse as those to which Chapter III of the Convention applies. The Convention provides that the Council of the League shall communicate these recommendations to the parties to the Convention. But it is obviously of great importance that these recommendations — which form the most authoritative judgments available to the world with regard to the results of scientific research in these matters — should be brought to the knowledge of all Governments and particularly those which are parties to the Hague Convention, and have therefore undertaken by Article 14 (*d*) of that Convention “to apply the laws and regulations respecting the manufacture, import, sale or export of morphine, cocaine and their respective salts . . . to all new derivatives of morphine, of cocaine or of their respective salts, and to every other alkaloid of opium, which may be shown by scientific research, generally recognised, to be liable to similar abuse and productive of like effects”.

The Committee devoted a considerable part of its session to the examination of the annual reports from Governments, which it regards as one of its most important duties. It drew special attention to two outstanding difficulties which had confronted it in connection with this part of its work, namely, the failure of a number of important Governments to despatch their annual reports on the due date, and the fact that the system of annual reports was still far from being universal.

It drew the attention of the Council to the fact that a number of important Governments had failed to send in their reports until many months after the date laid down by the Council,

and that the work of the Committee had thereby been seriously hampered. The Committee therefore asked the Council to impress in the strongest possible manner on the States Members of the League that the annual reports should be despatched not later than the due date for despatch, which is October 1st in the case of the Far Eastern States and July 1st in the case of other States. In examining the list of Governments which had forwarded annual reports, the Committee noted that a number of States, including members of the Council, had never furnished reports, despite the repeated requests of the Council, which had been supplemented on a number of occasions by the Assembly. As an illustration of the difficulties in which the Committee found itself through the absence of reports from important States, the Committee drew attention to the absence of reports from Persia and Turkey, whose production of opium, so far as the Committee has been able to ascertain, amounts to over 1,000,000 kilograms of opium per annum. In the absence of direct sources of information concerning this huge quantity, the Committee stated that it was unable to follow in a satisfactory manner the distribution of the drug.

During the discussion on the report which took place in the Council at its fifty-fourth session, the representative of Persia made a statement indicating the measures which were being taken by his Government to deal with the opium problem in his country, and in a subsequent communication circulated to States Members he expressed the willingness of his Government to supply to the League full information regarding the opium traffic in Persia.

The Committee stated also that it had received very little information from South and Central American States. The Committee directed the Council's attention to the gravity of this situation, and asked it to use its influence with the States Members of the League and to urge them to forward their reports regularly in the form laid down by the League and in the fullest possible detail, in order that the Committee might duly proceed with its work.

The Committee devoted, as usual, considerable attention to the large number of seizures which had been reported to the League since the last session, which showed that the situation in regard to the illicit traffic is still serious. It also considered carefully the general situation as regards the illicit traffic. It devoted particular attention to a memorandum submitted by the Netherlands Government on the transactions of a Netherlands firm. This document, O.C.876 (1), was regarded by the Committee as certainly the most important and most detailed document regarding the ways in which drugs were supplied to the international illicit traffic which had ever come before it. It showed that, although this firm's transactions did not infringe the laws then in force in the Netherlands, the narcotics despatched by the firm were intended for other than legitimate purposes. The Committee estimated that this centre of international traffic, which has now been suppressed, probably dealt with about half the total annual world production of heroin, as far as is known. In the course of the discussion on the reports on seizures submitted by the Netherlands Government and the United States Government, the Committee learned that large quantities of drugs manufactured or sold by the four firms mentioned below had been found in the illicit traffic: Chemische Fabriek Naarden, Bussum; Fabrique de produits chimiques (ci-devant Sandoz), Basle; C. H. Böhringer Sohn, Hamburg; and the Société industrielle de Chimie organique Ste. Geneviève.

As a result of its examination of the cases of illicit traffic before it, the Committee was forced to insist once more upon the point frequently referred to by it in the past, namely, the necessity of Governments making special enquiries before granting licences to applicant firms; in order to satisfy themselves that those firms enjoy a good reputation. It urged that the Governments should immediately withdraw licences which had already been granted for manufacturing or dealing in drugs where it was amply shown that the firm which had obtained the licence was engaged in the illicit traffic or was supplying drugs for such traffic. The Committee also desired to draw the attention of Governments to other means of combating the illicit traffic which experience has proved to be of value.

The Committee also drew attention to the importance of the provision in the laws of all countries of adequate penalties in connection with the illicit traffic. In this connection, it noted with satisfaction the exemplary sentences imposed upon traffickers in the United States of America. A further point to which the Committee attached considerable importance was the desirability of all Governments mentioning in their annual reports all seizures, on however small a scale, which might throw light on the methods employed by traffickers.

The Committee decided to ask the Council to submit to Governments a list prepared by the Secretariat of factories authorised to manufacture drugs falling under the Geneva Convention, requesting them to be so good as to verify and complete it.

With regard to the smuggling of drugs through the post, which experience has proved to be a method frequently employed on a large scale by traffickers, the Committee decided to request the London Congress of the Universal Postal Union, which was held in May 1929, to examine the possibility of introducing into the Postal Convention a provision authorising the Administrations, both in the countries of consignment and in the countries of destination, to subject to Customs supervision correspondence, letters, business papers and samples which they had reason to suspect contained drugs. The Committee asked the Council to invite the British Government to lay the detailed recommendations of the Committee on this matter before the Postal Congress.

The British Government has, however, taken the view that the detailed proposals of the Committee on this point were based on the uncorrect assumption that the Postal Union Convention made express provision for the inviolability of correspondence in the post. This assumption not being correct, the British Government felt that the end which the Committee had in view would be obtained in a much more efficient and satisfactory fashion by agreement between the countries concerned to carry into effect the measures suggested.

The single proposal of the Advisory Committee which the British Government felt itself able to place before the Postal Congress was the proposal to amend Article 41 of the Postal Convention in respect of the treatment by the office of destination of narcotics discovered in the post. This amendment will make it unnecessary for administrations to return to the office of origin narcotics seized in the post. I understand that this proposal was accepted by the Postal Congress.

A long discussion took place in the Committee with regard to a scheme for limiting the output of manufactured drugs which had been placed before it. This scheme had been submitted to the Government of the United States of America, which transmitted it to the Netherlands Government. In accordance with the suggestion of the Government of the United States in its letter of March 24th, 1928, to the Government of the Netherlands, in which it stated that this matter was of possible interest to the other Powers parties to the Hague Convention of 1912, the Secretary-General communicated this scheme to these States as well as to all other States Members of the League of Nations. The more outstanding features of the scheme, as noted by the Committee in its report to the Council, are the following :

“Each Government shall notify in advance for a determined period its requirements of each of those substances derived from opium and the coca leaf that now are, or in the future may be, covered by either the Hague Convention or the Geneva Convention.

“Each Government shall state from which country it will purchase its requirements in narcotic drugs for medical and scientific purposes.”

Some members of the Committee who were in favour of the general ideas embodied in this scheme asked that it should be taken as a starting-point for a general discussion at the next session on the limitation of manufacture and possibly the establishment of a Government monopoly.

The majority of the Committee, while agreeing that the idea of a limitation of the manufacture of narcotic drugs by the means set forth in the scheme was ingenious, did not think that it could be realised in the manner proposed. The Committee did not think it advisable to take any action in regard to the scheme submitted to it. It is waiting to see the results of the application of the Geneva Convention, which has only just come into force and provides a strict system of control.

The question of the relations between the Advisory Committee and the Permanent Central Opium Board, which had been discussed at previous sessions, was further examined by the Committee at its twelfth session. The Board was set up by the Council in December 1928, in accordance with the provisions of the Convention. It held its first session at Geneva in January and its second session in May, and reported to the Council at the fifty-fifth session in June of this year.

As the session of the Advisory Committee and the Board took place simultaneously in Geneva, the Committee thought it desirable to take advantage of the opportunity thus afforded it of studying, in conjunction with a delegation from the Central Board, the future relationship of the two bodies. Before this discussion, an exchange of views had taken place in the Committee with regard to the question as to whether the work and powers of the Advisory Committee would be affected in any way by the creation of the Permanent Central Opium Board.

After giving full consideration to the matter, the Committee noted that its rights and duties would not be restricted by the creation of the Central Board ; although it took the view that the Board would ultimately relieve it of a considerable part of its technical work, more particularly in connection with the detailed examination of statistics. The Committee decided that it must continue to examine these statistics, although their preparation and full technical analysis could be left to the Board. The Committee's examination of the statistics would be restricted to what it considered necessary for the purposes of its work. It was felt that there would thus be no difficulty in future in avoiding any overlapping between the work of the two bodies. With a view to ensuring friendly and useful co-operation between the two bodies, the Committee requested its Chairman to keep in close touch with the Chairman of the Central Board. The simultaneous meeting of the two bodies gave the Committee an opportunity which it was glad to welcome of co-operating at once with members of the Board by inviting them to attend the discussions on the annual reports of the Governments and on cases of illicit traffic.

It may not be out of place for me to mention here certain points with regard to the report to the June Council by the Permanent Central Opium Board, and the discussion which ensued thereupon in the Council. On the proposal of the Rapporteur, the Council adopted the report of the Permanent Central Opium Board on the work of its second session, together with the report made thereon by the Rapporteur, M. Dandurand. In his report, the Rapporteur suggested that the Council should take note of the passage in the report of the Board regarding its independence and the right it claims to communicate direct with Governments, and

expressed the view that those who set up the Board intended it to exercise this right. He recommended also that the proposal concurred in by the Board that the Secretariat of the Board should be made an integral part of the Secretariat of the League should be adopted, expressing the confidence which the Members of the Council felt that the Secretary-General would assure the full technical independence of the Board in carrying out its duties under the Convention and would remember that its staff was responsible to the Board for the fulfilment of those duties.

In the discussion which ensued, the representative of Venezuela submitted certain considerations which relate to the report on the work of the Advisory Committee now before us. He expressed the view that, owing to the reluctance to ratify the Geneva Convention, shown by a large number of States, an indeterminate delay must be expected in the effective struggle against the illicit traffic. He said that certain declarations made at the last session of the Advisory Committee had made it clear that the suppression of the illicit traffic would be illusory so long as a practical system of limitation was not applied throughout the world. He thought that the Council might take advantage of this delay to establish officially by means of a thorough study the causes of the check which had occurred, and that such a study would enlighten and inform public opinion, thus enabling it to assist the League in this matter. Particular account should be taken of the interests of the consuming countries, only a few of which were represented on the Advisory Committee, and, with a view to securing closer co-operation between the Council and the Advisory Committee, the agenda of the latter might be communicated to the Council before discussion thereon took place. The Rapporteur, M. Dandurand, in commenting upon these observations, drew attention to the concern shown by the Council regarding the slow progress in the ratification of the Convention, and the steps taken by it at its March session to bring this matter forcibly before all the States concerned. M. Dandurand thought that the matter should be raised at the session of the Assembly in September, where all the States were to be represented.

In conclusion, it may be noted that the report of the Advisory Committee on the work of its twelfth session was examined by the Council at its fifty-fourth session in March 1929. The Council took note of the report and resolutions of the Advisory Committee and instructed the Secretary-General to take the necessary action to give effect to them.

Lastly, I should like to ask your permission to give you, not only as Rapporteur, but also as Chairman of the Opium Advisory Committee, my impression of the general position of the campaign against opium and other dangerous drugs.

It seems to me — and the Opium Advisory Committee's report confirms this view — that this position is still serious. Nevertheless, it has certain encouraging features — the principal one being the entry into force of the Geneva Convention of 1925. It is still too soon to express any opinion on the value of this instrument and to anticipate all the effects which it may produce.

The success or failure of the Convention will mainly depend on the manner in which it is applied by the Governments which have ratified it and on its being as widely adopted as possible. Given a strict system of supervision, zealously applied by all countries parties to this Convention, it may become a powerful instrument in overcoming the scourge. I would accordingly request the Committee to address a further appeal to all members which have not yet ratified the Convention to do so as soon as possible and thus contribute their share to our work. In this connection, it seems to me that members of this Committee, who are particularly well-informed in regard to the extent of the evil which we are combating, would render great service by using their personal influence to expedite ratification in countries which have not yet ratified.

If our hopes are disappointed, we shall be obliged to call for fresh weapons ; we cannot allow the League to confess its inability to carry on the campaign it has undertaken to a successful issue.

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ANNEX 3a.

**WORK OF THE ADVISORY COMMITTEE ON THE TRAFFIC IN OPIUM AND OTHER
DANGEROUS DRUGS.**

**REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY, PRESENTED BY M. FOTITCH
(KINGDOM OF YUGOSLAVIA).**

The Advisory Committee on the Traffic in Opium and other Dangerous Drugs held its twelfth session at Geneva from January 17th to February 2nd this year.

The Advisory Committee, in accordance with its previous practice, examined carefully the position as regards the ratification of the Geneva Convention. It is hardly necessary for the Fifth Committee to remind the Assembly that the Advisory Committee has consistently

taken the view that the immediate ratification and rigid enforcement of the Geneva Convention is the most valuable single step that can at present be taken to combat the illicit traffic, and that in this view it has always been supported by the Council and the Assembly. The Committee noted with great satisfaction that the Convention had come into force on September 25th, 1928. It regretted, however, that, despite encouraging progress, there still remain more than half the number of States Members of the League which have not yet ratified the Convention. The Convention has been ratified by some thirty Governments, including twenty-six Members of the League.

The Fifth Committee was glad to note that the number of Members of the Council which have not yet ratified the Convention has been reduced to four, as a result of the ratification by Germany, Venezuela and the Kingdom of Yugoslavia. In addition, the ratification of Switzerland has been deposited. The Secretariat has also been informed of the passage by Greece of a law ratifying the Convention, although the actual instrument of ratification has not yet been deposited in the Secretariat. A communication has also been received by the Secretariat announcing that the Hungarian Government has decided to ratify the Convention without reserve. Other Governments have announced the taking of steps leading towards ratification, including Chile, Colombia, Cuba, Denmark, Estonia, Panama and Uruguay. Declarations by the representatives of the Irish Free State, Italy and Norway of the intention of their Governments to ratify were made in the Fifth Committee, and the representative of Siam said his Government had ratified the Convention and that the instrument of ratification was on its way.

In the event of any Government finding difficulties which prevent it ratifying the Convention, the Fifth Committee took the view that it would be of assistance to the parties to the Convention if the Government would indicate in detail what these difficulties were.

The Advisory Committee indicated in its report the desirability that the Secretariat should bring to the notice of States which had not yet ratified the Geneva Opium Convention all recommendations adopted by the Health Committee under Article 10 of the Convention, which aims at bringing under the scope of the Convention additional dangerous narcotic drugs which have been found to be liable to similar abuse as those to which Chapter III of the Convention applies. The Convention provides that the Council of the League shall communicate these recommendations to the parties to the Convention. But it is obviously of great importance that these recommendations — which form the most authoritative judgments available to the world with regard to the results of scientific research in these matters — should be brought to the knowledge of all Governments, and particularly those which are parties to the Hague Convention and have therefore undertaken, by Article 14 (*d*) of that Convention, “to apply the laws and regulations respecting the manufacture, import, sale or export of morphine, cocaine and their respective salts . . . to all new derivatives of morphine, of cocaine or of their respective salts, and to every other alkaloid of opium which may be shown by scientific research, generally recognised, to be liable to similar abuse and productive of like effects”.

The Advisory Committee devoted a considerable part of its session to the examination of the annual reports from Governments, which it regards as one of its most important duties. It drew special attention to two outstanding difficulties which had confronted it in connection with this part of its work, namely, the failure of a number of important Governments to despatch their annual reports on the due date, and the fact that the system of annual reports was still far from being universal.

It drew the attention of the Council to the fact that a number of important Governments had failed to send in their reports until many months after the date laid down by the Council, and that the work of the Committee had thereby been seriously hampered. The Advisory Committee therefore asked the Council to impress in the strongest possible manner on the States Members of the League that the annual reports should be despatched not later than the due date for despatch, which is October 1st in the case of the Far-Eastern States and July 1st in the case of other States. In examining the list of Governments which had forwarded annual reports, the Advisory Committee noted that a number of States, including Members of the Council, had never furnished reports, despite the repeated requests of the Council, which had been supplemented on a number of occasions by the Assembly.

As an illustration of the difficulties in which it found itself through the absence of reports from important States, the Advisory Committee drew attention to the absence of reports from Persia and Turkey, whose production of opium, so far as the Committee has been able to ascertain, amounts to over 1,000,000 kilos of opium per annum. In the absence of direct sources of information concerning this huge quantity, the Committee stated that it was unable to follow in a satisfactory manner the distribution of the drug. During the discussion on the report which took place in the Council at its fifty-fourth session, the representative of Persia made a statement indicating the measures which were being taken by his Government to deal with the opium problem in his country, and in a subsequent communication circulated to States Members he expressed the willingness of his Government to supply to the League full information regarding the opium traffic in Persia.

The Persian representative on the Fifth Committee explained, and the Fifth Committee recognised, the difficulties which prevented the ratification of the Geneva Convention by his country. He added that, on the recent establishment of an Opium Monopoly, his Government

would be able shortly to communicate its first annual report containing all the information it was possible to obtain for the moment. The Fifth Committee was glad to take note of this declaration.

The Advisory Committee stated also that it had received very little information from South and Central American States.

The Committee directed the Council's attention to the gravity of this situation, and asked it to use its influence with the States Members of the League and to urge them to forward their reports regularly in the form laid down by the League, and in the fullest possible detail, in order that the Committee might duly proceed with its work.

The discussion which took place in the Fifth Committee on the question of the annual reports indicated the great importance which the Committee attached to the sending in by all Governments of annual reports in proper form and by the due date. The Committee therefore trusts that each of the delegations represented at this meeting of the Assembly will urge its Government to give special attention to this matter.

The Fifth Committee felt that the general circulation to all Governments of the annual reports sent to the League, instead of confining this circulation as in the past to the Advisory Committee and supplying the Governments with only a summary of the reports received, would be of assistance to every Government in keeping them more fully informed of the action taken by other Governments. It therefore invited the Secretariat to adopt this practice in the future.

The Advisory Committee devoted, as usual, considerable attention to the large number of seizures which had been reported to the League since the last session, which showed that the situation in regard to the illicit traffic is still serious. It also considered carefully the general situation as regards the illicit traffic. It devoted particular attention to a memorandum submitted by the Netherlands Government on the transactions of a Dutch firm. This document, O.C.876 (1), was regarded by the Advisory Committee as certainly the most important and most detailed document regarding the ways in which drugs were supplied to the international illicit traffic which had ever come before it. It showed that, although this firm's transactions did not infringe the laws then in force in the Netherlands, the narcotics despatched by the firm were intended for other than legitimate purposes.

The Advisory Committee estimated that this centre of international traffic, which has now been suppressed, probably dealt with about half the total annual world production of heroin, as far as is known. In that section of the report which deals with seizures effected by the Netherlands Government and the Government of the United States of America, the Advisory Committee makes mention of the names of four firms whose products, in very large quantities, have been discovered in the illicit traffic.

As a result of its examination of the cases of illicit traffic before it, the Fifth Committee supported the Advisory Committee in its insistence once more upon the point frequently referred to by it in the past, namely, the necessity of Governments making special enquiries before granting licences to applicant firms, in order to satisfy themselves that those firms enjoy a good reputation. It urged that the Governments should immediately withdraw licences which had already been granted for manufacturing or dealing in drugs where it was amply shown that the firm which had obtained the licence was engaged in the illicit traffic or was supplying drugs for such traffic. The Committee also desired to draw the attention of Governments to other means which experience has proved to be of value in combating the illicit traffic.

The Fifth Committee was in complete agreement with the Advisory Committee as to the importance of the provision in the laws of all countries of adequate penalties in connection with the illicit traffic. In this connection, it noted with satisfaction the exemplary sentences imposed upon traffickers in the United States of America. A further point to which the Committee attached considerable importance was the desirability of all Governments mentioning in their annual reports all seizures, on however small a scale, which might throw light on the methods employed by traffickers.

The Fifth Committee regards as of special importance the recommendations of the Advisory Committee regarding the imposition of severe penalties and the withdrawal of licences of manufacturers or traders who have been found to be implicated in the illicit traffic. It is convinced that, if drastic action were taken in these directions in all countries, a heavy blow would be dealt to the illicit traffic.

The Council, acting on the advice of the Advisory Committee, instructed the Secretariat to submit to Governments a list prepared by the Secretariat of factories authorised to manufacture drugs falling under the Geneva Convention, requesting them to be so good as to verify and complete it. In view of the important bearing of this list on the holding of a conference of the manufacturing and the chief consuming countries, the Fifth Committee trusts that all Governments will comply with the wishes of the Advisory Committee in verifying and completing this list as soon as possible.

With regard to the smuggling of drugs through the post, which experience has proved to be a method frequently employed on a large scale by traffickers, the Advisory Committee decided to request the London Congress of the Universal Postal Union, which was held in

May 1929, to examine the possibility of introducing into the Postal Convention a provision authorising the administrations, both in the countries of consignment and in the countries of destination, to subject to Customs supervision correspondence, letters, business papers and samples which they had reason to suspect contained drugs. The Advisory Committee asked the Council to invite the British Government to lay the detailed recommendations of the Committee on this matter before the Postal Congress. The British Government has, however, taken the view that the detailed proposals of the Committee on this point were based on the incorrect assumption that the Postal Union Convention made express provision for the inviolability of correspondence in the post. This assumption not being correct, the British Government felt that the end which the Committee had in view would be obtained in a much more efficient and satisfactory fashion by agreement between the countries concerned to carry into effect the measures suggested.

It therefore proposed a resolution, which was carried unanimously by the Fifth Committee, in the following form :

“ In view of the extensive use of the post which is made by persons engaged in the illicit traffic in drugs, the Assembly recommends that every State Member of the League should adopt, if it has not already done so, and put into operation as soon as possible, the following measures :

“ 1. Arrangements should be made to subject to the supervision of the Customs, both in the country of consignment and in the country of destination, all postal matter (correspondence, letters, business papers, samples or packages) which there is reason to suspect may contain dangerous drugs, and either to open any suspected postal matter or to require the sender or the consignee (as the case may be) to open it in the presence of the authorities.

“ 2. Strict supervision should be exercised over the renting of post-office boxes, and the name and address of the lessee should in every case be carefully verified.

“ 3. Having regard to the prevalence of the illicit traffic in the Far East in particular, correspondence addressed to the Far East should be concentrated for despatch at a certain number of post offices in order to enable the authorities to detect any unusual amount of correspondence or other postal matter addressed to suspected persons or destinations.

“ The Assembly also recommends that the States Members should be asked to inform the Secretary-General as soon as possible whether they have adopted or are prepared to adopt the foregoing measures.”

The British Government felt itself able to place before the Postal Congress the proposal to amend Article 41 of the Postal Convention in respect of the treatment by the office of destination of narcotics discovered in the post. This amendment will require the administrations not to return to the office of origin narcotics seized in the post. This proposal was accepted by the Postal Congress.

A long discussion took place in the Advisory Committee with regard to a scheme for limiting the output of manufactured drugs which had been placed before it. This scheme had been submitted to the Government of the United States of America, which transmitted it to the Netherlands Government. In accordance with the suggestion of the Government of the United States in its letter of March 24th, 1928, to the Government of the Netherlands, in which it stated that this matter was of possible interest to the other Powers parties to the Hague Convention of 1912, the Secretary-General communicated this scheme to those States as well as to all other States Members of the League of Nations. The more outstanding features of the scheme, as noted by the Advisory Committee in its report to the Council, are the following :

“ Each Governments shall notify in advance for a determined period its requirements of each of those substances derived from opium and the coca leaf that now are, or in the future may be, covered by either the Hague Convention or the Geneva Convention.

“ Each Government shall state from which country it will purchase its requirements in narcotic drugs for medical and scientific purposes.”

During the meeting of the Fifth Committee, an interesting communication was received from the Republic of Costa Rica, drawing attention to its acceptance of the fundamental principles of this scheme.

Some members of the Advisory Committee who were in favour of the general ideas embodied in this scheme asked that it should be taken as a starting-point for a general discussion at the next session on the limitation of manufacture and possibly the establishment of a Government monopoly.

The majority of the Advisory Committee, however, while agreeing that the idea of a limitation of the manufacture of narcotic drugs by the means set forth in the scheme was ingenious, did not think that it could be realised in the manner proposed. The Advisory Committee did not think it advisable to take any action in regard to the scheme submitted

to it. It is waiting to see the results of the application of the Geneva Convention, which has only just come into force and provides a strict system of control.

The question of the relations between the Advisory Committee and the Permanent Central Opium Board, which has been discussed at previous sessions, was further examined by the Committee at its twelfth session. The Board was set up by the Council in December 1928, in accordance with the provisions of the Convention. It held its first session at Geneva in January and its second session in May, and reported to the Council at the fifty-fifth session in June of this year.

As the session of the Advisory Committee and the Board took place simultaneously in Geneva, the Committee thought it desirable to take advantage of the opportunity thus afforded it of studying, in conjunction with a delegation from the Central Board, the future relationship of the two bodies. Before this discussion, an exchange of views had taken place in the Advisory Committee with regard to the question as to whether the work and powers of the Advisory Committee would be affected in any way by the creation of the Permanent Central Opium Board.

After giving full consideration to the matter, the Advisory Committee noted that its rights and duties would not be restricted by the creation of the Central Board, although it took the view that the Board would ultimately relieve it of a considerable part of its technical work, more particularly in connection with the detailed examination of statistics. The Advisory Committee decided that it must continue to examine these statistics, although their preparation and full technical analysis could be left to the Board. The Advisory Committee's examination of the statistics would be restricted to what it considered necessary for the purposes of its work. It was felt that there would thus be no difficulty in future in avoiding any overlapping between the work of the two bodies. With a view to ensuring friendly and useful co-operation between the two bodies, the Committee requested its Chairman to keep in close touch with the Chairman of the Central Board. The simultaneous meeting of the two bodies gave the Committee an opportunity, which it was glad to welcome, of co-operating at once with members of the Board by inviting them to attend the discussions on the annual reports of the Governments and on cases of illicit traffic.

The Fifth Committee had the opportunity of listening to an interesting statement made by Professor Gallavresi, Vice-Chairman of the Permanent Central Opium Board, with regard to the setting up of the Board, the work which it had accomplished and its plans for future developments.

In conclusion, it may be noted that the report of the Advisory Committee on the work of its twelfth session was examined by the Council at its fifty-fourth session, in March 1929. The Council took note of the report and resolutions of the Advisory Committee and instructed the Secretary-General to take the necessary action to give effect to them.

The discussion which took place in the Fifth Committee on the report of the Advisory Committee can be described without hesitation as one of the most important which has ever taken place in the Fifth Committee, if not the most important. The discussion showed a deep sense of the seriousness of the position, the bringing to light of which it was generally agreed was one of the most important of the contributions made by the Advisory Committee, and a general determination to put an end to the illicit traffic as soon as possible. The discussions in the Fifth Committee concentrated upon three main points: (1) The vital necessity of the universal ratification and strict application of the Geneva Convention; (2) the necessity of securing an international agreement by which each of the manufacturing countries would consent to limit its manufacture to a definite quota of the world's scientific and medical requirements as regards morphine, heroin and cocaine and similar drugs; (3) the future constitution of the Advisory Committee in such a manner as to allow of a more effective representation of non-manufacturing countries.

The Fifth Committee noted with great appreciation the large number of promises of ratification of the Geneva Convention which had been received in the last couple of months. It could not, however, shut its eyes to the fact that, at the present time, only twenty-six out of the fifty-three Members of the League present at this Assembly had ratified the Convention. It decided, therefore, that a further appeal should be addressed immediately to all States Members which have not yet ratified the Convention to do so at the earliest possible moment and thus make their effective contribution to the work which the League has undertaken in this matter.

The Fifth Committee addressed an urgent appeal to all the delegations present at this Assembly to bring to bear their personal influence to expedite the ratification by their respective countries.

In order to secure the effective operation of the Geneva Convention, the Fifth Committee decided that it was essential that the attention of Governments should be drawn once more to the model administrative code elaborated by the Advisory Committee at its eleventh session, which contains the provisions which the League's expert body regards as essential to the proper application by each country in its internal legislation and administration of the Geneva Convention. For this purpose, the Fifth Committee proposed the following resolution:

“The Assembly recommends that the Council, in view of the gravity of the present situation, should take immediate steps to draw the attention of all Governments to the vital necessity of their putting into operation an effective national system of administrative control in accordance with the provisions of the Hague and the Geneva Conventions —

especially those which relate to the limitation of manufacture — recalling to their attention in this connection the model code for the administrative control of the drug traffic elaborated by the Advisory Committee at its eleventh session, and asking them to be good enough to indicate before May 31st, 1930, whether they have in operation in their countries the same or equivalent administrative provisions, and to furnish copies of any regulations issued and particulars of arrangements made for the purpose ; or, if such provisions have not at present been adopted, to indicate when it may be possible for them to put such provisions into operation.”

The greater part of the debate in the Fifth Committee was concentrated upon the question of the limitation of manufacture. The result of this discussion was the emergence for the first time in the history of the League of an agreement amongst the manufacturing countries as to the desirability of the limitation of manufacture, to be secured by means of an international Conference which would determine the total amount of narcotic drugs required to meet the legitimate medical and scientific needs of the world as well as the quota to be allocated amongst the various manufacturing countries.

Resolutions relating to the limitation of manufacture were proposed by the representatives of Venezuela, Italy, Uruguay and Great Britain. The resolution submitted by the Venezuelan delegation, which follows upon an intervention by the Venezuelan delegate in the June meeting of the Council, provided that a special Committee of five members should be set up by the Council.

This Committee, under the presidency of the Chairman of the Permanent Central Board, should study the principal and subsidiary causes which have prevented the execution of the provisions of the Opium Conventions with regard to the limitation of manufacture, and should submit a report to the Advisory Commission in time for its next session.

A resolution by the Italian delegation requested the Council to ask the Advisory Committee to study the most effective means of effecting the limitation of the manufacture of drugs.

The resolution moved by the Uruguayan delegation requested the Council to set up a special Committee of five members, similar in constitution to that proposed by the Venezuelan delegation, to frame a plan with a view to giving effect to the provisions contained in the Opium Conventions, especially with regard to the limitation of manufacture, the Committee's report to be submitted to the Advisory Committee either at its 1930 session or at an extraordinary session before the month of May, so that the Council might be in the position to submit this plan to the Assembly at its next session.

The resolution proposed by the British delegation asked the Council to invite the Governments of the countries in which morphine, heroin or cocaine are manufactured to confer together as to the possibility of arriving at an agreement as to the total amount of each of those drugs to be manufactured annually and as to the quota of that amount to be manufactured by each of those countries, and that the Secretary-General should be authorised, in the event of the acceptance of that invitation, to give such assistance to the Governments as they may desire.

It further recommended that the Advisory Committee should continue its studies of the question, more particularly with reference to the steps that would be necessary in the event of factories being established in countries not at present manufacturing the drugs.

The British resolution containing a definite proposal for a Conference on the limitation of manufacture followed upon a declaration made by the representative of France that his Government had decided to impose a limitation on its manufacturers and other declarations with regard to limitation made by representatives of other Governments.

The Fifth Committee did not, for various reasons, find it possible to support the resolutions proposed by the representatives of Venezuela and Uruguay.

After further discussion, the representative of Great Britain, in deference to suggestions made by other delegations, agreed to a modified resolution providing for the extension of the scope of the Conference to include representatives of the chief consuming countries. It agreed also, in order to meet the views put forward by the Italian delegation, that the Advisory Committee should be called upon to prepare plans for the proposed limitation.

The following is the text of the resolution which was ultimately carried unanimously by the Committee :

“ The Assembly :

“ Impressed by the disclosures made in the report of the Advisory Committee as to the large quantities of dangerous drugs still passing in the illicit traffic ;

“ Recalling the proposals made in connection with the Geneva Conference of 1924-25 for the direct limitation by agreement between the Governments of the manufacturing countries of the amount of such drugs manufactured ;

“ Taking note of the important declaration made in the course of the present meeting of the Assembly by the representative of France that his Government has decided to impose such limitation on its manufacturers, and of the declarations made by other Governments as to limitation ;

“ Recognising that the Geneva Convention of 1925 provides indispensable machinery for the national and international control of the traffic in drugs, the effective application

of which should be secured in all countries at the earliest possible date ; but that, owing to the delay in bringing the Convention into force, its full effects cannot be realised in the near future ;

“ Desiring that, if possible, steps supplementing the Convention should be taken without delay to limit the manufacture of dangerous drugs to the amounts required for medical and scientific purposes :

“ (I) Regards the principle of the limitation of the manufacture of the drugs mentioned in paragraphs (b), (c) and (g) of Article 4 of the Convention of Geneva by international agreement as now accepted ;

“ (II) Requests the Advisory Committee to prepare plans for such limitation, regard being had to world requirements for medical and scientific purposes and the means of preventing an increase in price which would lead to the establishment of new factories in countries which are not at present manufacturing countries ;

“ (III) The Committee’s report will be submitted 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 that of the manufacturing countries, and whether certain experts proposed by the Opium and the Health Committees should be included ;

“ (IV) Recommends that the Advisory Committee be enlarged in order to ensure more effective representation on that Committee of the non-manufacturing countries ;

“ (V) Agrees that the sum of 25,000 Swiss francs shall be included in the budget of the League for 1930 in order to meet the expenses of such a Conference.”

The third point on which the attention of the Fifth Committee had concentrated is contained in the fourth recommendation of this resolution. Whilst there was a strong feeling in the Fifth Committee in favour of a more effective representation of the non-manufacturing countries on the Advisory Committee, there was also a general feeling against the undue enlargement of the Advisory Committee to a point where its work would be rendered ineffective. The British delegation was of the opinion that different countries might, at different times, owing to the shifting nature of the illicit traffic, find themselves the centre of such traffic, and suggested that the Council might ask the Advisory Committee at its next meeting to consider and report in what manner the assistance in the work of the Committee of countries which are in a special sense victims of the illicit traffic, or which are important centres of distribution, or are countries of transit, could from time to time be most effectively secured.

On the proposal of the Austrian delegation, which drew attention to the great importance of securing the effective co-operation of the police authorities in the various countries in connection with the League’s work as regards traffic in opium and the protection of women and children, the Fifth Committee carried the following resolution :

“ The Assembly decides to ask the Council to consider inviting the International Criminal Police Commission to present, after consulting all the police authorities represented upon it, suggestions as to the ways in which the Commission, and the authorities represented on it, can best assist the League of Nations, and the States Members of the League, in the suppression of the illicit traffic in opium and other dangerous drugs and for the protection of women and children. In the light of these suggestions, the appropriate Committees of the League will be able to judge whether it would be advisable to arrange for conferences between those Committees and representatives of the Commission.”

The Fifth Committee, anxious to secure the fullest possible results from the spirit of co-operation revealed in its discussions, decided to request the Secretariat to take certain steps which it feels convinced will put the opium work of the League upon a sounder footing and will result in the more effective application of the Opium Conventions. It requested the Secretariat : (1) to study and prepare a report for submission to the Advisory Committee on the data in its possession regarding the legitimate consumption of dangerous drugs ; and (2) to take into consideration : (a) the possibility of preparing a list of all the laws now in operation in the various countries regarding traffic in opium and other dangerous drugs, and the possibility of preparing a digest or survey of this legislation with a view to facilitating the more effective operation of the Geneva and Hague Conventions ; (b) the desirability of making a careful comparative study of all the seizure reports in the possession of the League with a view to bringing out the chief administrative weaknesses which they reveal.

In view of the considerable amount of additional work extending over a lengthy period which these proposals involve and of the large amount of preparatory work required in connection with the proposed Conference of Governments on limitation of manufacture, the Fifth Committee decided to ask the Fourth Committee to make provision for additional staff for the Opium Traffic and Social Questions Section of the Secretariat. In making this request,

the Fifth Committee has taken into full consideration the heavy pressure which is already being placed upon the Opium Traffic and Social Questions Section of the Secretariat as a result of the constantly widening field of application of the Opium Conventions and the additional work likely to be involved next year in connection with the Commission of Enquiry into the control of opium-smoking in the Far East and the Conference of the parties to the Geneva Opium Agreement of February 11th, 1925, which is likely to follow upon the presentation of the report of the Commission. The Fifth Committee trusts, therefore, that the Fourth Committee will agree to its request, which it regards as essential to the effective carrying out of the League's responsibilities in connection with the opportunities now presenting themselves as regards the successful handling of the problem of the drug traffic.

Finally, the Fifth Committee passed a resolution expressing its high appreciation of the work of the Advisory Committee, and, in doing so, tendered its thanks to those members of the Committee who had worked ceaselessly in their own countries to bring about a realisation of the aims of the League and had done so much to reveal the extent of the illicit traffic and to provide the League of Nations with the opportunity now opening out before it of taking a decisive step forward in the direction of securing a limitation of the manufacture of narcotic drugs. The following is the text of the resolution :

"The Assembly, having noted the report of the Advisory Committee at its twelfth session, expresses its satisfaction with the work which has been accomplished and particularly with the unremitting efforts of the Committee to secure the acceptance and execution of the Geneva Convention of 1925, and to expose the extent and methods of the illicit traffic ; and desires that these efforts will be continued and will receive the full support of all States Members of the League, without whose determined co-operation the valuable recommendations of the Committee as to the methods of dealing with the illicit traffic must fail to produce their effect."

In presenting this report, the Fifth Committee feels that, whilst the situation still continues to be grave, the step taken at this meeting of the Assembly to secure a Conference on the limitation of manufacture, made possible for the first time by the acceptance by the manufacturing countries of the principle of direct limitation of manufacture by means of an international agreement, justifies hopes of the ultimate success of the League's effort. It cannot be too strongly urged, as pointed out in the last part of the above-mentioned resolution, which was unanimously accepted, that this success must depend on the fullest possible co-operation of all Governments.

Appendix.

STATEMENT WITH REGARD TO THE RATIFICATIONS OF THE GENEVA OPIUM CONVENTION OF 1925.

Ratifications.

Austria
Belgium
British Empire
Canada
Australia
Union of South Africa
New Zealand
India
Bulgaria
Czechoslovakia
France
Germany
Japan
Latvia
Luxemburg
Netherlands
Poland
Portugal
Kingdom of Yugoslavia
Spain
Sudan
Switzerland .

Accessions.

Danzig
Dominican Republic
Egypt
Finland
San Marino
Monaco
Roumania
Salvador
Venezuela

INFORMATION WITH REGARD TO RATIFICATIONS RECEIVED BY THE COUNCIL AND THE SECRETARIAT FROM VARIOUS COUNTRIES.

- Chile* Owing to the fact that the Public Health Service had been in process of re-organisation, the Government had not yet been able to ratify the Convention. As this reorganisation, however, was now completed, the Government would hasten the preparations for ratifying the Convention of 1925.
- Colombia* The authorities propose to submit the Convention to Congress for ratification at the session which opened on July 20th, 1929.
- Cuba* The Convention is now awaiting approval by the Senate. Once this is given, the Cuban Government will ratify, probably at an early date.
- Denmark* On June 25th, 1929, the Government stated that the question is now being discussed by the Ministry of the Interior and the Public Health Office. It is proposed to submit a draft law to Parliament on the subject as soon as possible during its next session.
- Estonia* The competent authorities have pronounced in favour of accession. The Convention will probably be submitted to Parliament before the end of the year.
- Greece* A law ratifying the Convention has been passed, but the actual instrument of ratification has not yet been received by the Secretariat.
- Hungary* The Government has announced that it has decided to ratify without reserve.
- Panama* On May 6th, 1929, the Government stated that it would submit the Convention for the consideration of Parliament at its next session.
- Uruguay* The Senate has decided to present a favourable report with regard to the ratification of the Convention.

STATEMENTS MADE BY DELEGATES IN THE FIFTH COMMITTEE OF THE ASSEMBLY.

- Irish Free State
Italy
Norway
- } The delegates of these countries stated that their respective Governments intend to ratify.
- Siam
- The representative of Siam stated that his Government has ratified and that the instrument of ratification was on its way.
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ABBREVIATIONS

Cttee. — Committee
Int. — International
Perm. — Permanent

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