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Study concerning the  
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and  
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VIII. TRANSIT  
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## STUDY CONCERNING THE PRESENT SITUATION IN REGARD TO PUBLICITY.

### INTRODUCTION.

The Council of the League of Nations adopted at its sixty-third session a resolution requesting the Secretary-General :

“ (1) To arrange for the Communications and Transit Organisation to proceed to an enquiry among all the Governments invited to the Disarmament Conference and to a methodical study of the present situation concerning the publication of information on civil aviation, whether as regards national regulations, multilateral conventions or special obligations ;

“ (2) To prepare on this basis for the use of the Conference a collection of all the provisions in force relating to the exchange or publication of information regarding non-military aviation ”.

In execution of this resolution, the Secretary-General requested the States invited to the Disarmament Conference to be good enough, before December 1st, 1931 :

“ (1) To communicate to him the text of any national provisions or regulations, multilateral conventions or private undertakings relating to the publication of information regarding civil aviation which are in force as far as they themselves are concerned, and

“ (2) To inform him whether, in view of the provisions in force, they would be able to furnish regularly all or part of the particulars given in the annex to the present circular. ” (See Annex.)

Replies have been received from thirty-seven countries, which will be referred to individually later on.

From an examination of those replies, it appears :

(a) That the Governments from which they have been received are, for the most part, in a position to forward particulars to the League of Nations in accordance with the plan of the provisional questionnaire ;

(b) That no national law exists providing for aviation publicity except in virtue of international obligations under the treaties of peace.

In the methodical analysis hereunder of the replies received a distinction has accordingly been made between :

- I. Publicity in virtue of international conventions.
- II. Publicity with which the States declare themselves ready to comply.

### I. PUBLICITY IN VIRTUE OF INTERNATIONAL CONVENTIONS.

#### A. Provisions embodied in Multilateral Agreements between Governments.

1. In execution of the *treaties of peace*, Germany, Austria, Bulgaria and Hungary have undertaken to place at the disposal of the League of Nations aviation registration lists kept up to date.

Such registration covers the following points :

- (a) All factories manufacturing aviation material ;
- (b) All aircraft and aero-engines completed ;
- (c) All air-pilots and cadet-pilots ;
- (d) All organisations which operate air transport lines ;
- (e) All organisations, companies or institutes engaged in aviation or using aircraft ;
- (f) All other owners of aircraft (see *Collection* No. 1).

Further, Germany has undertaken to place at the disposal of the League of Nations a list kept up to date of pilots and cadet-pilots in motorless flying (see *Collection* No. 2).

Although there is no provision requiring publication, Germany publishes such data in the *Nachrichten für Luftfahrer*.

2. Under the provisions of the *Convention relating to the Regulation of Aerial Navigation*, the passage of aircraft of a State which is a party to the Convention over the territory of another State which is also a party (Article 2) is subject to registration in conformity with Articles 5 to 8 and with Annex A (Section VI of the Convention) (see *Collection No. 3*).

This implies a publicity which is doubly limited : the clauses in question apply only to aircraft used in international traffic over the territory of countries parties to the Convention.

Further, Article 9 of the Convention provides for the periodical exchange of registrations and cancellations in the official registers ; this may result in wider publicity, the States remaining free to extend the scope of the registers (see *Collection No. 4*).

Articles 3 and 16, concerning respectively prohibited zones and the carriage of persons and goods for hire between two points in the territory of any one State, provide that detailed information shall be given by the contracting States. Similarly, Article 27, which refers to the carriage and use of photographic apparatus, and Article 28, concerning the carriage of objects other than those mentioned in Articles 26 (explosives and arms) and 27, provide that the different regulations shall be communicated to the other contracting States.

Lastly, Articles 15, 34(c), (d), (e), (f), 35 and 36 lay down the principle, and Annexes F, G and H specify the methods, of co-operation by means of the publication and exchange of information relating to aerodromes, meteorology, maps and wireless telegraphy applied to air navigation (see *Collection No. 5*).

3. Under the provisions of the *Pan-American Convention*, the States parties to that Convention have introduced, by a system of registers, similar publicity in regard to aircraft (see *Collection No. 6*).

Article 31 of the Convention is on the same lines as the provisions of Article 35 of the Convention relating to the Regulation of Aerial Navigation of October 13th, 1919 : centralisation and communication to the contracting States of information of every kind concerning international navigation (see *Collection No. 7*).

4. As regards publicity, the clauses of the *Ibero-American Convention* contain provisions similar to those of the Convention relating to the Regulation of Aerial Navigation (see *Collection No. 8*).

#### B. Provisions of Bilateral Agreements.

1. Such agreements provide for publicity only in so far as this is laid down in the clauses of the Convention relating to the Regulation of Aerial Navigation ;

(a) Exchange of registrations and cancellations in the official registers of aircraft (see *Collection No. 9*) ;

(b) Exchange of lists of public aerodromes (see *Collection No. 10*) ;

(c) Exchange of provisions concerning air navigation (see *Collection No. 11*) ;

(d) Provisions relating to prohibited zones and corridors of approach ; cabotage ; wireless ; photographic apparatus ; prohibition of carriage of certain goods — *e. g.*, arms and explosives (see *Collection No. 12*).

These exchanges, under (a) to (d), do not imply publicity except as between the two contracting parties.

2. In addition to agreements relating to air navigation in general, bilateral conventions have been concluded for the operation of international lines. Certain of these conventions, such as the one concluded on October 3rd, 1928, between Spain and Italy, provide for the exchange of lists of personnel and material employed in the operation of the joint line (see *Collection No. 13*).

#### C. Provisions embodied in Private Agreements.

Several classification institutes of various nationalities have agreed to publish jointly an *Air International Register* containing registrations of civil aircraft belonging only to the nationalities in question and classifying such aircraft according to the methods employed for maritime shipping insurance (see *Collection No. 14*).

## II. PUBLICITY WITH WHICH THE STATES DECLARE THEMSELVES READY TO COMPLY : EXAMINATION BY COUNTRIES.

The references to the *Collection* mentioned hereunder concern the national laws or regulations relating to publicity of civil aviation. These references are given only in the case of countries which in their reply to Circular Letter 197.1931.IX have mentioned the provisions in question or forwarded the texts.

*Union of South Africa.* — The Government of the Union of South Africa states that it is ready to supply, as far as possible, the information requested (see *Collection No. 15*).

*Albania.* — The Albanian Government has not replied to the questionnaire, having informed the League of Nations that no civil aviation exists in Albania.

*Germany.* — The German Government declares itself able to supply regularly the information referred to in the League of Nations questionnaire. It suggests various formal modifications in that questionnaire; it notes also the difficulty of supplying particulars, except as an aggregate figure of the expenditure of the States and communes. Such expenditure, which is quite low, shows a further tendency to decrease. It might be possible, accordingly, to omit all mention of it (see similar proposal by Australia) (see *Collection* No. 16).

*Australia.* — The organisation of statistics of air navigation in Australia, whether or not obtained under the Commonwealth Air Navigation Act, enables the Government to reply to the League of Nations questionnaire, subject to two reservations :

(1) A formal reservation as regards certain points in Part I;

(2) A material reservation as regards Part II, to the effect that the expenditure of States, districts and municipalities cannot be shown; the total, however, according to the Australian Government, would not be very seriously affected.

*Austria.* — The Austrian Government declares itself perfectly able to comply with any request for information in conformity with the questionnaire (see *Collection* No. 17).

*Belgium.* — The Belgian Government has not replied to the question concerning the forwarding of information in conformity with the questionnaire, but has forwarded, both for Belgium and for the Belgian Congo, the most recent statistics relating to the whole of the field covered by the questionnaire.

*Bulgaria.* — The Bulgarian Government states that the laws and regulations in force, which provide for full publicity in regard to civil aviation, would enable it to reply regularly to any questionnaire on the lines of that forwarded to it. It has given proof of this by supplying the most recent statistics at its disposal (see *Collection* No. 18).

*Canada.* — The organisation of statistics of air navigation in Canada, whether or not obtained under the Air Regulations (1920) Canada, section 121, makes it possible for the Government to reply to the questionnaire whenever this may be necessary (see *Collection* No. 19).

*Costa Rica.* — The Government of Costa Rica states that there is no civil aviation in Costa Rica.

*Denmark.* — The Danish Government declares itself perfectly ready to reply to the questionnaire, which it suggests should be answered every year.

*Free City of Danzig.* — The Government of the Free City of Danzig has not replied to the question concerning the forwarding of information in conformity with the questionnaire, but has forwarded the most recent statistics relating to the whole field covered by the questionnaire, so far as aviation exists in the territory (see *Collection* No. 20).

*Egypt.* — The Egyptian Government declares its readiness in future to forward regularly the information requested.

*Estonia.* — The Estonian Government has no objection to forwarding the information requested.

*United States of America.* — In execution of the clauses of the Air Commerce Act of May 20th, 1926, which provides for the national publication and international exchange of information on civil aviation, the Department of Commerce (Aeronautics Branch) publishes an extensive series of data and periodical statistics, which it would be prepared to forward regularly. These documents cover a large part of the field dealt with in the questionnaire. They are, however, so framed that they do not themselves constitute the material for a reply to Part I (effectives) of the questionnaire. The particular subject dealt with in Part II (expenditure) is covered (see *Collection* No. 21).

*France.* — The French Government states that it would no doubt be possible for it to forward regularly to the League of Nations statistics of the kind proposed. It considers it premature, however, to define the terms of the questionnaire on civil aviation, which may depend on the action taken on Article 36 of the draft Convention framed by the Preparatory Commission for the Disarmament Conference (see *Collection* No. 22).

*Great Britain and Northern Ireland.* — The British Government is prepared to supply detailed information in accordance with a plan which is practically the same as that of the questionnaire. As regards the contents, its only reservation is embodied in the following observation :

“ A. *Commercial Aviation.*

“ *Direct Assistance.* — The total funds placed by His Majesty's Government in the United Kingdom at the disposal of commercial aviation enterprises can be furnished together with detailed information under certain of the categories stated. Under certain of the categories no assistance is given and under others separate information is not available.”

*Hungary.* — The Hungarian Government gives the international and national texts governing civil aviation in its territory, but sends no reply on the subject of the questionnaire (see *Collection* No. 23).

*India.* — Apart from the International Air Convention, there are no national or international regulations in India relating to the publication of information with regard to civil aviation. The Indian Government transmitted particulars covering the questionnaire without stating definitely whether it would furnish regularly such information.

*Irish Free State.* — The Free State Government communicates that the provisions in the matter embodied in the International Convention relating to Air Navigation are the only ones in force in the Irish Free State. It would have no objection to supplying regularly, as far as possible, the details requested in the questionnaire.

*Italy.* — The Italian Government declares its readiness to reply to Part I of the questionnaire, subject to the final drafting of the points mentioned therein (see *Collection* No. 24).

*Japan.* — The Japanese Government thinks that it would be able to reply to the proposed questionnaire.

*Latvia.* — The Latvian Government spontaneously forwards a series of data in reply to the questionnaire, so far as the latter applies to Latvia (see *Collection* No. 25).

*Lithuania.* — The Lithuanian Government states that there is no civil aviation in Lithuania.

*Luxemburg.* — The Luxemburg Government states that there is no civil aviation in Luxemburg.

*Mexico.* — The Mexican Government declares its readiness to supply, at such periods as may be required, all the information requested. It has already forwarded to the League copious statistical data.

*Nicaragua.* — The Nicaraguan Government states that there is no civil aviation in its territory.

*Norway.* — The Norwegian Government, while stressing the fact that civil aviation is very little developed in Norway, states that it can, nevertheless, reply to most of the questions asked (see *Collection* No. 26).

*New Zealand.* — The New Zealand Government can furnish regularly statistical data in accordance with the subdivisions of the questionnaire if so requested (see *Collection* No. 27).

*Netherlands.* — The Netherlands Government is prepared to supply regularly the information requested, both for the Kingdom in Europe and for the Netherlands East Indies.

*Poland.* — The Polish Government would be able to supply regularly the information requested.

*Portugal.* — The Portuguese Government signifies its readiness to supply the information requested to the extent that civil aviation already exists or may develop in Portugal (see *Collection* No. 28).

*Sweden.* — The Swedish Government states that it has no objection to supplying regularly the information requested in the questionnaire (see *Collection* No. 29).

*Switzerland.* — The Federal Government would be prepared to publish regularly the statistics requested, so far as they apply to the aviation under its control.

*Turkey.* — The Turkish Government informs the League of Nations that its present laws do not provide for publicity in regard to civil aviation.

*Union of Soviet Socialist Republics.* — The Government of the Union of Soviet Socialist Republics declares itself "ready to place at the disposal of the Disarmament Conference all information that it may consider indispensable for the success of disarmament work".

*Venezuela.* — The Venezuelan Government states that there is in its territory no civil aviation under its control.

*Yugoslavia.* — The Yugoslav Government would be prepared to furnish regularly the information requested.

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**Annex.**

**PARTICULARS WITH A VIEW TO ENABLING STATISTICS TO BE PREPARED REGARDING THE EFFECTIVES OF NON-MILITARY AVIATION AND STATISTICS OF PUBLIC FUNDS EXPENDED ON SUCH AVIATION.<sup>1</sup>**

**I. Effectives of Non-Military Aviation.**

**A. COMMERCIAL AVIATION.**

**1. Aeroplanes and seaplanes carrying four persons or more :**

- |   |   |   |
|---|---|---|
| (a) Nominal horse-power ;<br>Number of passengers carried<br>in normal service ;<br>Useful load permitted ;<br>Freight permitted. | } | According to the regulation<br>certificates of airworthiness. |
| (b) Normal content of tanks ;<br>Volume of compartments holding freight.  |   |   |
| (c) Date of entry into service.   |   |   |

(The particulars grouped under (a) and (b) might be given in aggregate figures, the number of aircraft to which they refer being indicated.)

**2. Dirigibles :**

Volume ;  
Horse-power ;  
Normal load ;  
Range of flight with normal load.

**3. Aeroplanes or seaplanes carrying from one to three persons :**

Number and total horse-power.

**4. Aeroplanes or seaplanes used for special purposes involving permanent installations (photography, spraying of crops or forests, wireless for patrolling purposes) :**

Number and horse-power, by categories, according to purpose for which the aircraft are used.

**B. PRIVATE AVIATION.**

Number and total horse-power, by categories of single seaters, two-seaters, three to five-seaters and six or more, seaters, aeroplanes, seaplanes and amphibians being classified separately.

Number and total horse-power of dirigibles.

**C. NON-MILITARY AVIATION AT THE DISPOSAL OF THE STATE OR OF OFFICIAL SERVICES.**

This class would include, for instance — enumerated by categories according to use, and the total horse-power being indicated — police aircraft for forest patrols or attached to State meteorological or scientific services.

**II. Expenditure of Public Funds upon Non-Military Aviation.**

**A. COMMERCIAL AVIATION.**

*Direct Assistance.* — Mileage subventions ; postal contracts ; guarantees of minimum revenue from postal traffic ; indemnities for crew or passenger accommodation placed at the disposal of contributing parties ; subsidies to training schools for air transport crews ; exemption from taxation ; guaranteed interest on issues of bonds ; Treasury advances.

*Indirect Assistance.* — Establishment of air ports and air routes ; meteorological services ; insurance funds ; other means of indirect assistance.

<sup>1</sup> This list of particulars is provisional only, and is drawn up solely for purposes of detailed comparison between the replies received from the different Governments.



B. PRIVATE AVIATION.

Expenditure on *civil training centres*.

Expenditure on *subsidised schools* for training pilots or specialists.

Expenditure on *clubs* possessing aircraft (engine-driven only) placed at the disposal of their members for learning to fly or for free use.

Purchase, upkeep and efficiency bonuses granted to private persons, whether or not such bonuses render the aircraft so acquired liable for service.

Requisition bonuses.

C. NON-MILITARY AVIATION AT THE DISPOSAL OF THE STATE OR OF OFFICIAL SERVICES.

Relevant budget entries.

In each of the categories A, B and C, a distinction should be drawn between expenditure borne on the national or federal budget, on that of federated States, or of district, provincial or municipal organisations, according to the political and administrative structure of the country concerned.

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COLLECTION OF PROVISIONS IN FORCE CONCERNING THE EXCHANGE OR PUBLICATION OF INFORMATION.

COLLECTION OF TEXTS.

No. 1.

AGREEMENT ON AERIAL NAVIGATION BETWEEN THE GERMAN GOVERNMENT AND THE BELGIAN, BRITISH, FRENCH, ITALIAN AND JAPANESE GOVERNMENTS, WITH A VIEW TO THE APPLICATION OF ARTICLE 198 OF THE TREATY OF VERSAILLES. DONE AT PARIS, MAY 22ND, 1926.

Annex I. — Measures for ensuring the Execution of Articles 198 of the Treaty of Versailles.

Article IV. — The German Government shall take the necessary measures to ensure that lists are kept of :

- (a) All factories manufacturing aviation material ;
(b) All aircraft or aero-engines completed or in process of construction, a separate list being kept of all aircraft or aero-engines intended for export ;
(c) All air-pilots and cadet-pilots (air-pilots qualified to fly aircraft of the kinds specified under heading III above shall be entered on a separate list) ;
(d) All organisations which own air-transport lines ;
(e) All associations or companies or individuals engaged in aviation or using aircraft ;
(f) All other owners of aircraft.

These lists shall always be kept up to date. (League of Nations Treaty Series, Vol. 58, page 337.)

Similar principles of publicity have been established by the Agreements between Austria (Federal Legal Gazette of the Austrian Republic 1930, published on September 16th, 1930, No. 33, page 686), Bulgaria (League Treaty Series, Vol. 66, page 60) and Hungary (League document C. 13.1928.IX, page 8) and the Conference of Ambassadors.

No. 2.

AGREEMENT No. 1(a) : PROTOCOL.

The lists of pilots and cadet-pilots in motorless flying shall be kept up to date. These lists shall, if necessary, be placed at the disposal of the League of Nations in the event of the application of Article 213 of the Treaty of Versailles in the circumstances provided for in the previous paragraph. (League of Nations Treaty Series, Vol. 58, page 347.)

No. 3.

CONVENTION RELATING TO THE REGULATION OF AERIAL NAVIGATION DATED OCTOBER 13TH, 1919.

The States parties to the Convention are the following : Union of South Africa, Australia, Belgium, Bulgaria, Canada, Chile, Czechoslovakia, Denmark, Finland, France, Great Britain and Northern Ireland, Greece, India, Iraq, Irish Free State, Italy, Japan, Netherlands, New Zealand, Norway, Persia, Poland, Portugal, Roumania, Saar Territory, Siam, Sweden, Uruguay, Yugoslavia.

Article 2. — Each contracting State undertakes in time of peace to accord freedom of innocent passage above its territory to the aircraft of the other contracting States, provided that the conditions laid down in the present Convention are observed.

Regulations made by a contracting State as to the admission over its territory of the aircraft of the other contracting States shall be applied without distinction of nationality.

Article 5. — No contracting State shall, except by a special and temporary authorisation, permit the flight above its territory of an aircraft which does not possess the nationality of a contracting State unless it has concluded a special Convention with the State in which the aircraft is registered. The stipulations of such special Convention must not infringe the rights of the contracting parties to the present Convention and must conform to the rules

laid down by the said Convention and its annexes. Such special Convention shall be communicated to the International Commission for Air Navigation, which will bring it to the knowledge of the other contracting States.

*Article 6.* — Aircraft possess the nationality of the State on the register of which they are entered, in accordance with the provisions of Section I (c) of Annex A.

*Article 7.* — No aircraft shall be entered on the register of one of the contracting States unless it belongs wholly to nationals of such State.

No incorporated company can be registered as the owner of an aircraft unless it possess the nationality of the State in which the aircraft is registered, unless the president or chairman of the company and at least two-thirds of the directors possess such nationality, and unless the company fulfils all other conditions which may be prescribed by the laws of the said State.

*Article 8.* — An aircraft cannot be validly registered in more than one State.

(Compare, in this Convention, Annex A, Section VI : Register and Certificate of Registration.)

No. 4.

CONVENTION RELATING TO THE REGULATION OF AERIAL NAVIGATION DATED  
OCTOBER 13TH, 1919.

*Article 9.* — The contracting States shall exchange every month among themselves, and transmit to the International Commission for Air Navigation referred to in Article 34 copies of registrations and of cancellations of registrations which shall have been entered on their official registers during the preceding month.

No. 5.

CONVENTION RELATING TO THE REGULATION OF AERIAL NAVIGATION DATED  
OCTOBER 13TH, 1919.

*Article 3.* — Each contracting State is entitled for military reasons or in the interest of public safety to prohibit the aircraft of the other contracting States, under the penalties provided by its legislation and subject to no distinction being made in this respect between its private aircraft and those of the other contracting States, from flying over certain areas of its territory.

In that case, the locality and the extent of the prohibited areas shall be published and notified beforehand to the other contracting States.

*Article 15.* — Every aircraft of a contracting State has the right to cross the air space of another State without landing. In this case, it shall follow the route fixed by the State over which the flight takes place. However, for reasons of general security, it will be obliged to land if ordered to do so by means of the signals provided in Annex D.

Every aircraft which passes from one State into another shall, if the regulations of the latter State require it, land in one of the aerodromes fixed by the latter. Notifications of these aerodromes shall be given by the contracting States to the International Commission for Air Navigation and by it transmitted to all the contracting States.

The establishment of international airways shall be subject to the consent of the States flown over.

*Article 16.* — Each contracting State shall have the right to establish reservations and restrictions in favour of its national aircraft in connection with the carriage of persons and goods for hire between two points on its territory.

Such reservations and restrictions shall be immediately published, and shall be communicated to the International Commission for Air Navigation, which shall notify them to the other contracting States.

*Article 27.* — Each State may, in aerial navigation, prohibit or regulate the carriage or use of photographic apparatus. Any such regulations shall be at once notified to the International Commission for Air Navigation, which shall communicate this information to the other contracting States.

*Article 28.* — As a measure of public safety, the carriage of objects other than those mentioned in Articles 26 and 27 may be subjected to restrictions by any contracting State. Any such regulations shall be at once notified to the International Commission for Air Navigation, which shall communicate this information to the other contracting States.

Article 34. — . . . . .

- (c) To amend the provisions of the Annexes A to G ;
- (d) To collect and communicate to the contracting States information of every kind concerning international air navigation ;
- (e) To collect and communicate to the contracting States all information relating to wireless telegraphy, meteorology and medical science which may be of interest to air navigation ;
- (f) To ensure the publication of maps for air navigation in accordance with the provisions of Annex F.

Article 35. — The High Contracting Parties undertake as far as they are respectively concerned to co-operate as far as possible in international measures concerning :

- (a) The collection and dissemination of statistical, current, and special meteorological information, in accordance with the provisions of Annex G ;
- (b) The publication of standard aeronautical maps, and the establishment of a uniform system of ground marks for flying, in accordance with the provisions of Annex F ;
- (c) The use of wireless telegraphy in air navigation, the establishment of the necessary wireless stations, and the observance of international wireless regulations.

Article 36. — General provisions relative to Customs in connection with international air navigation are the subject of a special agreement contained in Annex H to the present Convention.

Nothing in the present Convention shall be construed as preventing the contracting States from concluding, in conformity with its principles, special protocols as between State and State in respect of Customs, police, posts and other matters of common interest in connection with air navigation. Any such protocols shall be at once notified to the International Commission for Air Navigation which shall communicate this information to the other contracting States.

(Compare, in this Convention, Annexes F, G and H.)

No. 6.

PAN-AMERICAN CONVENTION ON COMMERCIAL AVIATION, SIGNED AT HAVANA,  
FEBRUARY 20TH, 1928.

The Convention is in force among the following countries : Guatemala, Mexico, Nicaragua, Panama and the United States of America.

Article 7. — Aircraft shall have the nationality of the State in which they are registered and cannot be validly registered in more than one State.

The registration entry and the certificate of registration shall contain a description of the aircraft, and state the number or other mark of identification given by the constructor of the machine, the registry marks and nationality, the name of the aerodrome or airport usually used by the aircraft, and the full name, nationality, and domicile of the owner, as well as the date of registration.

Article 8. — The registration of aircraft referred to in the preceding article shall be made in accordance with the laws and special provisions of each contracting State.

Article 11. — Each contracting State shall every month file with every other State party to this convention and with the Pan-American Union a copy of all registrations and cancellations of registrations of aircraft engaged in international navigation as between the several contracting States.

No. 7.

PAN-AMERICAN CONVENTION ON COMMERCIAL AVIATION, SIGNED AT HAVANA,  
FEBRUARY 20TH, 1928.

Article 31. — The contracting States obligate themselves in so far as possible to co-operate in inter-American measures relative to :

- (a) The centralisation and distribution of meteorological information, whether statistical, current or special ;
- (b) The publication of uniform aeronautical charts, as well as the establishment of a uniform system of signals ;
- (c) The use of radiotelegraphy in aerial navigation, the establishment of the necessary radiotelegraph stations and the observance of the inter-American and international radiotelegraph regulations or conventions at present existing or which may come into existence.

No. 8.

IBERO-AMERICAN CONVENTION ON AERIAL NAVIGATION, OCTOBER 1926.

The Convention is in force among the following countries : Costa Rica, Dominican Republic, Mexico, Paraguay, Spain.

Apart from a redrafting of Article 5 giving the contracting States complete freedom to allow or forbid aircraft possessing the nationality of a non-contracting State to fly over their territory, an additional clause to Article 7 giving the Governments freedom to make regulations for the registration of their aircraft, and the deletion from Article 34 of the reference to the League of Nations and of the clauses allowing the continuance of certain inequalities between States in the International Commission for Air Navigation, the new text reproduced word for word that of the Aerial Convention of 1919.

No. 9.

BILATERAL AGREEMENTS RELATING TO AIR NAVIGATION BETWEEN :

Germany-Belgium, of May 29th, 1926, Article 16 (I.C.A.N., O.B., No. 13, page 28).  
Germany-Spain, of December 9th, 1927, Article 18 (League Treaty Series, Vol. 79, page 216).  
Germany-France, of May 22nd, 1926, Article 16 (I.C.A.N., O.B., No. 12, page 6).  
Germany-Great Britain, of June 29th, 1927, Article 16 (League Treaty Series, Vol. 71, page 177).  
Germany-Italy, of May 20th, 1927, Article 16 (League Treaty Series, Vol. 79, page 192).  
Austria-Italy, of May 11th, 1928, Article 16 (League Treaty Series, Vol. 100, page 42).  
Spain-France, of March 22nd, 1928, Article 16 (League Treaty Series, Vol. 73, page 64).  
Spain-Italy, of August 15th, 1927, Article 16 (League Treaty Series, Vol. 94, page 374).

As an instance of the above-mentioned clauses, we will give the text of Article 16 of the Franco-German Convention, which reads as follows :

“ The High Contracting Parties shall communicate to each other every month lists of entries and cancellations of entries made in the Register during the preceding month.”

No. 10.

BILATERAL AGREEMENTS RELATING TO AIR NAVIGATION BETWEEN :

Germany-Austria, of May 19th, 1925, Article 6, paragraph III (League Treaty Series, Vol. 52, page 126).  
Germany-Belgium, of May 29th, 1926, Article 11, paragraph III (I.C.A.N., O.B., No. 13, page 28).  
Germany-Denmark, of April 25th, 1922, Article 11, paragraph II (League Treaty Series, Vol. 18, page 229).  
Germany-Spain, of December 9th, 1927, Article 13, paragraph III (League Treaty Series, Vol. 79, page 216).  
Germany-France, of May 22nd, 1926, Article 11, paragraph III (I.C.A.N., O.B., No. 12, page 6).  
Germany-Great Britain, of June 29th, 1927, Article 10, paragraph I (League Treaty Series, Vol. 71, page 177).  
Germany-Italy, of May 20th, 1927, Article 11 (League Treaty Series, Vol. 79, page 192).  
Germany-Norway, of January 23rd, 1929, Article 13 paragraph III (League Treaty Series, Vol. 93, page 210).  
Germany-The Netherlands, of July 24th, 1922, Article 5, paragraph III (League Treaty Series, Vol. 93, page 417).  
Germany-the Saar, of April 25th-30th, 1929, Article 13, paragraph III (I.C.A.N., Bulletin of Information, No. 355, page 1).  
Germany-Sweden, of May 19th, 1925, Article 5, paragraph IV (League Treaty Series, Vol. 46, page 130).  
Germany-Switzerland, of December 28th, 1920, Article 12, paragraph III (League Treaty Series, Vol. 2, page 332).  
Germany-Czechoslovakia, of January 22nd, 1927, Article 14, paragraph III (League Treaty Series, Vol. 89, page 246).  
Austria-Hungary, of August 29th, 1924, Article 7, paragraph III (I.C.A.N., Bulletin of Information, No. 413, page 1).  
Austria-Italy, of May 11th, 1928, Article 11 (League Treaty Series, Vol. 100, page 42).  
Austria-The Netherlands, of December 31st, 1929, Article 8 (I.C.A.N., Bulletin of Information, No. 460, page 3).  
Austria-Poland, of April 10th, 1930, Article 21 (League Treaty Series, Vol. 108, page 306).  
Austria-Czechoslovakia, of February 15th, 1927, Article 8 (League Treaty Series, Vol. 73, pages 366 and 382).  
Belgium-Switzerland, of June 13th, 1922, Article 13, paragraph III (League Treaty Series, Vol. 12, page 296).  
Spain-France, of March 22nd, 1928, Article 11, paragraph III (League Treaty Series, Vol. 73, page 64).  
Spain-Italy, of August 15th, 1927, Article 11, paragraph III (League Treaty Series, Vol. 94, page 374).

France-Switzerland, of December 9th, 1919, Article 12 (*League Treaty Series*, Vol. 1, page 30).  
Great Britain-Switzerland, of November 6th, 1919, Article 12, paragraph II (*League Treaty Series*, Vol. 1., page 38).  
Netherlands-Switzerland, of May 18th, 1925, Article 5, paragraphs IV and V (*League Treaty Series*, Vol. 54, page 366).

As an instance of the above-mentioned clauses, we will give the text of Article 11, paragraph III, of the Franco-German Convention :

“ The High Contracting Parties shall communicate to each other lists of the aerodromes open for public air navigation. These lists shall specify those of them which are classified as Customs aerodromes. Any change made in the lists, or any restriction (even temporary) of the right to use any of these aerodromes, shall be immediately communicated to the other contracting party.”

No. 11.

BILATERAL AGREEMENTS RELATING TO AIR NAVIGATION BETWEEN :

Germany-Austria, of May 19th, 1925, Article 17 (*League Treaty Series*, Vol. 52, page 126).  
Germany-Belgium, of May 29th, 1926, Article 19 (I.C.A.N., *O.B.*, No. 13, page 28).  
Germany-Denmark, of April 25th, 1922, Article 18 (*League Treaty Series*, Vol. 18, page 229).  
Germany-Spain, of December 9th, 1927, Article 22 (*League Treaty Series*, Vol. 79, page 216).  
Germany-France, of May 22nd, 1926, Article 19 (I.C.A.N., *O.B.*, No. 12, page 6).  
Germany-Great Britain, of June 29th, 1927, Article 19 (*League Treaty Series*, Vol. 71, page 177).  
Germany-Italy, of May 20th, 1927, Article 19 (*League Treaty Series*, Vol. 79, page 192).  
Germany-Norway, of January 23rd, 1929, Article 30 (*League Treaty Series*, Vol. 93, page 210).  
Germany-The Netherlands, of July 24th, 1922, Article 15 (*League Treaty Series*, Vol. 93, page 417).  
Germany-the Saar, of April 25th-30th, 1929, Article 17 (I.C.A.N., *Bulletin of Information*, No. 355, page 1).  
Germany-Sweden, of May 19th, 1925, Article 16 (*League Treaty Series*, Vol. 46, page 130).  
Germany-Switzerland, of December 28th, 1920, Article 17 (*League Treaty Series*, Vol. 2, page 332).  
Germany-Czechoslovakia, of January 22nd, 1927, Article 21 (*League Treaty Series*, Vol. 89, page 246).  
Austria-Hungary, of August 29th, 1924, Article 18 (I.C.A.N., *Bulletin of Information*, No. 413, page 1).  
Austria-Italy, of May 11th, 1928, Article 19 (*League Treaty Series*, Vol. 100, page 42).  
Austria-The Netherlands, of December 31st, 1929, Article 21 (I.C.A.N., *Bulletin of Information*, No. 460, page 3).  
Austria-Poland, of April 10th, 1930, Article 26 (*League Treaty Series*, Vol. 108, page 306).  
Austria-Czechoslovakia, of February 15th, 1927, Article 23 (*League Treaty Series*, Vol. 73, pages 366 and 382).  
Belgium-Switzerland, of June 13th, 1922, Articles 7 and 18 (*League Treaty Series*, Vol. 12, page 296).  
Spain-Italy, of August 15th, 1927, Article 19 (*League Treaty Series*, Vol. 94, page 374).  
France-Switzerland, of December 9th, 1919, Articles 6 and 17 (*League Treaty Series*, Vol. 1, page 30).  
Great Britain-Switzerland, of November 6th, 1919, Articles 6 and 17 (*League Treaty Series*, Vol. 1, page 38).  
The Netherlands-Switzerland, of May 18th, 1925, Article 15 (*League Treaty Series*, Vol. 54, page 366).

As an instance of the above-mentioned clauses, we will give the text of Article 22 of the Germano-Spanish Convention :

“ The High Contracting Parties shall communicate to each other the regulations relative to air traffic in force in their respective territories.”

No. 12.

BILATERAL AGREEMENTS RELATING TO AIR NAVIGATION BETWEEN :

Germany-Austria, of May 19th, 1925, Articles 3, 9, 10 and 14 (*League Treaty Series*, Vol. 52, page 126).  
Germany-Belgium, of May 29th, 1926, Articles 2, 3, 6, 7 and 12 (I.C.A.N., *O.B.*, No. 13, page 28).  
Germany-Denmark, of April 25th, 1922, Articles 2, 6, 9 and 15 (*League Treaty Series*, Vol. 18, page 229).  
Germany-Spain, of December 9th, 1927, Articles 2, 3, 4, 8 and 9 (*League Treaty Series*, Vol. 79, page 216).  
Germany-France, of May 22nd, 1926, Articles 2, 3, 6, 7 and 12 (I.C.A.N., *O.B.*, No. 12, page 6).  
Germany-Great Britain, of June 29th, 1927, Articles 2, 3, 6 and 7 (*League Treaty Series*, Vol. 71, page 177).  
Germany-Italy, of May 20th, 1927, Articles 2, 3, 4, 6, 7 and 12 (*League Treaty Series*, Vol. 79, page 192).  
Germany-Norway, of January 23rd, 1929, Articles 2, 3, 8, 9 and 14 (*League Treaty Series*, Vol. 93, page 210).

- Germany—The Netherlands, of July 24th, 1922, Articles 3, 8, 9 and 17 (*League Treaty Series*, Vol. 93, page 417).
- Germany—The Saar, of April 25th-30th, 1929, Articles 3, 8 and 9 (I.C.A.N., *Bulletin of Information*, No. 355, page 1).
- Germany—Sweden, of May 19th, 1925, Articles 3, 8, 9 and 12 (*League Treaty Series*, Vol. 46, page 130).
- Germany—Switzerland, of December 28th, 1920, Articles 3, 7, 8 and 12 (*League Treaty Series*, Vol. 2, page 332).
- Germany—Czechoslovakia, of January 22nd, 1927, Articles 2, 3, 8, 9 and 15 (*League Treaty Series*, Vol. 89, page 246).
- Austria—Hungary, of August 29th, 1924, Articles 4, 5, 6, 10, 11 and 15 (I.C.A.N., *Bulletin of Information*, No. 413, page 1).
- Austria—Italy, of May 11th, 1928, Articles 2, 3, 4, 6, 7 and 12 (*League Treaty Series*, Vol. 100, page 42).
- Austria—The Netherlands, of December 31st, 1929, Articles 2, 4, 5, 13, 14 and 18 (I.C.A.N., *Bulletin of Information*, No. 460, page 3).
- Austria—Poland, of April 10th, 1930, Articles 3, 4, 9, 15 and 16 (*League Treaty Series*, Vol. 108, page 306).
- Austria—Czechoslovakia, of February 15th, 1927, Articles 4, 5, 6, 14 and 15 (*League Treaty Series*, Vol. 73, pages 366 and 382).
- Belgium—Switzerland, of June 13th, 1922, Articles 4, 5, 8 and 9 (*League Treaty Series*, Vol. 12, page 296).
- Spain—France, of March 22nd, 1928, Articles 2, 3, 4 and 12 (*League Treaty Series*, Vol. 73, page 64).
- Spain—Italy, of August 15th, 1927, Articles 3, 4, 6, 7 and 12 (*League Treaty Series*, Vol. 94, page 374).
- United States of America—Canada, of August 29th, and October 22nd, 1929, articles 5, 6, 7 (*League Treaty Series*, Vol. 97, page 321).
- United States of America—Italy, of October 13th, 1931, Articles 6, 7 and 8 (Publications Department of State, P.R., No. 245, October 7th, 1931).
- France—Switzerland, of December 9th, 1919, Articles 3, 4, 7 and 8 (*League Treaty Series*, Vol. 1, page 30).
- Great Britain—Switzerland, of November 6th, 1919, Articles 3, 4, 7 and 8 (*League Treaty Series*, Vol. 1, page 38).
- The Netherlands—Switzerland, of May 18th, 1925, Articles 3, 4, 8, 9 and 12 (*League Treaty Series*, Vol. 54, page 366).

No. 13.

CONVENTION BETWEEN SPAIN AND ITALY REGARDING THE ESTABLISHMENT OF A REGULAR LINE OF AERIAL NAVIGATION BETWEEN THE TWO NATIONS, SIGNED AT MADRID, OCTOBER 3RD, 1928.

*Article 13.* — The High Contracting Parties shall communicate to each other, through the Commission mentioned in the preceding article, a list of the staff and material to be employed by the two organisations in the service to which the present Convention relates.

(*League Treaty Series*, Vol. 94, page 398.)

No. 14.

CONDITIONS OF CLASSIFICATION AND ENTRY OF AIRCRAFT IN THE A.I.R.  
("AIR INTERNATIONAL REGISTER").

The American Bureau of Shipping, the British Corporation Register, the Bureau Veritas, the Germanischer Lloyd, the Norske Veritas, the Registro Italiano and the Teikoku Kaiji Kyokai (Japanese Corporation), have associated themselves with an international system of classification for civil aircraft of all kinds and in the publication of an international register of such aircraft under the designation A.I.R.

The A.I.R. publishes annually a list of aircraft properly registered in the different countries, which is kept up to date by means of monthly supplements.

When classification is desired for any aircraft, application should be made in writing to the appropriate society of the A.I.R. Such application implies the intention of the parties to conform to the rules of that society.

Classification is governed by the rules.

The allocation and maintenance of grades is in the hands of the administration of the society responsible for classification, and is based on the reports of the surveyors of the society, who, in virtue of the alliance, are stationed in all the principal airports of the world.

The surveyors are to have access at all time to aircraft classed in the A.I.R.

Surveyors' reports and all other documents relative to classification may not be communicated to third parties without the express consent of those concerned.

When an aircraft is graded, a classification certificate is issued and the particulars are recorded in the register of the A.I.R. All new classification or changes in class or in the supplementary particulars will be recorded, as they occur, in the supplements to the register.

It is to be understood that the actions of the societies forming the A.I.R. in relation to the supervision of the constructional work and the inspection of material or their opinion

with regard to the aircraft expressed in terms of classes or by means of certificates are in no case to be made the subject of legal proceedings against the societies or involve them in any pecuniary liability.

The societies of the A.I.R. exercise the utmost care in preparing their register, but do not accept any responsibility for errors or omissions which may occur in the register and supplements or in reports or certificates which may be issued by them.

The societies of the A.I.R. also decline any responsibility for errors of judgment, faults or negligence on the part of their technical or administrative staff or of their agents.

### Union of South Africa.

No. 15.

#### AIR NAVIGATION REGULATIONS AND AMENDMENTS, 1929.

*Article 3. — Aircraft to which Regulations apply.* — The provisions of these regulations apply (unless the contrary intention appears) to all Union aircraft registered in the Union and to foreign aircraft when in or over the Union.

*Article 4. — Nationality of Aircraft.* — An aircraft shall be deemed to possess the nationality of the State on the register of which it is entered.

#### SCHEDULE 1. — REGISTRATION AND MARKING OF AIRCRAFT.

##### A. Registration.

###### *Certificates of Registration of Aircraft.*

1. (1) The registration of aircraft registered in the Union shall be carried out by the Secretary, Civil Air Board, who may grant to the owner of any aircraft a certificate of registration in respect thereof, and shall assign to the registered aircraft a registration mark.

(2) Application for the registration of aircraft in the Union should be made to the Secretary, Civil Air Board, General Post Office, Pretoria, by whom application forms will be supplied on demand.

###### *Register of Union Aircraft.*

2. The register of Union aircraft shall be open for inspection at such times, and subject to such conditions as may be convenient.

Certificates of registration to be granted to British subjects only.

3. Except in special cases, a certificate of registration in respect of an aircraft shall not be granted to any person unless he is a British subject, or to any firm or company unless it is registered in and has its principal place of business in the Union, and whereof the chairman and at least two-thirds of the directors are British subjects.

4. In the event of any change in the ownership of a registered aircraft, or if a registered aircraft ceases to be owned wholly either by persons or by a company or corporation fulfilling the conditions specified in the preceding paragraph of this Schedule, then :

(1) The registered owner of the aircraft shall forthwith notify the Secretary, Civil Air Board, of such change of ownership, or, as the case may be, that the aircraft has ceased to be so owned as aforesaid ;

(2) The registration and the certificate thereof shall lapse as from the date of such change of ownership or the date on which the aircraft ceased to be so owned.

5. When a registered aircraft has been destroyed or permanently withdrawn from use, the registered owner shall, as soon as possible, notify the Secretary, Civil Air Board, accordingly, and the registration and the certificate thereof shall lapse as from the date of such notification.

6. No aircraft shall be registered in the Union which is already validly registered in any other State.

##### Germany.

No. 16.

#### AIR NAVIGATION LAW (AUGUST 1ST, 1922).

*Article 2. — To be able to fly in Germany, aircraft must be entered in the German aircraft register (Luftfahrzeugrolle).*

An aircraft cannot be registered unless it is authorised (Article 3) and is owned exclusively by nationals of the Reich. The following are also considered as such : Companies in a



collective name or in simple commandite, all the personally responsible partners of which are nationals of the Reich; other commercial companies, associations and registered co-operative societies and corporate bodies having their domicile within the country, stock companies in commandite only, on condition that all the personally responsible partners are nationals of the Reich.

Registered aircraft must bear the emblem of their German nationality. The form of this emblem and the manner of displaying it will be determined by the Government of the Reich.

The registration shall be cancelled when the conditions of paragraph 2 cease to be fulfilled.

*Article 3.* — Aircraft can be used only after authorisation.

The authorisation shall be granted only to aircraft which fulfil the requirements for the safety of transport.

Such authorisation shall be valid for the entire territory of the Reich; it is evidenced by a certificate of authorisation (*Zulassungsschein*). The authorisation shall be withdrawn when the aircraft no longer fulfils the requirements for the safety of transport. In such case, the certificate of authorisation shall be withdrawn.

AIR NAVIGATION DECREE OF JULY 10TH, 1930.

(*Reichsgesetzblatt* 1, page 363.)

*Article 10.* — The authorisation and the withdrawal thereof, as also the registration and its cancellation shall be published in the *Reichsverkehrsblatt (Nachrichten für Luftfahrer)* by the Reich Minister of Communications, who shall specify the model, nature and category of the aircraft, the name of the owner, and the registration mark.

DECREE OF JULY 13TH, 1926, RELATING TO THE LISTS OF AIRCRAFT.

(*Reichsgesetzblatt* 1, page 464.)

The Government of the Reich, on the strength of Article 2 of the Law of July 8th, 1926, in application of Articles 177, 178 and 198 of the Treaty of Versailles (*Reichsgesetzblatt* 1, page 397) hereby decrees as follows:

*Article 1.* — Factories which manufacture air material are required to declare such material to the Reich Ministry of Communications.

*Article 2.* — Aircraft and aero-engines manufactured or under construction shall be entered in the lists, in accordance with the model provided for in Annex 1 to the present Decree.

*Article 3.* — Any person engaged in the instruction of pilots shall be required to keep lists showing the name, occupation and address of each pupil and the dates on which the instruction begins and ends.

*Article 4.* — Any owner of an aerodrome shall be required to keep lists showing the name, occupation and address of the persons to whom Article 4, paragraph 1, of the Air Navigation Law of August 1st, 1922 (*Reichsgesetzblatt* 1, page 681) is not applicable under Article 5 of that Law.

*Article 5.* — Associations, companies or persons engaged in air navigation or using aircraft, and all other owners of aircraft, shall be required to make a declaration to the Reich Ministry of Communications.

This declaration shall state:

- (1) The name and the head office or address of the association, company or person in question;
- (2) The type and admission number of the aircraft.

*Article 6.* — The declarations provided for in Articles 1 and 5 must be made during the month following that in which the act giving occasion for the declaration is accomplished.

Factories, associations, companies or persons which or who, on the date of the coming into force of the present Decree, have already fulfilled the conditions laid down for the declaration, shall be required to make such declaration during the month following that of the publication of the present Decree.

*Article 7.* — Copies of the lists provided for in Articles 2 to 4 must be sent to the Reich Minister of Communications before August 1st and February 1st of each year respectively, for the previous half-year, and, for the first time, before February 1st, 1927, for the period from the date of the coming into force of the present Decree and December 31st, 1926.

*Article 8.* — Any person who infringes the provisions of Articles 1 to 7 of the present Decree shall be punished with a fine not exceeding 150 RM. or with arrest (*Haft*), or with both these penalties.

*Article 9.* — The present Decree shall come into force on the date of its publication.

**Austria.**

No. 17.

DECREE OF SEPTEMBER 8TH, 1930, ON AIR NAVIGATION, ISSUED BY THE FEDERAL MINISTER OF COMMERCE AND TRANSPORT IN AGREEMENT WITH THE FEDERAL CHANCELLOR AND THE FEDERAL MINISTERS OF EDUCATION, FINANCE AND WAR.

*Article 4. — Registration.*

1. All aircraft authorised to fly must be entered in the Air Register kept by the Air Department. Application for the entry of aircraft in the aircraft register must be accompanied by the application for acceptance and be submitted to the Air Department by the owner or holder of the aircraft, who shall state his domicile and nationality.

2. The following documents must be attached :

(1) A declaration that the aircraft has not been accepted or registered in any other State.

Further, on the request of the Air Department :

(2) Proof of the nationality of the owner or holder.

(3) In the case of associations, commercial companies or co-operative societies, an extract from the register of associations, the commercial register or the register of co-operative societies, and, in the case of commercial companies in a collective name or in commandite or stock companies in commandite, proof of the nationality of the personally responsible associates.

3. When the proofs have been furnished, the aircraft shall be entered in the aircraft register.

*Article 6. — Registration and Nationality Marks.*

At the time of registration, the aircraft shall receive a registration mark which shall be clearly visible on the aircraft, and also the mark of Austrian nationality — letter A — in accordance with the provisions of Annex 1.

*Article 7. — Alteration in the Conditions of Registration.*

1. The owner or holder of an aircraft shall be required to notify every change of address to the Air Department in order that the alteration may be made in the aircraft register.

2. The owner or holder of an aircraft shall be required, should he relinquish the aircraft or lose his Austrian nationality, immediately to notify the Air Department and to return the registration certificate. In the event of sale, he shall inform the Department of the name and address of the purchaser, who shall be required to apply for the registration provided for in Article 4.

*Article 9. — Withdrawal of Authorisation and Cancellation of Registration.*

1. If the aircraft no longer fulfils the conditions of airworthiness, or the deposit made by the holder has been exhausted, the authorisation shall be cancelled and the certificate of authorisation withdrawn.

2. If the owner or holder of an aircraft relinquishes it or loses his Austrian nationality, the entry in the aircraft register shall be cancelled and the certificate of registration withdrawn.

*Article 10. — Publication of the Authorisation and Registration.*

The authorisation and the withdrawal thereof, as also the entry in the register and its cancellation, shall be published in the *Anzeigblatt für Verkehr* by the Air Department, which shall specify the registration mark, model, nature and class of the aircraft, and the name of the owner or holder.

**Bulgaria.**

No. 18.

AIR NAVIGATION LAW OF JULY 6TH, 1925.

*Article 2. —* The right to fly over Bulgarian territory is confined to aircraft entered in the Bulgarian aircraft register, and for foreign aircraft, provided there is an *ad hoc* Convention with the country concerned.

*Article 4.* — Any person wishing to act as a professional pilot must procure a special permit from the Air Department.

*Article 6.* — Pilots may only be apprenticed with the authorisation of the Air Department.

*Article 8.* — Private aerodromes may not be laid out or operated without special authorisation from the Minister.

*Article 12.* — Private air transport undertakings conveying persons and objects, constructional work in connection with aircraft, and flying competitions and displays, must be authorised by the Minister.

**Canada.**

No. 19.

**AIR REGULATIONS, 1920.**

PARAGRAPH 121. — The owner of every passenger, freight or commercial aircraft shall annually, on or before the thirty-first day of January in each year, make a return to the Secretary of the Air Board, giving such particulars with regard to the operation of the aircraft as the Air Board may prescribe.

**Free City of Danzig.**

No. 20.

**AIR NAVIGATION LAW (JUNE 9TH, 1926).**

*Article 2.* — Unless otherwise provided in international treaties, aircraft may fly in the Free City of Danzig on condition that they are entered in the Danzig aircraft register (*Luftfahrzeugrolle*).

An aircraft cannot be registered unless it is authorised and is owned exclusively by nationals of Danzig. The following are also considered as such : Companies in a collective name or in simple commandite, all the personally responsible partners of which are nationals of Danzig ; other commercial companies, registered co-operative societies and corporate bodies having their domicile within the country, stock companies in commandite only, on condition that all the personally responsible partners are nationals of Danzig.

Registered aircraft must bear the emblem of Danzig. The form of this emblem and the manner of displaying it will be determined by the Senate.

The registration shall be cancelled when the conditions of paragraph 2 cease to be fulfilled.

*Article 3.* — Aircraft can be used only after authorisation.

The authorisation shall be granted only to aircraft which fulfils the requirements for the safety of transport.

Such authorisation is evidenced by a certificate of authorisation (*Zulassungsschein*). The authorisation shall be withdrawn when the aircraft no longer fulfils the requirements for the safety of transport. In such case, the certificate of authorisation shall be withdrawn.

**United States of America.**

No. 21.

**AIR COMMERCE ACT OF 1926.**

*Section 2.* — Promotion of Air Commerce. — It shall be the duty of the Secretary of Commerce to foster air commerce in accordance with the provisions of this Act, and for such purpose :

(a) To encourage the establishment of airports, civil airways, and other air navigation facilities ;

(b) To make recommendations to the Secretary of Agriculture as to necessary meteorological service ;

(c) To study the possibilities for the development of air commerce and the aeronautical industry and trade in the United States and to collect and disseminate informations relative thereto and also as regards the existing state of the art ;

(d) To advise with the Bureau of Standards and other agencies in the executive branch of the Government in carrying forward such research and development work as tends to create improved air navigation facilities, the Secretary of Commerce being

authorised to transfer funds available for carrying out the purposes of this subdivision to any such agency for carrying forward such research and development work in co-operation with the Department of Commerce ;

(e) To investigate, record and make public the causes of accident in civil air navigation in the United States ;

(f) To exchange with foreign Governments, through existing governmental channels, information pertaining to civil air navigation.

**France.**

No. 22.

DECREE OF OCTOBER 13TH, 1926, RELATING TO THE EXECUTION OF THE LAW OF MAY 31ST, 1924, ON AIR NAVIGATION.

**Part I. — Registration of Aircraft.**

*Chapter I. — Register and Registration Certificate.*

*Article 1.* — There shall be a French register for the registration of aircraft whose home aerodrome is situated in France.

The conditions for the registration of aircraft whose home aerodrome is situated outside the home country shall, if necessary, be laid down in future regulations.

The register shall be kept under the authority of the Minister responsible for air navigation by an official appointed by him on the advice of the Director of the Air Navigation Service.

Entry in the register shall determine the identity of an aircraft, establish its French nationality and specify its owner. Such entry shall be attested by the delivery of a registration certificate, which must always be kept on board aircraft in commission.

These certificates shall be issued by the official referred to above.

*Exemptions from Registration.*

*Article 2.* — Only military aircraft and aircraft owned by the Government and exclusively employed on public service shall be exempt from the formalities of registration.

**Hungary.**

No. 23.

EXTRACT FROM DECREE No. 46402/XI OF THE MINISTRY OF COMMERCE.

*Article 1, Chapter 1.* — Any person or corporate body resident or domiciled in Hungary and owning an aircraft must make a declaration to the competent authorities for the purpose of the registration of the aircraft. Foreigners staying temporarily in Hungary are exempt from the obligation to register.

*Article 2, Chapter 3.* — Conditions for flying : The airworthiness of the aircraft must be certified, and the aircraft must be registered and provided with a distinguishing mark issued by the authorities.

*Chapter 12.* — Only aircraft whose airworthiness has been certified by the Hungarian authorities may fly in the country.

*Chapter 13.* — The owners of such aircraft must be nationals of Hungary.

*Chapter 14.* — The authorities shall decline to register aircraft already registered in another country.

*Chapter 19 (c).* The flying permit shall be withdrawn if the aircraft has flown for more than a year abroad without the permission of the Hungarian authorities having been previously obtained.

**Italy.**

No. 24.

AIRERAFT NAVIGATION REGULATIONS APPROVED BY ROYAL DECREE No. 356, OF JANUARY 11TH, 1925, AND SUPPLEMENTARY PROVISIONS (NOVEMBER 1928).

*Entry of Aircraft in the National Aeronautical Register: Certificates of Registration.*

*Article 156.* — In the national aircraft register referred to in Articles 6 and 7 of Royal Legislative Decree No. 2207, of August 20th, 1923, there shall be entered all Italian aircraft, save those specified in the first paragraph of Article 126. There shall also be entered in the register, at the request of the parties concerned, any changes of ownership or mortgages of the aircraft, and there shall be noted all repairs and alterations of such importance as to modify substantially the type of the aircraft. The said register shall be open to inspection by all persons concerned.

*Article 157.* — The aircraft register shall have the validity of a public act for civil and penal purposes.

*Article 158.* — The certificate of registration is the official document which proves the entry of the aircraft in the national aircraft register, determines the identity of the aircraft, and enables it to be admitted to air navigation. It proves the ownership of the aircraft for the purpose of Article 7 of Royal Legislative Decree No. 2207, of August 20th, 1923, and must always be carried on board the aircraft.

*Article 159.* — Every owner of an aircraft shall be required to apply for its entry in the national aeronautical register, in order that the certificate of registration may be issued to him, and this within eight days after the issue of the certificate of airworthiness.

To this end, every owner shall submit to the Air Minister a special application written on stamped paper, giving the full name, parentage, nationality and address of the owner, and indicating the aerodrome in the jurisdiction of which the aircraft is placed.

The application must be accompanied by the following documents :

- (a) Photograph of the aircraft (in profile), size 9×12 cm ;
- (b) Declaration that the aircraft is not registered in any foreign State ;
- (c) Necessary documents to prove Italian nationality if the owner is a private person, or the qualifications required under Article 6 of Royal Legislative Decree No. 2207, of August 20th, 1923, if the owner is a company ;
- (d) Necessary documents to prove the origin and ownership of the aircraft ;
- (e) Matricular certificate of the machine ;
- (f) Matricular certificate of the engines.

The documents specified under (d), (e) and (f) will be returned to the owner when the registration is completed.

*Article 160.* — An aircraft shall not be entered in the national aircraft register if it is already registered in a foreign State.

In the case of simultaneous registration in Italy and abroad, the registration effected in Italy shall be deemed null and void. In the case of the registration abroad of an aircraft already registered in Italy, the entry of the aircraft in the national aircraft register shall be cancelled. The aircraft itself shall lose its Italian nationality as soon as the cancellation is effected.

*Article 161.* — Constructors shall be required to apply for the registration of aircraft belonging to them in case they intend to use the same in any air service whatever, excluding, however, flights accomplished for test or reception purposes, which, under Article 133, do not require the certificate of airworthiness.

*Article 162.* — The Air Commissariat, on receipt of the application and accompanying documents, will proceed to enter the aircraft in the national aircraft register and to issue the certificate of registration.

The following particulars shall be entered in the register and on the certificate :

- (a) Date of registration ;
- (b) Series and progressive number of the certificate ;
- (c) Name of aerodrome constituting the usual station of the aircraft ;
- (d) Use for which the aircraft is designed (public transport, private (*turismo*), etc.);
- (e) Summary description of the aircraft ;
- (f) Numbers and identification marks given by the constructor and any given by the owner ;
- (g) Registration marks assigned to the aircraft ;
- (h) Full name, parentage, address and nationality of the owner of the aircraft ;
- (i) Any changes in the ownership of the aircraft ;
- (j) Record of mortgages of the aircraft ;
- (k) Alterations or repairs of such importance as to constitute notable modifications of the type and value of the aircraft ;
- (l) All such other particulars as shall be prescribed by the Air Commissariat.

*Article 163.* — It shall be incumbent on aerodrome commandants to ensure that all aircraft at the aerodrome are provided with their certificate of registration in the national aircraft register, or that at all events they have duly applied for the same. In the latter case, however, the commandants shall inform the Air Commissariat of any aircraft at the aerodrome which are not yet provided with the certificate of registration in due form.

*Article 164.* — The certificate of registration shall cease to be valid in the following cases :

- (a) Destruction of the aircraft ;
- (b) Definitive transfer of the aircraft abroad ;
- (c) Ceasing to fulfil the nationality requirements under Article 6 of Royal Legislative Decree No. 2207, of August 20th, 1923.

If these conditions arise, the holder of a certificate of registration shall be required to notify the fact within eight days to the Air Commissariat, which, on receipt of the notification, will duly cancel the entry in the aircraft register and withdraw the certificate whose validity has lapsed.

*Article 165.* — Aerodrome commandants shall transmit every month to the Air Commissariat a statement of air traffic made out in the prescribed form.

#### NATIONAL AIRCRAFT REGISTER.

*N. 4.* — *Rules relating to the Registration, Transfers of Ownership, and the Cancellation of the Registration of Aircraft (Circular No. 542, dated January 9th, 1930, year VIII, issued by the Civil Aviation and Air Traffic Office).*

In accordance with the rules laid down in the Air Navigation Regulations approved by Royal Decree No. 356, dated January 11th, 1925, and subsequent amendments thereto, the following order is issued :

##### I. *Registration of Aircraft.*

In virtue of Article 159 of the said Regulations, all owners of aircraft are required to apply for registration in the national aircraft register, with a view to the issue of the registration certificate within eight days of the date of issue of the certificate of airworthiness.

Applicants for registration must submit to the above-mentioned office the following documents :

- (1) An application on paper bearing a three-lire stamp, stating the surname, Christian names, parentage, nationality and address of the owner, and the name of the aerodrome to which the aircraft is attached.
- (2) Copy of the certificate of airworthiness of the aircraft (or the original certificate).
- (3) Two photographs of the aircraft (side view) showing the distinguishing marks.
- (4) A declaration that the aircraft is not registered in any foreign country.
- (5) A certificate of Italian nationality, duly legalised, if the owner is a private person ; or, if the owner is a company, the necessary documents to prove the fulfilment of the conditions required by Article 6 of Royal Legislative Decree No. 2207, dated August 20th, 1923, that is to say :

(a) The articles of association of the company, duly legalised, or a declaration by the President of the competent court attesting that the company is lawfully constituted in Italy and that the chairman and at least two-thirds of the directors, including the managing director, if any, are Italian nationals ;

(b) A declaration by the chairman of the company, duly legalised, showing that at least two-thirds of the company's capital is permanently held by Italian nationals.

(6) A duly-legalised document proving the origin and ownership of the aircraft. The documents recognised by the Minister are :

(a) A deed of sale, duly registered (this document is particularly to be recommended in the case of companies operating air-lines enjoying fiscal facilities in regard to stamp duties and registration fees) ;

(b) The original invoice, registered ;

(c) A regular invoice, note, account, or other similar document, duly legalised, giving particulars with regard to the application of the transfer fee when that fee may be paid in place of the registration fee (Royal Decree No. 2373, dated December 30th, 1923, and subsequent provisions) ;

(d) A notarial act, duly legalised, limitedly referring to an aircraft constructed at the works of the owner who applies for its registration in the national aircraft register, provided that the beginning of construction work has been notified to the Office under the terms of Article 132 of the Air Navigation Regulations ;

(e) A declaration by the official responsible for technical supervision on the premises of the company constructing the aircraft, such declaration being duly authenticated by the competent construction and supply section, and attesting that the aircraft was constructed in the works of the company applying for registration and entirely by that company. As in the case contemplated in the preceding clause,

this document shall be recognised as valid if the beginning of work on the construction of the aircraft has been notified to the Office under the terms of Article 132 of the Air Navigation Regulations.

(7) Machine licence.

(8) Engine licence.

These licences must be endorsed by the competent technical supervisory authority.

III. *Cancellation of Registrations in the National Aircraft Register.*

The owner of an aircraft registered in the national aircraft register, if desirous of having such registration cancelled under Article 164 of the Air Navigation Regulations, is required, subject to the penalties provided in Article 279, paragraph 2, of the said regulations, to notify the office, within eight days, of the reason for which the certificate of airworthiness ceases to be valid, and to return the said certificate with a view to the subsequent cancellation of the registration.

**Latvia.**

No. 25.

LAW GOVERNING AIRWAY SERVICE.

*Article 5.* — Aircraft may traverse Latvian territory only : (1) if registered in the Ministry of Communications' list of aircraft, or (2) if registered in similar lists of another country.

*Article 6.* — Aircraft may be entered in the Latvian aircraft list provided they are not entered in the list of airway material of any other country and belong to the Latvian State or to Latvian citizens or juridical persons, two-thirds of whose board or representative body is composed of Latvian citizens and whose board is located in Latvia. Aircraft for the transportation of goods and passengers, for scientific flights, and all kinds of aircraft exploited for purposes of profit may be entered in the list of aircraft only after they are recognised by the Ministry of Communications as fit for air service. Sporting, testing and other aircraft, which are used for personal requirements only, may be entered in the aircraft list by means of registration.

**Norway.**

No. 26.

THE NORWEGIAN LAW ON AVIATION OF DECEMBER 7TH, 1923.

Section 48 of this law contains the following regulation :

“ The Department concerned shall, in accordance with such rules as it itself adopts, issue a publication concerning those aircraft which are entered in or struck off the public register of aircraft, indicating those register marks which are at the same time granted or repealed, and, further, those certificates and permits which are granted or repealed under sections 15 (b), 16 and 26.”

**New Zealand.**

No. 27.

Supplement to the *New Zealand Gazette*, March 18th, 1921.

REGULATIONS UNDER THE AVIATION ACT, 1918.

*General Conditions of Flying.*

1. No aircraft shall fly within the limits of the islands of New Zealand and the territorial waters adjacent thereto unless the following conditions are complied with :

(i) The aircraft shall be registered in the prescribed manner.

(ii) The aircraft shall be certified in the prescribed manner as airworthy.

(viii) Aircraft shall not fly over any prohibited area which is defined by these regulations or may be proclaimed from time to time.

(ix) Aircraft carrying passengers shall not use, as a place of departure or place of landing, any place other than a licensed aerodrome or such place or places as have been approved by the Air Board.

*Schedule 1. — Registration of Aircraft.*

1. Certificates for registration shall be granted by the Air Board, and, upon registration, there shall be assigned to the registered aircraft a registration mark.

2. The applicant, unless the Air Board in special cases otherwise allows, must be a British subject, or, in the case of a body corporate, must be registered and have its principal place of business in the Dominion of New Zealand.

**Portugal.**

No. 28.

DECREE NO. 20062, OCTOBER 25TH, 1930.

(Extract from Chapter III.)

Portuguese-owned aircraft are registered at the National Air Council and carry a clear identification mark. Aircraft manufacturers must communicate to the Air Council details of the construction of new machines and of any repairs or alterations effected on civil and commercial planes. The Air Council and the Customs Board must be notified of any sale of aircraft to a foreign country.

**Sweden.**

No. 29.

LAW OF MAY 26TH, 1922, AND APRIL 20TH, 1928, CONCERNING AIR NAVIGATION.

*Article 4.* — No aircraft shall have Swedish nationality unless it is registered in the Swedish official register and bears the prescribed distinguishing marks.

*Article 5.* — The register shall be kept by the Aviation Department. The necessary rules for the keeping of the register shall be issued by the Royal Government.

*Article 6.* — No aircraft may be registered in Sweden unless its owner is a Swedish citizen. Swedish owners are deemed to comprise the Swedish Government, Swedish citizens, and Swedish companies, associations, corporations and institutions. In the case of an aircraft belonging to a joint-stock company, the members of the board must be Swedish citizens domiciled in Sweden and shareholders. In special cases, the Royal Government may make exceptions to the above rule, but only in respect of one-third of the members of the board.

No aircraft already possessing another nationality may be registered in Sweden.

*Article 7.* — No aircraft may be registered in Sweden unless it has a regular taking-off place (home aerodrome) being an aerodrome administered by the Government or under authority as prescribed in Article 26. Such aircraft must also possess the certificate of airworthiness, as prescribed in Article 18.

*Article 8.* — Registration shall take place after examination of an application submitted by the owner in writing.

The application must contain particulars concerning the owner, the acquisition of the aircraft, the aircraft itself, and its home aerodrome. These particulars must be given in the form prescribed by the Royal Government.

The certificate of airworthiness must be attached to the application.

Prior to registration, the Aviation Department may ask the owner for any information or papers that may be necessary for the examination of the application.

The owner is bound, without receiving any request from the Aviation Department, to notify the latter immediately of any change that may take place in the circumstances mentioned in the application.

*Article 42.* — In accordance with instructions issued by the Royal Government, extracts from the register and particulars regarding certificates of airworthiness, licences and approved aerodromes, etc., shall be published.

The provisions of Article 42 are recapitulated in the Royal Decree of April 20th, 1928, Article 36 of which provides that "extracts from the Register, as also the approved certificates and the names of approved aerodromes, etc., shall be published by the Aviation Department in a periodical in which the regulations and any other notices that the Department may think fit to publish shall also appear".



[Distributed to the Council, the Members of the League, and the non-Member States invited to the Disarmament Conference.]

Official No.: **C. 95, M. 47.** 1932. VIII.  
[Conf. D. 53.]  
Addendum.

Geneva, March 10th, 1932.

**LEAGUE OF NATIONS**

**COMMUNICATIONS AND TRANSIT  
ORGANISATION**

**Study concerning the Present Situation in regard to  
Publicity of Civil Aviation**

and

**Collection of Provisions in Force concerning the Exchange  
or Publication of Information relating to Civil Aviation.**

**ADDENDUM.**

**II. PUBLICITY WITH WHICH THE STATES DECLARE THEMSELVES READY TO COMPLY:  
EXAMINATION BY COUNTRIES.**

The references to the Collection mentioned hereunder concern the national laws or regulations relating to publicity of civil aviation. These references are given only in the case of countries which, in their reply to Circular Letter 197.1931.IX, have mentioned the provisions in question or forwarded the texts.

*Argentine.* — The Argentine Government transmitted certain information on private and commercial aircraft, giving considerable details regarding the latter. It did not specifically state whether it would be willing to supply regularly all or part of the particulars mentioned in the questionnaire. It promised, however, to complete its reply in a second communication.

*Finland.* — The Finnish Government is in a position to furnish regularly, if necessary, all the particulars mentioned in the Circular Letter (see Collection No. 30).

*Greece.* — Apart from the International Convention relating to the Regulation of Aerial Navigation, Greece is not bound by any national or international regulations on the publicity of civil aviation. It would be prepared to furnish the type of statistics mentioned in the questionnaire.

*Siam.* — There are no national or international provisions in force in Siam regarding the publication of information on civil aviation, apart from the International Convention of October 13th, 1919, to which Siam is a party. Despite the small development of civil aviation in Siam, its Government is prepared to furnish regularly most of the desired particulars.

*Spain.* — The Spanish Government transmitted information on all the points of the questionnaire without stating definitely whether it would be willing to supply similar information regularly. It also furnished a memorandum on subsidies and different forms of assistance granted to civil air-training schools and the "Aero Club".

COLLECTION OF PROVISIONS IN FORCE CONCERNING THE EXCHANGE OR PUBLICATION OF INFORMATION.

COLLECTION OF TEXTS.

No. 30.

Finland.

SUMMARY OF THE FINNISH LAW ON AIR NAVIGATION (MAY 25TH, 1923).

.....

Paragraph 2.

.....

Air navigation within Finnish territory shall be confined to aircraft of Finnish nationality or aircraft complying with the conditions laid down in paragraph 5 hereafter.

Paragraph 3.

In order to obtain Finnish nationality, an aircraft must be entered on a Finnish public register of aviation and must be provided with nationality and registration marks, or must belong to the State, or be used exclusively for State purposes.

Paragraph 4.<sup>1</sup>

An aircraft may be so registered only if its owner is of Finnish nationality. The following are regarded as Finnish owners: the Finnish Government, Finnish citizens and Finnish joint-stock companies, associations or other organisations. If the aircraft is owned by a joint-stock company, association or organisation, the members of its board of directors must be Finnish citizens domiciled in Finland and shareholders of the company or members of the association or organisation.

The Government may in special cases make an exception to these rules, but this exception must not apply to more than one-third of the members of the board of directors.

Paragraph 5.

Aircraft not of Finnish nationality may fly over Finnish territory subject to the following conditions:

(a) That the aircraft is provided with a certificate of nationality and registration or other equivalent certificates issued by a competent authority of a foreign State with which an agreement has been concluded authorising the aircraft of the State in question to fly over Finnish territory, or,

(b) That a special permit has been granted to the aircraft.

.....

<sup>1</sup> The Law of May 25th, 1923, was amended by a Law of June 15th, 1928, as follows:

“ Add the following paragraph to paragraph 4:

“ The entry in the register must contain the necessary particulars of the aircraft and its owner, and must specify the manner in which he acquired the aircraft. The register should be kept by the State Maritime Administration.”

Genève, le 30 mars 1932.

**SOCIÉTÉ DES NATIONS**

**ORGANISATION DES COMMUNICATIONS  
ET DU TRANSIT**

**Etude au sujet de la situation existante en matière  
de Publicité de l'Aéronautique civile**

et

**Recueil des dispositions en vigueur touchant l'Echange ou la  
Publicité de renseignements relatifs à l'Aéronautique civile.**

**DEUXIÈME ADDENDUM.**

**II. PUBLICITÉ A LAQUELLE LES ETATS SE DÉCLARENT DISPOSÉS A CONSENTIR:  
EXAMEN PAR PAYS.**

*Brésil.* — Le Gouvernement brésilien a fait savoir qu'il communiquerait ultérieurement les renseignements demandés dans le questionnaire (voir collection n<sup>o</sup> 31).

*Chine.* — Le Gouvernement chinois a fait connaître qu'il n'avait pas été promulgué jusqu'à présent de réglementation concernant l'aviation civile. Il n'a pas indiqué s'il serait disposé à fournir le type de statistique mentionné dans le questionnaire. Il a transmis toutefois des renseignements sur les deux contrats pour le transport postal aérien que le Ministère des Communications chinois a passés avec deux compagnies étrangères.

*Inde.* — Dans une seconde communication, le Gouvernement indien s'est déclaré disposé à fournir régulièrement les détails demandés dans le questionnaire.

**RECUEIL DES DISPOSITIONS EN VIGUEUR TOUCHANT L'ÉCHANGE OU LA PUBLICITÉ  
DE RENSEIGNEMENTS.**

*Recueil des textes.*

N<sup>o</sup> 31.

*Brésil.* — Décret 16983 du 22 juillet 1925. (Extrait du chapitre II. Classification et enregistrement des aéronefs.)

L'article 11, paragraphe 6, prévoit la publication de ce registre, qui peut être consulté aux Archives du Gouvernement.

[Distributed to the Council, the Members of the League, and the non-member States invited to the Disarmament Conference.]

Official No.: **C. 95. M. 47.** 1932. VIII.  
[Conf.D.53.]  
2nd Addendum.

Geneva, March 30th, 1932.

LEAGUE OF NATIONS

**COMMUNICATIONS AND TRANSIT  
ORGANISATION**

**Study concerning the Present Situation in regard to  
Publicity of Civil Aviation**

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**Collection of Provisions in Force concerning the Exchange  
or Publication of Information relating to Civil Aviation.**

**SECOND ADDENDUM.**

II. PUBLICITY WITH WHICH THE STATES DECLARE THEMSELVES READY TO COMPLY:  
EXAMINATION BY COUNTRIES.

*Brazil.* — The Brazilian Government stated that it would furnish at a later date the information referred to in the questionnaire (see Collection No. 31).

*China.* — The Chinese Government stated that no regulations on civil aviation had been promulgated up to the present time. It did not state whether it was prepared to furnish the type of statistics mentioned in the questionnaire. It did, however, transmit information on the two air postal transport contracts established between the Chinese Ministry of Communications and two foreign companies.

*India.* — In a second communication, the Government of India expressed its willingness to supply from time to time the information asked for in the questionnaire.

COLLECTION OF PROVISIONS IN FORCE CONCERNING THE EXCHANGE OR PUBLICATION  
OF INFORMATION.

*Collection of Texts.*

No. 31.

*Brazil.* — Decree 16983, July 22nd, 1925. (*Extract from Chapter II: The classification and registration of aircraft.*)

Article 11, Section 6, provides for the publication of the above register, which may be consulted in the Government archives.

Geneva, April 15th, 1932.

LEAGUE OF NATIONS

COMMUNICATIONS AND TRANSIT  
ORGANISATION

COMMITTEE OF ENQUIRY ON QUESTIONS RELATING TO PUBLIC  
WORKS AND NATIONAL TECHNICAL EQUIPMENT.

REPORT

on the First Two Sessions of the Committee.

I.

The Committee of Enquiry on questions relating to Public Works and National Technical Equipment set up by the Advisory and Technical Committee for Communications and Transit was instructed by the Council of the League, in application of the following Assembly resolution, dated September 24th, 1931, to study the question of large scale public works :

“ The Assembly,

“ Seeing that, among the measures of international solidarity calculated to mitigate the effects of the economic depression and to assist the resumption of activity which would benefit the workers of all countries, consideration should be given to the execution of important public works jointly undertaken by public or private groups on European or extra-European territory ;

“ Seeing, further, that the problem has already been approached by the Commission of Enquiry for European Union and has been laid before the competent organs of the League of Nations ;

“ In order to expedite the examination of these programmes, to co-ordinate them on an international scale, to hasten their putting into effect and to follow their execution :

“ Invites the Council of the League of Nations to instruct the Committee of Enquiry set up by the Communications and Transit Organisation, to which should be added representatives of the International Labour Office and possibly of the economic and financial organs of the League, to undertake these various tasks.

“ This Committee will examine the concrete proposals of the various Governments, particularly from the point of view of the utility and productivity of the works proposed.

“ It will report to the Council of the League of Nations. The Commission of Enquiry for European Union will be called on to give its opinion on the proposals relating to Europe.”

The Committee met for the first time at Geneva on October 14th and 15th, 1931. It prepared a circular concerning the various programmes for large-scale public works (document C.736.M.341.1931.VIII, of October 19th, 1931) inviting Governments to send to the Secretary-General of the League for submission to the Committee the schemes for public works contemplated by them the execution of which might help to mitigate the present economic crisis and reduce unemployment where it is most acute, or help to develop national technical equipment where such is inadequate. This circular contained details regarding the documents required and information necessary to enable the Committee to gain a correct idea of the proposed works, from a technical and economic standpoint.

In order to prepare for the examination of the schemes received from various Governments in reply to this circular, experts were appointed by the Chairman of the Committee, in agreement with the representative of the Advisory and Technical Committee for Communications and Transit on the Committee on Public Works, to make a preliminary examination of these schemes as Rapporteurs of the latter Committee. Only after this had been done did the Committee feel able usefully to examine the schemes submitted to it.

In certain cases, the documentation sent by the Governments was insufficient. Nevertheless, wherever the information could be completed in time, the Rapporteurs submitted their conclusions before the second session of the Committee. In other cases, however, the Rapporteurs were unable to do so, and the Committee consequently deferred consideration of these schemes until its next session.

At its second session, therefore, held at Paris from March 30th to April 2nd, 1932, the Committee examined the schemes mentioned in Part III of this report.

## II.

Before hearing the Rapporteurs on the various schemes, the Committee discussed what criteria it should apply, what main conditions the suggested public works should fulfil (apart from the technical possibility of their execution) in order to warrant the Committee's recommendation.

The Committee finally decided that there were three main points it ought to bear in mind in making its selection, and the soundness of these considerations was confirmed during the course of the examination.

(a) The first point is that the work undertaken shall help to mitigate unemployment. That was the object which the International Labour Office and the other organs of the League of Nations had in view when they invited Governments to combine their efforts in the form of schemes of public works. The Committee will be favourable to a scheme in proportion to the extent to which that scheme is likely to provide employment for a large number of workers over a considerable period.

The various schemes endorsed by the Committee may produce an effect on unemployment in different ways. Some will give employment to a large number of workmen occupied in actual constructional work in the territory of the country in which the scheme is to be put into effect. Others will, to a greater or less extent, provide work for industries in supplying material; they will thus provide employment for workers in these industries, either those of the country in question or the industries of foreign countries which may therefore take a financial interest in the scheme.

The Committee has constantly borne this fundamental consideration in mind; it has even endorsed certain schemes because these were to be carried out in large urban districts in which unemployment is very severely felt. Their execution would therefore be a most manifest and concrete contribution to improving the situation of the industrial population of these districts.

(b) The Committee has also borne in mind the productivity of each suggested scheme. In this connection, it has further defined the position it already adopted in the circular to Governments dated October 19th, 1931. It fully realises that very few of the schemes submitted can be said to be of undoubted productive value — in the strict sense of the term — to be self-supporting and to be likely to pay back the capital invested in them with interest in a short space of time. The Committee feels that public works of international concern, which would be likely to decrease unemployment, need not possess all these advantages. Such advantages would, if the situation became normal again, allow them to be carried through by purely private initiative. The Committee does, however, believe that these works ought to be productive in the sense that their more or less immediate effect on the national economy of the country in which they are carried out should be to improve the industrial or agricultural situation of that country, though they must on no account augment equipment in regions which have already attained a sufficient degree of technical development.

In short, in this respect the Committee can only recommend works which, though they may not represent a total and immediately remunerative employment of capital, will nevertheless involve no loss. Such works could reasonably be taken as the basis for an international financial effort, regarding the possibilities and methods of which the Committee is not called upon to express an opinion (possible guarantees to be provided by the beneficiary States, their participation in meeting the cost, etc.).

As certain works may seem likely to involve the States which have proposed them in heavy financial commitments, the Committee thinks that these works should be carried out by stages, which could be done in the large majority of cases, and should be examined in the light of this possibility.

(c) The third point is that these schemes, by reason of the very spirit of international solidarity which would be necessary to obtain an adequate financial backing, must be of international interest.

Public works may be of international interest as a result of various factors in each case. There are several ways in which an undertaking may become of more than national concern.

Thus, in some cases, a scheme may be of interest to the territory of several States and may help to improve the standard of living of the agricultural populations in two neighbouring countries. In other cases, communications schemes may benefit international trade by facilitating relations. Some schemes may be of international interest because the necessary equipment might be supplied *pro rata* by the industries of different countries. Finally, the suggested undertaking may embody a conception of international solidarity because it would assist various populations in which the League of Nations has taken particular interest and whose situation it is bound, by methods of stabilisation, to make every effort to improve.

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\* \*

These are briefly the principles on which the Committee worked in carrying out its detailed examination, the results of which will now be explained. In adhering to these three points — campaign against unemployment, productivity, and international scope — the Committee feels that it has strictly adhered to the terms of the Assembly resolution of September 24th, 1931. Those terms of reference were to co-ordinate the steps taken by Governments to inaugurate important public works “calculated to mitigate the effects of the economic depression and to assist the resumption of activity which would benefit the workers of all countries”.

### III.

The Committee, after examining the schemes studied by the Rapporteurs who had submitted the results of their investigations, came to the conclusions outlined below.

It recognised, however, that, as regards a certain number of the schemes examined, it could not form a final opinion without an examination on the spot, both from the technical point of view and from that of the utility and productivity of the work. The Committee thinks that these studies on the spot should be carried out by experts appointed by the League of Nations, it being understood, however, that the cost of these studies should be borne by the Governments concerned. The same experts might, if necessary, be asked to follow, on behalf of the Committee, the subsequent execution of the work, as provided in the Assembly's resolution of September 24th, 1931.

#### BULGARIA.

The Bulgarian Government proposes the construction of a bridge over the Danube at the Bulgaro-Roumanian frontier and the construction of a railway-line connecting this bridge on the one hand with the Roumanian system and, on the other, with the Bulgarian system and with the Greek system beyond.

The Committee did not feel able to retain this plan, since, on the one hand, the Bulgarian Government's report shows that there is not yet any agreement between this Government and the Roumanian Government with regard to the construction of the bridge, and since, on the other hand, the plan for the proposed line provides for a tunnel of nearly twelve kilometres, an extremely expensive piece of work in relation to the comparatively limited quantity of labour to be employed.

#### GREECE.

The Committee examined in succession the scheme for the construction of roads and the plan of drainage and irrigation works submitted by the Greek Government.

As regards the first scheme, the Committee considered, after an examination, that the majority of the elements of this plan having a purely local character, it could not be included in the category of the operations to be retained.

On the contrary, as regards the drainage and irrigation works in the plains of Salonica and Seres which have been in progress for several years, the Committee thinks that the continuation of this undertaking deserves to be supported, in view, notably, of the question of the settlement of Greek refugees from Asia Minor, a work of international solidarity which has for a long time past come within the scope of the League's policy.

Nevertheless, both as regards the estimate of the expenditure still to be incurred (which is put at 190 million Swiss francs) and the economic results of the operation, the Committee cannot give a final opinion until an expert examination has been made on the spot.

#### LATVIA.

Latvia has submitted two schemes — one for the construction of roads and bridges and the other for the construction of a hydro-electric station.

After an examination, the Committee gave its preference to the plan for the construction of roads and bridges, in spite of its mainly national character, owing chiefly to the advantage which it presents for the economic development and technical equipment of the country and the reduction in unemployment.

The estimate of expenditure, which is put at 90 million Swiss francs for the roads and 8½ millions for the bridges, seems justified.

As regards the plan for the construction of a hydro-electric station on the Daugawa at Dole, the Committee thought that the execution of this plan, although very well prepared from the technical point of view, was not at the present time of sufficient importance to enable the Committee to recommend the undertaking.

#### POLAND.

The Polish Government submitted numerous plans concerning :

- (a) Hydraulic or drainage works for towns ;
- (b) Railways ;
- (c) Roads.

(a) *Hydraulic works.* — As regards the hydraulic works, the Committee retained particularly the plans enumerated below.

- I. Regularisation of the Rawka (estimate 2.9 million Swiss francs). The work is in progress. It will be of great utility to the population of the Silesian mining centre and will materially reduce unemployment.
- II. Completion of the Government water-conduit system in Upper Silesia (estimate, 12 million Swiss francs). The work is in progress. Its completion will tend to reduce the state of unemployment in the metallurgical industries, etc.
- III. Reconstruction of the Royal Canal (estimate 35 million Swiss francs). The work is now in progress. It will be of great value for the economic improvement of large areas of Eastern Poland. The execution of the work will have a favourable influence on the employment of labour in this region.
- IV. Drinking-water supply and drainage of the towns of Lowicz, Rzeszow and Lomza (estimate 8 million Swiss francs). Work of great public utility likely to reduce unemployment.
- V. Drinking-water supply of the town of Lodz (provisional estimate 25 million Swiss francs). Work of great public utility tending to reduce unemployment. The final plan has not yet been settled.
- VI. Extension of the drinking-water supply of the towns of Warsaw, Poznan, Cracow, Lwow, Tarnow, Bydgoszcz and Katowice (estimate 50 million Swiss francs). Work of great public utility likely to reduce unemployment. The work can be carried out in separate sections.

Among these works, those mentioned in I to V should, in the Committee's opinion, be given priority.

(b) *Railways.* — The Polish Government has submitted a certain number of plans, among which, owing to the present structure of the Polish system and the existence of the road system for which a programme of extension is contemplated, the Committee has retained, owing to their special importance for unemployment in these two great centres, the plans regarding the acceleration of the construction of the railway junctions of Warsaw and Cracow, to which might be added the plans for the construction of the Warsaw-Radom-Ostrowiec-Bodzechow (electric or steam) and Miechow-Cracow lines, and that for the electrification of the Warsaw suburban system.

The estimate of expenses for the first two plans is 64 million Swiss francs and for the last three 91 millions.

(c) *Roads and bridges.* — The road programme submitted by the Polish Government includes, among the most urgent work, the construction of durable revetments on the roads for a distance of about 3,100 kilometres. All these roads are important from the point of view of traffic, and their distribution over the country seems rational. Nevertheless, the Committee thinks that the length of roads might usefully be reduced — for example, to 2,000 kilometres — and in this case it thinks it would be well to omit the construction of the road from Stanislawow to Lublin and that from Stanislawow to Cracow.

The estimate of expenditure amounts to 245 million Swiss francs for the roads and 36 millions for the construction or reconstruction of bridges.

In examining the road programme submitted by the Polish Government, the Committee noted that the majority of the roads which it is proposed to strengthen duplicate the existing railway-lines or those provided for in the railway construction programme mentioned above. Since, in the present circumstances, the Committee attaches special importance to the productivity of the work, it considers that it could not recommend the simultaneous construction of the sections in question, both of the road system and of the railway system, and thinks that the Polish Government should state its preference either for the railway or the road in each particular case.



YUGOSLAVIA.

The Yugoslav Government has submitted the following plans :

- (a) Road programme ;
- (b) Programme of hydraulic works ;
- (c) Construction of railways and of a bridge over the Danube.

(a) *Road programme.* — The Yugoslav Government proposes two road systems running north-west and south-east ; the first following fairly closely the Adriatic coast from the Italian frontier to the Albanian frontier, passing through Susak, Sinj, Kotor, Ulcinj and then proceeding towards Tirana ; the second parallel to the Hungarian and Roumanian frontiers, proceeding from the Austrian frontier, direction of Munich, towards the Greek frontier, direction of Salonika, and going through Ljubljana, Zagreb, Belgrade, Nish, Skoplje, Djevdjelia, with various branches from Zagreb to the Austrian frontier in the direction of Vienna ; from Zagreb to the Italian frontier in the direction of Trieste ; from Belgrade to the Hungarian frontier in the direction of Budapest ; from Belgrade to the Roumanian frontier in the direction of Bucarest, and from Nish to the Bulgarian frontier in the direction of Sofia and Istanbul.

The Committee thought it could recommend this second system, which answers much better than the first to the general considerations on which the Committee has based its work. The proposed road constitutes the backbone of the country and provides liaison with all the neighbouring countries.

No special observation is called for with regard to the estimates of expenses, which are put at 137½ million Swiss francs in the case of the construction of a modern highway on all the sections of the road in question, and of 68½ millions in the case of reconstruction on a less elaborate scale.

(b) *Programme of hydraulic works.* — The plans submitted are the following :

- (1) Work to be carried out at the Lake of Skadar (Scutari), on the Bojana River, on the lower course of the Drim and on the Kiri River.
- (2) Construction of a navigable canal from the Danube (Dubravica) to the Ægean Sea (Salonika).

The Committee accepted the first of these two plans, which seemed to it extremely interesting. The estimate of expenditure is 71 million Swiss francs ; the share of this expenditure to be borne by Yugoslavia would, according to the estimates, be 31½ millions, and that to be borne by Albania 39½ millions.

Nevertheless, the Yugoslav Government's plan, while mentioning that the Albanian Government agrees in principle to participate in this work, does not say that this Government has given its formal consent either with regard to the technical provisions of the plan on Albanian territory or as regards the allocation of expenditure. No decision can be taken until such an agreement has been obtained, particularly as the work cannot be divided into several fractions.

Here, again, the Committee cannot come to a final decision before there has been an expert examination on the spot.

As regards the plan for a navigable waterway from the Danube to the Ægean Sea, the Committee was unable to retain this proposal, with regard to which it has serious reservations to make, both from the economic and technical points of view, especially regarding the section between Stalac and the Ægean Sea.

(c) *Construction of railways and of a bridge over the Danube.* — The expenditure is estimated at 50½ million Swiss francs, including half the cost of building the bridge (Yugoslav side). The Committee recommends this operation, which is intended to establish a section of the line forming part of the great international " 45th parallel " route between France, Italy and Yugoslavia on the one hand, and Roumania and Russia on the other, and which, by the construction of this comparatively short section would considerably improve the present communications.

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The Committee, at the close of the proceedings of its second session, submits the present report to the Council of the League of Nations on the results of this first examination, in accordance with the Assembly's resolution of September 24th, 1931.

The Committee will also continue the examination of the other plans which have been submitted to it, or which may be submitted to it subsequently, and will make a further report to the Council when it is in a position to give an opinion upon them.

Geneva, May 12th, 1932

**LEAGUE OF NATIONS**

**ORGANISATION FOR COMMUNICATIONS AND TRANSIT**

**Report of the Air Transport Co-operation Committee  
on its Second Session**

*held at Geneva, May 9th to 12th, 1932.*

3

The Bureau of the Air Commission of the Conference for the Reduction and Limitation of Armaments having thought it desirable, for the study of questions relating to the internationalisation of civil aviation and any other measure calculated to prevent the signatory States from utilising civil aviation for military purposes, to be informed as to the position of the work of the Air Transport Co-operation Committee, the Committee was summoned, and met from May 9th to 12th, 1932.

The Committee was composed as follows :

Professor L. DE BROUCKÈRE, Senator of the Kingdom of Belgium (*Chairman*)  
M. Emile ALLARD, Professor at Brussels and Liège Universities, Director of the Belgian Technical Air Service ;  
M. Tord Knutsson ÅNGSTRÖM, Member of the Swedish Central Air Department ;  
Colonel J. BEURAIN, Officer Commanding 1st Polish Air Brigade ;  
M. Emmanuel CHAUMIÉ, Director of Mercantile Aviation at the French Air Ministry ;  
Lieut.-Col. C. FILIPOWICZ, Chief of the Civil Aeronautics Section of the Polish Ministry of Communications ;  
M. W. FISCH, Geheimer Regierungsrat at the German Ministry of Communications ;  
M. Louis HIRSCHAUER, Chief Engineer in the French Air Service, Head of Private Aviation in the French Ministry of Public Works ;  
Mr. John Jay IDE, Technical Assistant in Europe, National Advisory Committee for Aeronautics, United States of America ;  
Colonel Arnold ISLER, Director of the Swiss Federal Air Office ;  
M. Manlio MOLFESE, Chief of Civil Aviation at the Air Ministry of the Kingdom of Italy ;  
M. S. OKAZAKI, Secretary at the Japanese Ministry of Communications ;  
M. Ed. L. PITTARD, Legal Adviser to the Swiss Federal Air Office ;  
M. R. RUIZ FERRY, former Vice-President of the International Aeronautical Federation (Spain) ;  
Lt.-Col. F. C. SHELMEKDINE, Director of Civil Aviation at the Air Ministry of the United Kingdom ;  
M. Tadya SONDERMAYER, Director-General of the Yugoslav Air Navigation Company "Aeropout", Vice-President of the Yugoslav Royal Aero Club ;  
General H. TANI, Brigadier-General, Japanese representative on the International Commission for Air Navigation ;  
M. Emile Th. DE VEER, Director of the Netherlands Air Service ;  
M. A. WEGERDT, Ministerialrat at the German Ministry of Communications.

The following took part in the work of the Committee as Rapporteurs :

M. H. BOUCHÉ, Manager and chief editor of the review *Aéronautique* ;  
M. S. CACOPARDO, Chief of Section at the Italian Air Ministry ;  
M. H. OPPIKOFER, Professor at the University of Königsberg.

There also took part in the work of the Committee in an expert capacity :

M. A. PLESMAK, Director of the K.L.M., accompanied by Dr. L. H. SLOTEMAKER, Secretary of the K.L.M.

Also attended :

M. A. ROPER, Secretary-General of the International Commission for Air Navigation.

*Secretariat :*

Mr. L. C. TOMBS  
Mlle. E. KEY-RASMUSSEN } Members of the Communications and Transit Section.

The Committee having been summoned urgently for the reasons stated above, its agenda was arranged with a view to the possibility that the examination of certain questions studied by the Committee might interest the Air Commission of the Conference for the Reduction and Limitation of Armaments. Accordingly, the second session of the Committee was devoted to the examination of Chapters IV, V and VI of the report on the first session of the Committee, and to a part of Chapters VII and VIII (Section I of Chapter VII and paragraphs A, B and D of Chapter VIII). The Committee took note of the studies made by M. Cacopardo, M. Oppikofer and M. Pittard on the regulations for the registration of aircraft, the administrative formalities to be complied with and the conditions laid down regarding the nationality of aircraft crews.

The Committee considered the report submitted by the Special Sub-Committee for the Study of the Question of the Constitution and Operation of a Main Network of Permanent Air Routes, which sat at Geneva on May 6th and 7th, 1932. The report was adopted in the following form :

#### STUDY OF AN INTERNATIONAL AIR NETWORK OF ESSENTIAL CONNECTIONS, BOTH EXISTING AND DESIRABLE.

The Committee examined the map relating to the scheme of connections regarded as essential within the scope of European activities, which the Sub-Committee submitted for its consideration. The examination gave rise to several observations on points of detail, to which the Committee calls the Sub-Committee's attention, while requesting it to continue its work on the basis of the map after any revision the latter may undergo.

This scheme in no way prejudices the conditions and modes of operation which may be adopted ; the latter may be influenced by technical progress and by the desire to connect distant points without intermediate stopping-places.

#### EXAMINATION OF GROUND ORGANISATION.

The Committee recommends :

(1) A technical uniformity of equipment which should in the first instance be sought within the framework of the International Air Conferences (C.A.I.), care being taken to make the decisions adopted readily accessible to the countries not represented at these Conferences ;

(2) A general organisation in relation to the scheme of connections submitted by the Sub-Committee, subject to any revisions of detail that the scheme may undergo in the course of the Sub-Committee's subsequent proceedings ;

(3) Examination of the principle that the expense of signals, liaisons, guidance and meteorological protection should be borne — even if only partially — by the beneficiaries of the services rendered.

#### OPERATION OF A MAIN NETWORK.

The Committee recommends :

(1) Special treatment for postal services, to the extent required by the exigencies of this type of freight ;

(2) Greater frequency of air services on certain routes ;

(3) Permanence of air services ;

(4) Endeavour to secure greater commercial speed ;

(5) Co-operation between national companies concerned as the best method of operating international services ;

(6) Constant endeavour to make the best use of the possibilities of combined transport.

The Committee proposes to examine on the above lines M. Plesman's observation with regard to the importance of establishing a better connection than heretofore between the different air systems existing in various parts of the globe.

#### DETERMINATION OF CERTAIN EXPERIMENTAL LINES.

As regards the question of experimental lines and their financing, the Committee did not receive in time sufficient information to be able to take any decision. Nevertheless, while reserving the right to pursue its studies to a conclusion, it recommends that the attention of the International Air Conferences should be drawn to this question in order that they may examine what practical effect may be given to the suggestions made.

The Committee made a thorough examination of the various questions on its agenda. It was unable to reach unanimity in its resolutions on all these questions.

A. The following resolutions were adopted unanimously :

1. CONDITIONS FOR THE ADMISSION OF FOREIGN UNDERTAKINGS ENGAGED IN REGULAR INTERNATIONAL TRANSPORT.

“ The experience of the past twelve years has shown that Governments, who are now all shareholders in, and in fact financial guarantors of, their own air undertakings, exercise their sovereign rights over the atmosphere the more strictly where they have to do with foreign undertakings which are as exclusively national as their own, are also subsidised by their Governments and compete more directly with their own undertakings.

“ It would appear, therefore, that any progress towards a less rigorous exercise of these sovereign rights and towards greater international co-operation depends largely on (1) a modification in the strictly national character of aircraft, and (2) a decrease in the practice of subsidising undertakings which in consequence of such Government action assume a political character. ”

2. PROGRESS OF INTERNATIONAL CO-OPERATION IN THE OPERATION OF AIR LINES.

“ In order to provide a less precarious legal basis than is at present available for the exploitation of air services, the Committee is of opinion that it would be desirable under present circumstances to conclude bilateral and multilateral agreements with regard to exploitation between the countries concerned, in the hope that these agreements will constitute the basis of increasingly extensive collaboration. ”

3. STUDY OF CERTAIN LEGAL AND ADMINISTRATIVE QUESTIONS AFFECTING THE DEVELOPMENT OF INTERNATIONAL CO-OPERATION IN AIR TRANSPORT.

“ The Committee notes that the last ratifications of the Protocol of June 1929 will shortly confer on the States parties to the 1919 Convention the freedom which other States not parties to this Convention already possess to settle each for itself the conditions under which aircraft are to be registered. It considers it desirable that, in national laws, the registration of aircraft, should not depend solely on the owner's nationality ; it should be possible also to register aircraft, the owners of which are foreigners settled in the territory.

“ It also expresses a hope that the rule based on the effective domicile of the owner, subject to any rules laid down by the national law concerning duration, will be uniformly adopted for this registration. It being admitted that each aircraft must be registered in one country and in one country only, these uniform rules should allow the possibility of registering aircraft belonging to national companies having some foreign capital or directors. ”

B. The following proposals were made ; they gave rise to the declarations inserted after their texts :

1. CONDITIONS FOR THE ADMISSION OF FOREIGN UNDERTAKINGS ENGAGED IN REGULAR INTERNATIONAL TRANSPORT.

*Proposal by M. Plesman.*

“ The Committee,  
“ Considering that the greatest possible freedom of inoffensive passage constitutes a necessary element for the regular services of international air navigation, since such freedom :

“ (1) Gives a permanent and stable basis for private capital and public funds which are or may in future be invested in air navigation undertakings ;

“ (2) Promotes co-operation on a commercial basis ;

“ (3) Increases profits and hence reduces subsidies ;

“ (4) Will enhance the benefits derived by the whole world from air transport ;

“ Recommends that such freedom should be granted.

“ The Committee further considers it desirable that air navigation undertakings operating services in territories other than the national territory, should maintain with the national air services of the countries flown over such friendly relations as may be conducive to the efficiency and smooth working of the international service. ”

*Declarations :*

(a) The following accepted this proposal :

M. ÅNGSTRÖM,  
M. FISCH,  
Mr. IDE,

M. ISLER,  
M. OPPIKOFER,  
Mr. SHELMERDINE,

M. DE VEER,  
M. WEGERT.

(b) " We could accept M. Plesman's proposal if, in the last paragraph, which implicitly deals with the rights of the country flown over, a more extensive guarantee for such rights were definitely referred to.

(Signed) ALLARD,  
CACOPARDO,  
MOLFESE."

(c) " In our opinion many countries will be unable to give entire freedom of passage to foreign air lines — *i.e.*, permit such lines to enjoy the right to free use of their air space without in return obtaining sufficient guarantees as to the participation of their national undertakings, to a just and reasonable extent, in the common working of the respective air lines.

" For this reason, we are unable to support any proposal for the granting of unilateral privileges in regard to freedom of the air and of flight, exclusively in favour of foreign companies.

(Signed) BEURAIN,  
FILIPOWICZ. "

(d) " Whereas the increase of the freedom of use by a foreign company of the air space under the sovereignty of a State appears justifiable only on the understanding that *national* air undertakings of the State flown over shall be entitled to work with the foreign company and thus participate in the undertaking, we unhappily are obliged to refuse to accept any proposal recommending greater liberality in the interpretation of Article 15 of the Convention on the Regulation of Air Navigation of 1919, so long as the rights of air undertakings of States flown over are theoretically and practically neglected, and so long as their wishes on this subject are opposed by certain European States.

(Signed) BOUCHÉ,                      HIRSCHAUER,  
CHAUMIÉ,                                SONDERMAYER. "

*Proposal by M. Sondermayer.*

" There are two requisites for the operation of an international air transport undertaking — the financial, administrative and technical bodies and the air space which is under the sovereignty of the various States.

" In these circumstances, it is right that qualified national commercial representatives of the various States should participate in international undertakings of this kind, in order that all the above-mentioned requisites may be forthcoming.

" In the light of these principles the creation of international companies operating over vast regions which have common interests (Europe, Mediterranean basin, West Africa, Southern Asia, etc.) would seem to be a most desirable formula for the future, and a logical outcome of the evolution of international co-operation in civil aviation, which is at present characterised by the existing system of pools. "

*Declarations :*

(a) The following accepted this proposal :

M. ALLARD,  
M. BEURAIN,  
M. BOUCHÉ,  
M. CHAUMIÉ,

M. FILIPOWICZ,  
M. HIRSCHAUER.  
M. RUIZ FERRY,  
M. TANI (subject to the reservation  
that the proposal should for  
the moment be confined to  
Europe).

(b) M. PLESMAN stated that he could not accept the proposal, chiefly on account of the second paragraph.

(c) The following stated that they could not accept the proposal, chiefly on account of the second and third paragraphs :

M. ÅNGSTRÖM,  
M. CACOPARDO,  
M. FISCH,  
M. MOLFESE,

M. OPPIKOFER,  
Mr. SHELMEKDINE,  
M. DE VEER,  
M. WEGERDT.

(d) Mr. IDE stated that he could not accept the proposal.

(e) M. ÅNGSTRÖM and M. ISLER considered that :

" The study of the ideas contained in paragraphs 2 and 3 of this proposal not being sufficiently far advanced for it to be possible to form a final opinion, we think that the Committee is not at the present time in a position to pronounce an opinion on the subject. "

2. PROGRESS OF INTERNATIONAL CO-OPERATION IN THE OPERATION OF AIR LINES.

*Proposal by M. Fisch.*

“Whereas the recent development of international commercial aviation confirms the principles which the Committee accepted in 1930,

“And whereas improvements in international communications have been chiefly effected by the conclusion of bilateral agreements concerning the establishment of international lines,

“And whereas the difficulties which still remain can to a great extent be surmounted by relying on international conventions and on the system of national operation of international air lines :

“The Committee,

“Recommends that Governments should continue and intensify the existing co-operation, particularly by prolonging the duration of international agreements.”

*Declarations :*

(a) The following accepted this proposal :

M. ÅNGSTRÖM,	M. MOLFESE,	Mr. SHELMEKDINE,
M. CACOPARDO,	M. OPPIKOFER,	M. DE VEER,
M. ISLER,	M. PLESMAN,	M. WEGERDT.

(b) Mr. IDE accepted M. Fisch's proposal.

(c) “We cannot adhere to this proposal because we consider that there is only one method by which international air navigation will be able to develop on rational lines. By this method, the problem of civil aviation co-operation would be regarded as a whole — *i.e.*, freedom of flight combined with the rights of the countries flown over by the system of operation by international companies.

(Signed) ALLARD,      HIRSCHAUER,  
BOUCHÉ,              RUIZ FERRY.”  
CHAUMIÉ,

(d) M. SONDERMAYER regretted that he could not accept this proposal, being of the opinion :

“ (1) That the instability of the pool system could never provide a fair and lasting solution for the two fundamental problems of international commercial air traffic — *viz.* (a) freedom to fly over foreign territory, and (b) the rights of States flown over to exercise control over such flights ;

“ (2) That only by (i) the internationalisation of certain commercial lines and (ii) the internationalisation of all services connected with such lines—with the participation on an equitable basis of the various countries concerned — can the difficulties which at present hinder the development of international aviation be overcome.”

(e) “The difficulty referred to in this proposal is mainly due to the fact that in practice it has often proved impossible to conclude conventions between the air services of different countries.

“The difficulties are not in any way removed by the measures recommended in the proposal.

“Consequently we are unable to support this proposal.

(Signed) BEAURAIN,  
FILIPOWICZ.”

*Proposal by M. Bouché.*

“The Committee, taking into consideration certain of the indications contained in M. Bouché's statement, notes :

“ (1) That technical progress alone is not likely to bring air transport soon enough into a position of financial independence ;

“ (2) That this progress is still retarded by the action of political factors which are totally foreign to the economic sphere in question ;

“ (3) That this progress can, on the other hand, be accelerated by general measures of reorganisation agreed upon between States, particularly in the sphere of European activities ;

“ (4) That failing the freedom of the air and pending its establishment, a system of international operation is highly desirable on a basis adapted to the different divisions, *viz.*: Europe, main inter-continental communications, inter-colonial routes and services.”

*Declarations :*

(a) The following members accepted this proposal :

M. ALLARD,	M. HIRSCHAUER,
M. BEAURAIN,	M. RUIZ FERRY,
M. CHAUMIÉ,	M. SONDERMAYER.
M. FILIPOWICZ,	

(b) M. PLESMAN did not accept paragraphs 3 and 4 of the proposal, considering it desirable that these two paragraphs should be replaced by resolution A. 2.

(c) "The undersigned, considering that M. Bouché's proposal introduces, although in other terms, the idea of 'international companies' against which they have many times expressed objections of principle, declare that they are unable to accept this proposal.

(Signed) ÅNGSTRÖM, MOLFESE, DE VEER,  
CACOPARDO, OPPIKOFER, WEGERDT."  
FISCH, SHELMERDINE,

(d) M. ÅNGSTRÖM and M. ISLER made the following observation :

"A Committee of Experts can scarcely declare — and in vague terms — in a report intended for publication and after hearing a single statement followed by a cursory discussion, that 'general measures of reorganisation can accelerate progress' and that 'a system of international operation is desirable'. It seems to us that the Committee should not pronounce an opinion on these questions without having studied them in detail."

(e) Mr. IDE refrained from expressing an opinion on this proposal.

3. STUDY OF A SPECIAL STATUTE APPLICABLE TO CERTAIN INTERNATIONAL AIR CONNECTIONS OF GENERAL INTEREST.

*Proposal by M. Pittard.*

"Whereas the creation and operation of big international air lines answers to modern economic requirements and to the main purpose of civil aviation ;

"Whereas these lines in the present state of national and international legislation can only be established by means of separate undertakings — *i.e.*, national companies, afterwards grouped in the form of pools ;

"Whereas it is in keeping with the development of civil aviation to consolidate these private agreements and even to supplement them by means of international companies with several headquarters :

"Recommends that, in the near future, the elaboration of a legal status permitting the existence of international companies should be taken in hand."

*Declarations :*

(a) M. ALLARD and M. ISLER accepted this proposal.

(b) In accepting M. PITTARD'S proposal, the undersigned made the following reservation :

"Subject to the reservation that we cannot pronounce in advance as to the form of the proposed international company, which might be considered otherwise than with several headquarters.

(Signed) BEAURAIN, HIRSCHAUER,  
BOUCHÉ, RUIZ FERRY,  
CHAUMIÉ, SONDERMAYER."  
FILIPOWICZ,

(c) The following declaration was made by the undersigned who did not accept the proposal :

"Whereas the present state of development of commercial aviation is not yet such as to enable the most suitable form for the operation of international air lines to be determined ;

"Whereas the form of an international public law company has never yet been realised for any commercial undertakings or even for land or sea transport undertakings although they have been in existence for centuries ;

"Whereas numerous countries refuse on principle to create an aviation company with an international legal status for fear that international co-operation might suffer ;

“The undersigned, regarding it as inadvisable either to pursue the proposed study or to consider the creation of an international company, are unable to accept M. Pittard’s proposal.

(Signed) ÅNGSTRÖM, MOLFESE, DE VEER,  
CACOPARDO, OPPIKOFER, WEGERDT.”  
FISCH, SHELMERDINE,

(d) Mr. IDE and M. PLESMAN also stated that they were unable to accept the proposal.

\* \* \*

*Declaration of M. Pittard.*

M. PITTARD regretted the insertion of different observations following proposals which had been made but which did not meet with unanimous acceptance. He explained thus his abstention with regard to all these proposals.

*Observation.*

Certain of those who took part in the work of the Committee declared that because of their wish for brevity they limited themselves to mentioning their approval of or dissent from the proposals made, without finding it necessary that their reasons for such decisions should figure in the report.

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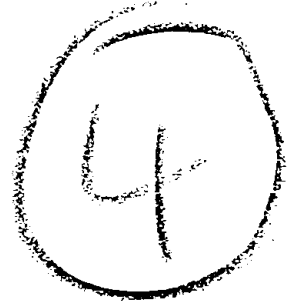


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Geneva, June 23rd, 1932.

LEAGUE OF NATIONS



**ADVISORY AND TECHNICAL COMMITTEE  
FOR COMMUNICATIONS AND TRANSIT**

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**RECORDS OF THE WORK  
OF THE  
SEVENTEENTH SESSION**

Held at Geneva from June 1st to 4th, 1932

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Series of League of Nations Publications

VIII. TRANSIT. ✓  
1932. VIII. 4.

## ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT.

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The Committee was composed as follows :

M. J. DE RUELLE (appointed by the Government of Belgium), Legal Adviser to the Ministry for Foreign Affairs (*Chairman*).

His Excellency M. A. DE DIETRICH SACHSENFELS (appointed by the Government of Hungary), Admiral, Envoy Extraordinary and Minister Plenipotentiary, Delegate to the International Danube Commission (*Vice-Chairman*).

M. E. SPELUZZI (appointed by the Government of the Argentine Republic), Engineer (*Vice-Chairman*).

His Excellency Dr. A. DE AGÜERO Y BETHANCOURT (appointed by the Government of Cuba), Envoy Extraordinary and Minister Plenipotentiary in Germany and Austria.

Sir John BALDWIN, K.C.M.G., C.B. (appointed by the Government of the United Kingdom), Civil Servant, Representative of the United Kingdom on the International River Commissions.

M. Silvain DREYFUS (appointed by the Government of France), Vice-President of the General Council of Roads and Bridges and of the High Council of Public Works.

M. R. HEROLD (appointed by the Government of Switzerland), Chief of District of the Federal Railways.

M. F. HOSKIÆR (appointed by the Government of Denmark), Director of the Ministry of Public Works.

M. N. ITO (appointed by the Government of Japan), Counsellor of Embassy, Assistant Director of the Imperial Japanese Office of the League of Nations.

M. A. KRAHE (appointed by the Government of Spain), Assistant Director of the National Western Railway Company.

M. V. KRBEK (appointed by the Government of Czechoslovakia), Engineer, Consul-General at Trieste.

M. V. MODEROW (appointed by the Government of Poland), Vice-Chairman of the Polish Delegation to the Danzig Harbour Board.

M. M. NORDBERG (appointed by the Government of Finland), Consul-General, Commercial Attaché at Paris.

M. D. A. ROSSI (appointed by the Government of Uruguay), Engineer.

His Excellency Dr. A. SEELIGER (appointed by the Government of Germany), Envoy Extraordinary and Minister Plenipotentiary.

M. G. SINIGALIA (appointed by the Government of Italy), former Chief Inspector and Adviser of the Board of Directors of the Royal State Railways.

His Excellency Dr. A. DE VASCONCELLOS (appointed by the Government of Portugal), Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate to the League of Nations, former President of the Council and Minister for Foreign Affairs.

M. K. Y. Woo (appointed by the Government of China), Director of the European Bureau of the Ministry of Railways of the National Government of the Republic of China.

*Secretariat*: M. R. HAAS, Secretary-General of the Advisory and Technical Committee, Director of the Communications and Transit Section of the League of Nations.

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### PERMANENT COMMITTEES.<sup>1</sup>

#### I. Permanent Committee for Ports and Maritime Navigation.

Sir Norman HILL, Bart. (*Chairman*).

(a) *Committee for Ports* :

M. DE AGÜERO Y BETHANCOURT.

Mr. G. E. BAKER, Assistant Secretary of the Board of Trade of the United Kingdom.

M. Léon DENS, Senator (Belgium).

- M. G. INGIANNI, Director-General of the Italian Mercantile Marine.  
Captain M. NORTON, former Director of the Portuguese Lighthouse Service.  
Dr. F. E. ROBINOW, Ministerial Counsellor of the German Ministry for Communications.  
M. P. H. WATIER, Counsellor of State, Director of Navigable Waterways and Maritime Ports in the French Ministry of Public Works.

(b) *Committee for Maritime Navigation:*

- M. M. BOEGER, President of the Shipowners' Association of Hamburg.  
M. G. BRETON, Shipowner (France).  
M. ITO.  
M. A. G. KROELLER, Member of the Economic Council of the Netherlands Ministry for Foreign Affairs.  
Mr. Arthur H. MATHIESEN, Vice-President of the Norwegian Shipowners' Association.  
M. A. PALANCA, Naval Architect; Representative of the Società Triestina di Navigazione, "Cosulich", Trieste.  
Mr. W. Leslie RUNCIMAN, of the Shipping Company Walter Runciman & Co., Ltd., Member of the Council of the Chamber of Shipping of the United Kingdom.

**II. Permanent Committee for Inland Navigation.**

- M. Silvain DREYFUS, (*Chairman*).  
Sir John BALDWIN.  
M. A. DELMER, Secretary-General of the Department for Roads and Bridges at the Belgian Ministry of Public Works.  
M. KRBEK.  
His Excellency M. C. ROSSETTI, Minister Plenipotentiary, Representative of Italy on the International River Commissions.  
M. DE DIETRICH SACHSENFELS.  
M. F. L. SCHLINGEMANN, Chief Engineer; Director of the Rijkswaterstaat.  
M. SEELIGER.  
M. Milan YOVANOVITCH, Director of Inland Navigation in Yugoslavia.

**III. Permanent Committee for Transport by Rail.**

- M. HEROLD (*Chairman*).  
M. M. CASTIAU, Secretary-General of the Belgian Ministry of Transport  
M. C. M. GRIMPRET, Director-General of Railways at the French  
Ministry of Public Works. } Bureau  
M. SINIGALIA. }  
Sir Henry THORNTON, Chairman of the Board of Directors and  
President of the Canadian National Railways. }  
Dr. VOGEL, Ministerial Director at the German Ministry for  
Communications }  
Sir Francis DENT, former Chairman of the Railways Committee of the Second  
General Conference on Communications and Transit, ex-Managing Director  
of the South-Eastern and Chatham Railway. }  
Dr. H. GRÜNEBAUM, Ministerial Counsellor at the Austrian Federal Ministry for  
Commerce and Communications. }  
M. KRAHE. }  
M. F. MOSKWA, Head of Division at the Polish Ministry for Communications. }  
M. SPELUZZI. }  
M. WOO. }  
Colonel T. A. HIAM, Assistant to the President of the  
Canadian National Railways. }  
M. Albert REGNOUL, Assistant Chief Engineer of the  
Paris-Lyons-Mediterranean Railway Company. } Technical Advisers  
M. P. WOLF, Director of the German State Railway } assisting the Chairman.  
Company. }

#### IV. Permanent Committee on Electric Questions.

M. DE VASCONCELLOS (*Chairman*).

Sir John BROOKE, Electricity Commissioner, London.

Dr. R. HAAS, Director of the Kraftübertragungswerke, Rheinfelden, Germany.

M. Oreste JACOBINI, Engineer, Chief of the Main Service of the Italian State Railways.

M. LAUNAY, Chief of the Roads Department, of Hydraulic Power and Distribution of Electric Energy at the French Ministry of Public Works.

A Swedish member.

*The following will be invited to take part in the work of the Committee:*

The Chairman of the International Executive Committee of the World Power Conference.

A representative of the "Conférence internationale des grands réseaux électriques à haute tension".

A representative of the "Commission électrotechnique internationale".

A representative of the "Union internationale des Producteurs et Distributeurs d'énergie électrique".

#### V. Permanent Committee on Road Traffic.

M. NORDBERG (*Chairman*).

Mr. P. C. FRANKLIN, of the Roads Department, Ministry of Transport of Great Britain.

M. Pierre Al. GHICA, Member of the Committee of the International Association of Recognised Automobile Clubs (Roumania).

M. E. MELLINI, Chief Inspector of Railways, Tramways and Automobiles of the Kingdom of Italy.

M. Henri ROTHMUND, Chief of the Police Division of the Swiss Federal Department of Justice and Police.

M. A. VALSINGER, Head of the Technical Service of the Swedish Department of Roads and Bridges.

M. C. WALCKENAER, Inspector-General of Mines at the French Ministry for Public Works.

A German member.

A Spanish member.

A Czechoslovak member.

#### VI. Permanent Legal Committee.

M. M. PILOTTI, former Counsellor at the Court of Cassation, Rome, First President of Court of Appeal (*Chairman*).

Dr. Guy VAN SLOOTEN, Counsellor at the Court of Appeal and at the High Military Court at The Hague (*Vice-Chairman*).

Mr. W. E. BECKETT, Assistant Legal Adviser, Foreign Office, London.

M. Jan HOSTIE, Secretary-General of the Central Commission for Rhine Navigation; former Legal Adviser at the Belgian Department of Marine.

M. KÖNIGS, Head of Section at the German Ministry for Communications.

M. René MAYER, Maître des requêtes honoraire au Conseil d'Etat de France, Professor at the Ecole libre des Sciences politiques, Paris.

M. MODEROW,

Dr. Ivan SOUBBOTITCH, Head of the Section of International Law and Counsellor at the Yugoslav Ministry of Foreign Affairs.

#### VII. Budget Sub-Committee.

M. DE AGÜERO Y BETHANCOURT (*Chairman*).

Sir John BALDWIN.

M. Silvain DREYFUS.

M. HOSKIÆR.

M. MODEROW.

M. ROSSI.

M. DE RUELLE.

## TEMPORARY COMMITTEES.

### I. Technical Committee for Buoyage and Lighting of Coasts.

- M. WATIER (*Chairman*).
- M. P. VAN BRAAM VAN VLOTEN, Director of the Technical Lighthouse Service of the Netherlands.
- M. E. HÄGG, Director-General on the Royal Administration of Pilotage Lighthouses and Buoys of Sweden.
- M. ITO.
- M. JOSÉ HERBELLA Y ZOBEL, Chief Engineer of the Central Service for Maritime Signals of Spain.
- Admiral L. LANGLOIS, former Director-General and Chief of the Chilian Naval General Staff.
- Colonel A. LURIA, Military Engineer of the Italian Navy, Head of Division in the Lighthouse and Maritime Signals Service.
- M. G. MEYER, Ministerial Counsellor of the Navigable Waterways Section in the German Ministry of Communications.
- Captain NORTON.
- Captain D. RASI-KOTSICAS, Greece.
- M. A. DE ROUVILLE, Chief Engineer for Bridges and Roads and Director of the French Central Lighthouse and Buoyage Service.
- Baron G. WREDE, Director-General of the Finnish Naval Administration.

#### *For the International Hydrographic Bureau:*

The President of the Directing Committee of the Bureau.

### II. Technical Committee for Maritime Tonnage Measurement.

- M. A. VAN DRIEL, Advisory Naval Architect to the Netherlands Navigation Inspection Service (*Chairman*).
- M. L. AALL, Principal Surveyor for Tonnage in Norway.
- Mr. F. W. BICKLE, Principal Surveyor for Tonnage, Board of Trade of the United Kingdom.
- M. BRETON.
- M. P. A. LINDBLAD, Commercial Adviser, Chief of the Shipping Inspector Service of the Central Administration of Trade and Industry in Sweden.
- M. PALANCA.
- M. ROBINOW.
- M. Y. SAITO, representing the Nippon Yusen Kaisha in London.
- Mr. C. SKENTELBERY, European Manager of the Maintenance and Repair Department of the United States Shipping Board, London.

#### *Drafting Committee:*

- M. VAN DRIEL (*Chairman*).
- M. AALL.
- Mr. BICKLE.
- M. BRETON.
- M. J. F. RICHARD, Head of Section of the Customs Department of the French Ministry of Finance, assisting M. Breton.

### III. Committee on the Unification of River Law.

- M. B. WINIARSKI, Deputy, Professor of the Faculty of Law at the University of Posen (*Chairman*).
- M. E. BONAKI, First President of the Court of Appeal of Galatz.
- M. P. CHARGUÉRAUD-HARTMANN, Secretary of the International Oder Commission; Legal Adviser at the French Ministry for Foreign Affairs.
- M. HOSTIE.
- M. E. DE JARMAY, Director of the Royal Hungarian River and Maritime Navigation Company, Ltd. (M.F.T.R.).
- M. G. NAUTA, Barrister at Rotterdam.
- M. R. RICHTER, Head of Department at the German Ministry of Justice.
- M. ROSSETTI.
- M. F. SITENSKY, Chief Counsellor at the Ministry of Commerce of Czechoslovakia.

**IV. Committee on Combined Transport.**

- M. Umberto BROCCA, Director-General of the Società Italiana dei Servizi Marittimi.  
Jonkheer VAN DEN BERCH VAN HEEMSTEDÉ, General Director of the International Air Traffic Association, The Hague.  
Dr. O. LANKAS, Director of the Czechoslovak Ministry of Railways.  
M. Gaston LEVERVE, Secretary-General of the International Railway Union, Paris.  
M. Anton MENS, Director of Freight Service of the firm W. M. Müller & Co., Rotterdam.  
M. Henri NIEMACK, Ministerial Counsellor in the German Ministry of Communications.  
M. RIPERT, Professor at the Faculty of Law of Paris.  
Mr. W. Leslie RUNCIMAN, representing the International Chamber of Commerce.

**V. Committee on the Unification of Transport Statistics.**

(a) *Maritime Navigation Section :*

- M. J. H. F. CLAESSENS, Director of Commercial Statistics, The Hague (*Chairman*).  
Mr. A. W. FLUX, Head of the Statistical Department of the Board of Trade of the United Kingdom.  
M. Gayon, Head of the Commercial Statistical Department of the General Directorate of French Customs.  
M. S. GIACCHETTI, of the General Directorate of the Italian Mercantile Marine.  
Mr. P. C. GRENING, Director for Europe of the U.S. Shipping Board Merchant Fleet Corporation, London.  
M. HOSTIE.  
Dr. W. TEUBERT, Ministerial Counsellor at the Prussian Ministry for National Economy.

(b) *Inland Navigation Section :*

- M. CLAESSENS (*Chairman*).  
M. P. DEMETRIAD, Engineer; Inspector-General; Director of the Docks at Braila.  
General Wm. W. HARTS, U. S. Army, Military Attaché, American Embassy in France.  
M. HOSTIE.  
M. H. HOUBEURT, Chief Engineer of Bridges and Roads; Director of the French National Office of Navigation.  
Dr. G. PIEKALKIEWICZ, Head of Section of the Polish Central Statistical Office.  
M. TEUBERT.

(c) *Railways Section :*

- M. C. COLSON, Member of the Institut de France (*Chairman*).  
Mr. W. Fayette ALLPORT, Commercial Attaché, U. S. Embassy in France.  
M. HONDL, Ministerial Counsellor at the Czechoslovak Ministry for Railways, Head of the Department for Statistics and Organisation.  
Mr. A. E. KIRKUS, Director of Statistics, Ministry of Transport of the United Kingdom.  
M. MUSELLE, Chief Engineer, National Society of Belgian Railways.  
M. STEUERNAGEL, Director of the Reichsbahngesellschaft.  
M. TOSTI, Engineer of the Italian State Railways.

(d) *Drafting Committee :*

- M. CLAESSENS.  
Mr. FLUX.  
M. HOSTIE.  
M. TEUBERT.  
M. WATIER.

(e) *Members of the Committee belonging to the Joint Committee of the Advisory and Technical Committee and the International Institute of Statistics.*

- Mr. FLUX.  
M. MUSELLE.  
M. TEUBERT.  
M. WATIER.

## VI. Air Transport Co-operation Committee.

- Professor L. DE BROUCKÈRE, Senator of the Kingdom of Belgium (*Chairman*).  
M. Emile ALLARD, Professor at Brussels and Liège Universities, Director of the Belgian Technical Air Service.  
M. Tord Knutsson ÅNGSTRÖM, Member of the Swedish Central Air Department.  
Colonel J. BEAURAIN, O.C., 1st Polish Air Brigade.  
M. Emmanuel CHAUMIÉ, Director of French Civil Aviation.  
Lieut.-Col. C. FILIPOWICZ, Director of Polish Civil Aviation.  
M. W. FISCH, Geheimer Regierungsrat at the German Ministry of Communications.  
M. Louis HIRSCHAUER, Chief Engineer in the French Air Service, Head of Private Aviation in the French Ministry of Public Works.  
Mr. John Jay IDE, Technical Assistant in Europe, National Advisory Committee for Aeronautics, United States of America.  
Colonel Arnold ISLER, Director of the Swiss Federal Air Office.  
M. Manlio MOLFESE, Chief of Civil Aviation at the Air Ministry of the Kingdom of Italy.  
M. S. OKAZAKI, Secretary at the Japanese Ministry of Communications.  
M. Ed. L. PITTARD, Legal Adviser to the Swiss Federal Air Office.  
M. R. RUIZ FERRY, former Vice-President of the International Aeronautical Federation of Spain.  
Lt.-Colonel F. C. SHELMEKDINE, Director of Civil Aviation at the Air Ministry of the United Kingdom.  
M. Tadya SONDERMAYER, Director-General of the Yugoslav Air Navigation Company "Aeropout"; Vice-President of the Yugoslav Royal Aero Club.  
Brigadier-General H. TANI, Japanese Representative on the International Commission for Air Navigation.  
M. Emile Th. DE VEER, Director of the Netherlands Air Service.  
M. A. WEGERDT, Ministerialrat at the German Ministry of Communications.

### *Rapporteurs who may attend the Meetings in an Advisory Capacity :*

- M. Henri BOUCHÉ, Director and Editor of the review *L'Aeronautique*, Paris.  
M. Salvatore CACOPARDO, Chief of Section at the Air Ministry of the Kingdom of Italy.  
Brigadier-General P. R. C. GROVES (retired) (Great Britain).  
Dr. Hans OPPIKOFER, Professor at the University and Director of the Institute of Aerial Law, Königsberg.

## VII. Special Sub-Committee for the Study of the Question of the Constitution and Operation of a Main Network of Permanent Air Routes and Postal Air Transport.

- M. FISCH (*Chairman*).  
M. ALLARD.  
M. ÅNGSTRÖM.  
M. CHAUMIÉ.  
M. FILIPOWICZ.  
M. MOLFESE.  
Lieut.-Colonel SHELMEKDINE.  
M. DE VEER.

### *Authorised to take part in the work of the Special Sub-Committee.*

- M. BOUCHÉ (*expert*).

## VIII. Committee of Enquiry into Questions relating to Public Works and National Technical Equipment.

- Dr. F. DORPMÜLLER, Director-General of the German Railways (*Chairman*).  
Sir John BROOKE.  
M. C. BUTTINI, Chief Engineer in the Italian Civil Engineering Service.  
M. P. G. HÖRNELL, Member of the Swedish Academy of Technical Sciences, former Professor at the Royal Polytechnic University at Stockholm.  
M. J. B. VAN DER HOUVEN VAN OORDT, former President of the Netherlands Ship-owners' Association.  
M. ITO.  
M. René MAYER.

M. M. S. OKECKI, Ministerial Counsellor in the Polish Ministry of Public Works, replaced during 1932 by M. A. KONOPKA, Engineer, Head of Section at the Polish Ministry of Public Works.

M. Silvain DREYFUS, representing the Advisory and Technical Committee for Communications and Transit.

*For the Economic Committee of the League of Nations :*

M. VAN LANGENHOVE, Secretary-General of the Belgian Ministry of Foreign Affairs.

*For the International Labour Organisation :*

M. G. DE MICHELIS, Member of the Governing Body of the International Labour Office, representative of the Italian Government on this body.

*Substitute :* A Member of the Governing Body of the International Labour Office to be appointed to replace the late M. F. Sokal, representative of the Polish Government on this body.

M. A. LAMBERT-RIBOT, Member of the Governing Body of the International Labour Office, employers' representative (French) on this body.

*Substitute :* M. H. VOGEL, Member of the Governing Body of the International Labour Office, employers' representative (German) on this body.

M. L. JOUHAUX, Member of the Governing Body of the International Labour Office, workers' representative (French) on this body.

*Substitute :* M. Ch. SCHUERCH, Member of the Governing Body of the International Labour Office, workers' representative (Swiss) on this body.

*Rapporteurs :*

*For the construction of roads and bridges :*

M. DE KERVILER, Inspector-General of Roads and Bridges, France.

*For hydraulic works and town-planning :*

M. NIJHOFF, Consulting Engineer, The Hague.

*For railways :*

M. R. RICHARD, Engineer of the Belgian Railways.

*For electric questions :*

Dr. E. h. G. DETTMAR, Engineer, Professor at the Technical University at Hanover.

*For telegraphic and telephonic work :*

M. Kay CHRISTIANSEN, Head of the Technical Division for Posts and Telegraphs at Copenhagen.

*For questions concerning gas supplies :*

*A rapporteur to be appointed later.*

**IX. Committee of Enquiry to Study Questions relating to the Training of Public Works Engineers.**

Jonkheer G. H. VAN MOURIK BROEKMAN, Professor at the Superior Technical School at Delft.

Dr. Karl T. COMPTON, President of the Massachusetts Institute of Technology.

Dr. DANTSCHER, Engineer; Professor at the Technical University at Munich.

Sir Alexander GIBB, M.Inst.C.E.

M. A. ROHN, President of the Board of the Federal Polytechnic School of Zurich.

M. L. SUQUET, Director of the French National School of Roads and Bridges.

An Italian expert.

A Japanese expert.

**X. Experts on the Question of Facilities for the Landing of Aircraft in the Neighbourhood of the Seat of the League of Nations.**

M. A. DUVAL, Assistant Director of the Base Service at the French Air Ministry.

Commander Antonio MARESCALCHI, Manager of the Aeronautical Construction Company, Ltd., Genoa.

M. MILCH, Member of the Board of Directors of the Deutsche Lufthansa, Berlin.



**XI. Advisory Committee on Wireless Technical Questions.**

His Excellency Professor VALLAURI, of the Royal Naval Academy, Leghorn  
(*Chairman*).

M. René MESNY, Professor at the Superior Electrical School, Paris.

Dr. KOOMANS, Chief Engineer of Posts and Telegraphs ; Head of the Radio Laboratory  
at The Hague.

Dr. P. JAEGER, Chief Counsellor at the German Ministry of Posts.

Colonel A. G. LEE, of the General Post Office of Great Britain.

**XII. Joint Committee on the Question of Customs and Fiscal Duties on  
Newspapers and Periodicals.**

*Members appointed by the Advisory and Technical Committee.*

M. GRÜNEBAUM.

M. SINIGALIA.

M. SCHOELLER, Director-General of the " Messageries Hachette ", Paris.

**XIII. Special Committee on the Question of the Jurisdiction of the European  
Commission of the Danube.**

M. W. BURCKHARDT, Professor at the University of Berne (*Chairman*).

M. HOSTIE.

M. KROELLER.

\* \* \*

*Experts appointed to assist the Chairman and the Secretary-General of the Committee in the  
Examination of Questions regarding Communications at Times of Emergency.*

M. Georges BONNET, former Member of the French Delegations at the Postal  
Conferences and at the Conferences on Communications and Transit ; Deputy ;  
former Minister.

M. JAEGER.

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## RECORDS OF THE WORK OF THE SEVENTEENTH SESSION OF THE ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT.

All the members of the Committee were present, with the exception of M. Rossi, who was unable to attend; M. Hoskiær, replaced by M. C. V. JENSEN, Director of the Control Service of Private Railways in Denmark, and M. Ito, replaced by M. KOBAYASHI, Secretary at the Japanese Ministry of Communications.

Dr. F. BONTCHINA, Chief Counsellor at the Yugoslav Ministry of Communications, and Dr. H. GRÜNEBAUM, Ministerial Counsellor at the Austrian Ministry of Communications, appointed respectively by the Governments of Yugoslavia and Austria, were present as temporary members of the Committee during its discussions with regard to the request made by the Council to the Committee concerning the petition submitted under Article 320 of the Treaty of St. Germain-en-Laye by the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Company in Vienna (see Section XIII).

The following also attended :

*For the International Railway Union :*

M. G. LEVERVE, Secretary-General of the Union.

*For the International Chamber of Commerce :*

M. Pierre COMOZ, Secretary-General of the Central Committee of French Air Navigation Companies.

*For the International Commission for Air Navigation :*

M. A. ROPER, Secretary-General of the Commission.

*For the International Air Traffic Association :*

Jonkheer L. VAN DEN BERCH VAN HEEMSTEDÉ, General Manager of the Association.

*For the International Technical Committee of Legal Experts for Air Navigation :*

M. Ed. SUDRE, Secretary-General of the Committee.

*For the International Association of Recognised Automobile Clubs :*

Lieutenant-Colonel Mervyn O'GORMAN, Vice-President of the Association and of the International Federation of Aeronautics.

Colonel C. G. PERON, Secretary-General of the Association.

*For the International Labour Office :*

M. H. FUSS, Head of Section.

M. L. BORDELOIS, Head of Section concerning Maritime, River and Air Questions.

M. J. LEGOUIS, Member of Section.

*Secretariat :* M. METTERNICH, M. LUKAČ, M. TOMBS, Mlle. KEY-RASMUSSEN, M. VAN DISSEL (Wireless Expert of the League Secretariat).

### I. OPENING OF THE SESSION.

M. Silvain DREYFUS made an opening speech in which he paid a tribute to the memory of General Ferrié, Chairman of the Advisory Committee on Wireless Technical Questions, M. Pflug, member of the Permanent Committee on Road Traffic, and M. Romein, Assistant Secretary-General of the Communications and Transit Organisation. He then invited the Committee to elect its new Bureau.

### II. CONSTITUTION OF THE BUREAU.

The Committee elected by acclamation M. DE RUELLE as Chairman and M. DE DIETRICH SACHSENFELS and M. SPELUZZI as Vice-Chairmen.<sup>1</sup> It also decided to invite the former Chairmen of the Committee — namely, M. de Agüero y Bethancourt, Sir John Baldwin, M. Silvain Dreyfus, M. Herold, M. Seeliger and M. Sinigalia — to assist the Bureau when it was called upon to make proposals concerning the composition of the Permanent Committees.

### III. MINUTES OF THE COMMITTEE.

The CHAIRMAN explained that, in view of a decision of the Assembly, the Minutes of all the League Committees would henceforth be replaced by brief records. The Bureau intended to submit the records to the Committee for approval before the close of the session.

<sup>1</sup> As M. de Ruelle was obliged to leave Geneva, M. de Dietrich Sachsenfels, Vice-Chairman, took the chair as from the third meeting.

M. SEELIGER and M. DE VASCONCELLOS declared that they were satisfied with the Minutes as they had been drawn up in the past and regretted that it was necessary to change the former practice.

M. de Vasconcellos also reminded the Committee that other Committees of the League, such as the Opium Committee, had protested against their Minutes being discontinued and had obtained satisfaction from the Assembly. He emphasised the fact that Minutes were an essential element of publicity.

The CHAIRMAN pointed out that the records which would be drawn up would contain the different opinions expressed in the Committee, although in abridged form.

#### IV. PROGRAMME OF WORK.

*The Committee adopted its agenda.*

#### V. CONSTITUTION OF THE BUDGET SUB-COMMITTEE.

The Committee constituted its Budget Sub-Committee as follows : M. DE AGÜERO Y BETHANCOURT, Chairman ; Sir John BALDWIN ; M. Silvain DREYFUS ; M. HOSKIÆR ; M. ROSSI, and M. DE RUELLE.

#### VI. PASSPORT AND VISA FORMALITIES FOR MIGRANTS (see Annex 1).

M. FUSS (International Labour Office) reminded the Committee that the Director of the International Labour Office had sent a letter, dated August 27th, 1930, dealing with this subject to the Secretary-General of the Communications and Transit Organisation, in virtue of a decision of the Governing Body of the Office, concerning the question of passport and visa formalities for migrants. He hoped that the Committee would not limit its action to the enquiry which had been undertaken.

M. DE AGÜERO Y BETHANCOURT said that a large number of countries had not yet sent replies, particularly countries of immigration.

M. KRBEK pointed out that, in their replies, Governments had ignored everything connected with a possible change in their passport legislation.

After a discussion, during which the CHAIRMAN pointed out that the enquiry undertaken by the Secretariat was purely technical in character and that no political questions that that problem might raise had been taken into consideration, *the Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having taken cognisance of the report prepared by the Secretariat concerning passport and visa formalities for migrants ;

“ Noting that certain Governments particularly interested have not yet given a reply :

“ Decides to retain the question on its agenda until the above-mentioned Governments have forwarded their replies to the questionnaire which was sent to them, and,

“ Instructs the Secretariat to supplement its report in the light of these replies.”

#### VII. PASSPORT AND VISA FORMALITIES FOR OFFICERS AND SEAMEN IN MARITIME NAVIGATION AND FOR INLAND NAVIGATION PERSONNEL (see Annex 2).

M. BORDELOIS (International Labour Office) reminded the Committee that the Director of the International Labour Office, in virtue of a resolution of the Labour Conference, had submitted the question of passport and visa formalities for officers and seamen in maritime navigation and for inland navigation personnel to the Committee in a letter dated April 22nd, 1930.

##### *Maritime Navigation.*

After a discussion, *the Committee decided to accept the proposal of M. Silvain Dreyfus to refer the whole series of questions which it was asked to study to the Permanent Committee for Ports and Maritime Navigation, and to leave that Committee to determine which questions were within the competence of the Advisory Committee, on the understanding that the Permanent Committee would carry out this study in collaboration with the International Labour Office.*

##### *Inland Navigation.*

M. Silvain DREYFUS drew the Committee's attention to the discretion with which the conclusions of the report on this question had been drawn up. The position with respect to inland navigation was fairly satisfactory.

The CHAIRMAN felt that the Committee was agreed to adopt the report's conclusions on inland navigation, as well as its suggestions concerning the procedure to be followed in continuing the study of this question.

*The Committee consequently adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having taken cognisance of the report prepared by the Secretariat on the present position with regard to passport and visa formalities for officers and seamen in maritime navigation and for inland navigation personnel :

“ Decides to refer that part of the question which relates to maritime navigation to the Permanent Committee for Ports and Maritime Navigation with a view to a preliminary examination. This Committee will submit to the Advisory and Technical Committee a report indicating the points which it regards as suitable for study by the Communications and Transit Organisation.

“ The Advisory and Technical Committee reserves the right to decide on the basis of this report as to its own competence with regard to these various points and as to the action which should be taken in this connection.

“ The Permanent Committee is requested to keep in touch with the International Labour Office for the examination of the questions which more particularly concern that Office.

“ The Advisory and Technical Committee adopts that part of the report which deals with inland navigation, and approves the procedure proposed therein as regards the action to be taken in the matter.”

#### VIII. RESULTS OF THE FOURTH GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT (see document C.785.M.380.1931.VIII, and Annex 3).

M. DE VASCONCELLOS, speaking as President of the Fourth General Conference, referred to the valuable work done by M. Romein as Assistant Secretary-General of the Conference.

##### (a) *Negotiable Documents for the International Transport of Goods by Rail.*

M. METTERNICH reminded the Committee that the Fourth General Conference on Communications and Transit had requested the Advisory and Technical Committee in a resolution to continue the work in connection with this question in co-operation with the International Chamber of Commerce and the International Railway Union. The special Committee of Enquiry on the Negotiability of Railway Transport Documents had met in November 1931. During this session, at which the International Chamber of Commerce and the International Railway Union were represented, the Committee adopted a report (document C.981.M.546.1931.VIII, and Annex 4).

The Council, after examining the work of the Fourth Conference, had decided to draw the attention of the Governments to the importance of the problem of the negotiability of railway transport documents — particularly those subject to the provisions of the International Convention concerning the Transport of Goods by Rail (C.I.M.) — requesting them to examine it in the most favourable spirit and to take the necessary steps to enable the next Conference for the Revision of the Berne Convention to deal with this problem and to find an adequate solution.

In a circular letter dated February 24th, 1932, the Secretary-General of the League of Nations had communicated this resolution to the Governments Members of the League and to the non-member Governments invited to the last Conference for the Revision of the International Convention concerning the Transport of Goods by Rail (C.I.M.), and at the same time had drawn the attention of these Governments to the report prepared by the Special Committee of Enquiry. He requested the said Governments to inform him of any action they might have been able to take on the Council's resolution. He also communicated, in conformity with the Council's resolution, the result of the work of the Special Committee of Enquiry to the International Central Railway Transport Office.

After a discussion, *the Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having noted the resolution in regard to this question adopted by the Fourth General Conference on Communications and Transit on October 22nd, 1931, the report prepared by the Special Committee of Enquiry on the negotiability of railway transport documents, and the measures taken by the Council of the League of Nations in its resolution of January 25th, 1932 :

“ Expresses the hope that the Governments will give favourable consideration to the circular letter sent to them by the Secretary-General on the Council's instructions ; and,

“ Hopes that the Conference for the revision of the Berne Convention will reach a satisfactory solution of this question.”

(b) *Barriers to Maritime Navigation.*

The CHAIRMAN stated that the Committee was called upon to give effect to the resolution of the Fourth General Conference, requesting it to study, in collaboration with the interested Governments and with a view to framing suitable recommendations, any measures calculated to remove the barriers to maritime navigation that had already been brought to its notice or that might be brought to its notice in the future.

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having noted the resolution with regard to this question adopted by the Fourth General Conference on Communications and Transit :

“ Requests the Chairman of the Permanent Committee for Ports and Maritime Navigation to form a small sub-committee for the purpose of discharging the duty entrusted to the Advisory and Technical Committee by the Fourth General Conference on Communications and Transit and of reporting to the Advisory and Technical Committee.

“ The documents relating to this question, and particularly the records of the debates on this subject during the Fourth General Conference on Communications and Transit, and the relevant portion of the records of the present session of the Advisory and Technical Committee for Communications and Transit, will be placed at this sub-committee's disposal.”

*It was understood, moreover, that, if, as a result of the examination of the whole of the material submitted to the Permanent Committee for Ports and Maritime Navigation, the latter deemed it advisable to ask the assistance of representatives of certain Governments in studying certain questions, its Chairman would apply to the Chairman of the Advisory and Technical Committee, who would arrange for the required co-operation with the Governments concerned, through the intermediary of the Secretary-General of the League.*

(c) *Recommendation concerning Measures to be taken in Case of Serious Interruption of Transit Routes.*

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee notes the resolution with regard to this question adopted by the Fourth General Conference on Communications and Transit.”

(d) *Act regarding the Economic and Social Aspects of fixing Movable Feasts (see Annex 5).*

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee notes the conclusions regarding this question reached by the Fourth General Conference on Communications and Transit.”

(e) *Resolution regarding Economic and Social Aspects of the Simplification of the Gregorian Calendar.*

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee notes the conclusions regarding this question reached by the Fourth General Conference on Communications and Transit.”

IX. REPORT OF THE COMMITTEE ON THE UNIFICATION OF TRANSPORT STATISTICS.

M. LUKAČ reminded the Committee that, during its sixteenth session, it had decided that the report of the Committee on the Unification of Transport Statistics (see document C.909. M.477.1931.VIII) would be communicated, after it had been adopted by the Committee, to the Governments concerned, which would be invited to submit it to their competent departments for examination and to inform the Committee of any proposals these departments wished to make concerning the methods of applying the principles contained in the said report. The report included a draft Convention which had been drawn up so as to serve as a preparatory document at a future international conference.

Sir John BALDWIN said that, having regard to the present economic position, he was doubtful whether it was the right moment to communicate the result of the Committee's work to Governments with a view to convening an international conference. In particular, he emphasised the fact that the introduction of the proposed new statistics would entail considerable expense for private parties, such as shipowners and railway companies, as well as for the Governments themselves.

M. SINIGALIA mentioned a number of objections to which, he thought, the Committee's draft might give rise, particularly from the points of view of :

- (1) The expenditure which its application would entail for the Governments that undertook to compile the statistics required by the Convention ;



(2) The detailed information to appear in the statistical tables annexed to the Convention — such as, for example, the name of the vessel, the name of its captain, the nature of the fuel, the repairs that had been carried out, etc. — which appeared to him to be useless and to have no bearing on statistics of goods ;

(3) The difficulty — even the impossibility in some cases — which certain Governments, such as the Italian Government, would experience in drawing up statistics by districts ;

(4) The complication of work which the introduction even of an abridged nomenclature, such as that proposed by the Committee on the Unification of Statistics, would mean for the Government departments concerned.

He proposed that the Advisory and Technical Committee should merely send Governments the Committee's report, together with its annexes, but without the draft Convention. Only after the replies and observations of Governments had been received would it be desirable to frame a draft Convention which would take into account the possibilities of its adoption.

M. LEVERVE (International Railway Union) mentioned the experience of the Union in its efforts to unify railway statistics. The principal difficulty indicated by railway administrations in this respect consisted in the grouping of statistics by districts ; this method would necessitate a great deal of work and thus involve considerable expense, which it was specially difficult to meet under present conditions.

M. KRBEČ, M. MODEROW and M. Silvain DREYFUS considered that the result of the very important work carried out by the Committee on the Unification of Transport Statistics during the last eight years should be immediately communicated to Governments. If this work was to be referred back to the Committee on the Unification of Transport Statistics, the Advisory and Technical Committee would have to give it definite instructions and consequently enter into a thorough discussion of the question. The Governments to which that work would be communicated would not fail to make any observations they considered necessary.

M. LUKAČ emphasised the fact that the proposals of the Committee on the Unification of Transport Statistics formed a single whole and it would be impossible to omit the draft Convention. In fact, the draft Convention contained only the texts of the previous reports of the Committee on the Unification of Transport Statistics arranged in a new form and embodied the principles on which the Committee's work had been based. The Committee's final report, as established by the Drafting Committee, had moreover been communicated to all the members of the Committee, who from the beginning had agreed to group the statistics by districts and had never raised any objections in this respect.

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Notes the final report submitted to it by the Committee for the Unification of Transport Statistics on the results of its work ;

“ Decides, in accordance with the resolution which it adopted on this subject at its sixteenth session, to ask the Secretary-General of the League of Nations to transmit this report to the Governments concerned with a request to examine it and to communicate to the Committee any proposals they may wish to make in regard to the methods of applying the principles contained in the said report.

“ The Committee proposes to examine at its next session the replies received from the Governments, and to decide what further action should be taken.”

#### X. REPORT ON THE LEAGUE OF NATIONS WIRELESS STATION (see Annex 6).

*The Committee noted the report and adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Takes note of this report.”

#### XI. REPRESENTATION OF THE COMMUNICATIONS AND TRANSIT ORGANISATION AT THE TELEGRAPHIC AND RADIOTELEGRAPHIC CONFERENCES AT MADRID IN SEPTEMBER 1932.

M. METTERNICH reminded the Committee that the League of Nations had not been represented at the last Telegraphic and Radiotelegraphic Conference held at Washington in 1927. He pointed out that important problems of interest to the Communications and Transit Organisation had arisen since that date.

The League of Nations had become the owner of a very powerful wireless station which enabled it to communicate with the entire world. Apart from the question whether thereby the League could become a member of the International Telegraphic Union or not, the League appeared to be qualified to take part in the work of the International Telegraphic and Radiotelegraphic Conferences to be held in Madrid in September 1932. Only the Plenary Assembly of these two Conferences could decide to what extent and in what capacity the representatives of the League of Nations could take part in the proceedings.

He explained to the Committee in detail why the Communications and Transit Organisation ought to be represented at these Conferences.

A letter from the Spanish Government inviting the Secretary-General of the League of Nations to be represented at the Madrid Conferences was then read.

After an exchange of views, *the Committee decided to nominate M. VAN DISSEL*, wireless expert of the League Secretariat, *to represent the Communications and Transit Organisation at these Conferences.*

XII. PRESENT SITUATION AS TO SIGNATURES AND RATIFICATIONS (a) OF AGREEMENTS CONCLUDED AT THE CONFERENCE FOR THE UNIFICATION OF BUOYAGE AND THE LIGHTING OF COASTS ; (b) OF CONVENTIONS ON RIVER LAW ; (c) OF CONVENTIONS ON ROAD TRAFFIC.

*The Committee noted the situation as to signatures and ratifications as communicated by the Secretariat.*

XIII. REQUEST MADE BY THE COUNCIL TO THE ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT CONCERNING THE PETITION SUBMITTED UNDER ARTICLE 320 OF THE TREATY OF ST. GERMAIN-EN-LAYE BY THE ZELTWEG-WOLFSBERG AND UNTERDRAUBURG-WÖLLAN RAILWAY COMPANY IN VIENNA.

M. Grünebaum (Austria) and M. Bontchina (Yugoslavia) came to the table of the Committee as temporary members of the Committee.

M. METTERNICH explained that the Chairman of the Committee had nominated a Committee of three experts competent to deal with the technical and legal aspects of the question, who had drawn up a report which was before the members of the Committee (see Annex 7).

The CHAIRMAN asked M. Grünebaum and M. Bontchina if they wished to make any observations.

M. BONTCHINA stated briefly the views of the Yugoslav Government. He read Article 320 of the Treaty of Saint-Germain, which stipulated that "the administrative and technical re-organisation of the said lines shall be regulated *in each instance (chaque réseau)* by an agreement between the owning company and the States territorially concerned". The Yugoslav Government considered that in this case there were two separate lines, one in Austrian territory and the other in Yugoslav territory. The petitioning company might quite well have had to manage a series of lines, some of which, for instance, might have been in Poland or Czechoslovakia. No one would think of applying Article 320 in the case of lines in these two latter countries. The Yugoslav Government considered that the question could be settled only under the terms of Article 319. When a Convention was concluded with Austria in 1920 on this matter, the Austrian Government, which might then have raised the objection now put forward by the petitioning company, had not done so.

Another factor which made it possible to distinguish between the lines was to be found in the way they were operated. A group of lines operated separately could not form a railway system (*réseau*). Referring to the 1913 report on the administration of the Austrian railways, M. Bontchina noted that the private railways and particularly the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan railway lines were operated separately, which was a clear proof that they were two different systems. The financial administration of the company had naturally been concentrated in a single financial department ; but indication of the separation of the two systems must be looked for in the operating administration. The supervision and upkeep of the permanent way, the commercial and transport departments, the financial department and the train service were entered separately in the report in the case of the two lines, which were referred to as *Bahn*, meaning a railway system (*réseau*). Even the company's title mentioned the names of the two railways separately. The company in question administered several *Bahnen* — *i.e.*, several railway systems. It should also be noted that the frontier was not crossed at any point by one or the other of the lines to which the dispute related, and that made it clear that Article 319 and not Article 320 should be applied.

M. GRÜNEBAUM said that the Austrian Government was interested in the settlement of the dispute between the Yugoslav Government and the petitioning railway company, although in reality it was not a party to this dispute, for all the questions at issue between it and the company had been settled.

The interest it felt in this case was due to the fact that the company had not been in a position to meet its financial obligations and, since it had received no dues from the Yugoslav Government, the Austrian Government had found itself compelled to intervene. M. Grünebaum added that the Austrian Government was in complete agreement with the report drawn up by the three experts appointed by the Committee.

Without desiring to repeat all the arguments he had used before the Committee of Experts, which had examined the question thoroughly, he would merely deal with the conclusions of their report.

The negotiations between the petitioning company and the Yugoslav Government left little hope of success if it were remembered that they had been going on now for nearly ten years, and that only in 1930 had the company's representatives been invited to visit Belgrade, where they were informed that the company's rights had been annulled on account of the agreement concluded at The Hague in 1930. After the Company had appealed to the League of Nations, the Yugoslav Government changed its point of view and contended that Article 320

applied to the question; now, for the first time, the Yugoslav Government invoked Article 267, which, moreover, did not appear to offer a basis for the reorganisation of a railway company. Again, the period of six months suggested by the experts seemed rather long, but, since it conformed to the practice followed by the Communications and Transit Organisation, the Austrian Government would accept this decision if it were adopted by the Committee and the Council.

Replying to M. Bontchina, he was compelled to say that the word “*réseau*”, which was difficult for anyone to define who was not perfectly acquainted with French, meant, according to the Larousse dictionary: “A group of railway lines forming a whole and belonging to a single administration”. In the present case, they were dealing with such a block (*ensemble*) of property.

M. Bontchina had said that Article 319 applied in this particular case. M. Grünebaum did not share this opinion, for Article 319 referred to railways running from one State to another and actually to sections of lines which have their terminus in the contiguous State. But that did not apply in the present dispute, since the line in question was an important transit line running from the north to the south of the country. M. Bontchina appeared to consider that Article 320 only regulates transport and operation in the restricted sense of these words. Reference to the Minutes of the fifth session of the Permanent Committee for Transport by Rail would show that in an analogous case — namely, the Maramarosi railway — the Permanent Committee for Transport by Rail had decided that the definition of a railway system (*réseau*) was based less upon operation than upon considerations of finance, organisation, status, etc. M. Bontchina had also referred to Austrian statistics giving separate figures for the two lines. It was certain that, in calculating the returns quoted by him proportionately, the revenue of the two lines had been taken into account, the intermediate line being State property. That was the only procedure it had been possible to adopt, but the operation of the line itself as a whole had been undivided, and transport had taken place direct from north to south. The company's shares had been uniform for the whole of the line and its loans had been guaranteed by the complete railway system; the Austrian State guarantee had also been uniform for the whole of the railway system. M. Grünebaum added that an agreement on this question was pressing and must be reached, either by arbitral award or otherwise, for the interests of the shareholders had rested in abeyance pending the settlement of the dispute.

M. BONTCHINA said that, when the question had been discussed by the Committee of Experts, the Yugoslav delegation had not been able to produce all the material it now possessed, which clearly showed that the two lines had been operated by the Austrian administration as two separate railway systems. Thus the goods *were not carried direct*. If they were sent from Zeltweg to Celje (Cilli), several tariffs had to be used. In that case, the goods were despatched, according to the Austrian railway terminology of that time, *im Anschlussverkehr* — connecting traffic — and not *im direkten Verkehr* — through traffic. This was necessary in view of the fact that the goods had to be despatched over several railway lines.

In reply to a question by the Chairman, whether the representatives of the Austrian and Yugoslav companies thought there was a possibility of arriving at a friendly agreement, M. Bontchina said that Yugoslavia had already settled similar questions with twenty-seven railway companies and was prepared to follow the same principles as far as the present dispute was concerned; but, in the opinion of his Government, Article 320 of the Treaty of Saint-Germain was not applicable; Article 267, which made it possible to find a separate solution for each railway system, ought to be applied.

M. GRÜNEBAUM replied that any agreement depended on the question whether Article 320 applied to that case or not. If this question were answered in the negative, there would be no legal ground for the company's request. On behalf of his Government, he urged the Committee to settle this legal question.

After hearing the foregoing explanations, the Committee considered the question whether Article 320 of the Treaty of Saint-Germain was applicable or not. During the discussion, different opinions were expressed. Finally, the Advisory and Technical Committee set up a small committee and asked it to prepare a draft resolution. *The following text, proposed by the Committee, was unanimously adopted:*

“The Advisory and Technical Committee,

“While reserving the question of the applicability of Article 320, regarding which it is not at present in a position to pronounce:

“Associates itself with the proposals contained in the report of the Committee of Experts, on the understanding that, in its view, it will be for the arbitrators who may be appointed to examine, at the same time as the question of fact, the question of law raised by the application of Article 320, and,

“Requests its Chairman to submit the present resolution to the Council, through the Secretary-General of the League.”

#### XIV. DRAFT BUDGET OF THE COMMUNICATIONS AND TRANSIT ORGANISATION FOR 1933.

M. LUKAČ read the Budget Sub-Committee's report (see Annex 8) and explained the figures given in the draft budget (see Annex 9).

In reply to a question put by M. Seeliger, M. Lukač explained that the estimates for the meetings of the Transit Organisation in 1932 were so low because the meeting of the

Disarmament Conference had necessitated a considerable curtailment in the other activities of the League during this year. Consequently, the 1933 estimates for the meetings should not be compared with those for 1932, but rather with those for 1930 and 1931. This would show that a considerable reduction had been effected (from 156,000 to 90,000 francs), when the draft budget was examined by the Supervisory Commission. For this reason, the Budget Sub-Committee, for the first time in the history of the Communications and Transit Organisation, had adopted a resolution drawing the Assembly's attention to the inconvenience caused by that reduction.

M. SEELIGER said that when, as in the case of the Communications and Transit Organisation, preparatory work entailing considerable expense had already been carried out, it was no real economy to render the continuation of the work in hand impossible by cutting down the credits for the meeting of international conferences which were intended to carry on this work. He thought that the attention of the Council and Assembly should be drawn to the fact that, if they gave new tasks to the Communications and Transit Organisation, the funds necessary to carry them out should also be provided.

M. DE VASCONCELLOS approved of the Sub-Committee's report and the draft resolution, which he was prepared to support if necessary in the Fourth Committee of the Assembly.

*The Committee adopted the following draft resolution proposed by the Budget Sub-Committee :*

“ The Advisory and Technical Committee

“ Notes the draft budget of the Communications and Transit Organisation for 1933 as approved by the Supervisory Commission, and adopts the report submitted to it in this connection by its Budget Sub-Committee ;

“ Declares that the considerably reduced credits provided for in the budget of the Communications and Transit Organisation are quite insufficient for the carrying out of the work entrusted to the Organisation, and expresses the hope that these credits will be increased by the Assembly when the latter examines the Transit Organisation's budget ;

“ Requests the Secretary-General of the League of Nations to communicate to the Assembly this resolution.”

#### XV. AIR TRANSPORT CO-OPERATION : RELATIONS BETWEEN THE COMMUNICATIONS AND TRANSIT ORGANISATION AND THE UNIVERSAL POSTAL UNION (see Annex 10).

Mr. TOMBS gave a brief account of the steps taken by the Chairman of the Advisory and Technical Committee to establish normal methods of co-operation between the Universal Postal Union and the Communications and Transit Organisation, similar to those already existing between that Organisation and the other international unions which dealt with questions of communications and such as would also ensure the continuation of the Organisation's work in the sphere of air transport.

He reminded the Committee of the two resolutions adopted by the Council on September 19th, 1931, and January 28th, 1932.

Mention was also made of the postponement *sine die* of the Air Postal Conference which should have met at Brussels in May 1932.

*The Committee noted the above statement and adopted the following resolution :*

“ The Advisory and Technical Committee

“ Notes the steps taken by the Council of the League of Nations with regard to the relations between the Communications and Transit Organisation and the Universal Postal Union,

“ Emphasises the special importance which it attaches to these relations, and

“ Expresses the hope that the steps taken will lead to a satisfactory result.”

#### XVI. REPORT OF THE SPECIAL COMMITTEE ON THE QUESTION OF THE JURISDICTION OF THE EUROPEAN COMMISSION OF THE DANUBE.

The Committee took note of the report of the last meeting of the Special Committee with the four delegates to the European Commission of the Danube (see Annex 11), from which it appeared that the latter had informed the Special Committee that the present economic conditions, and particularly the financial position of the European Commission and of Roumania, were not favourable to any change in the judicial organisation. They had added that the application of the Convention initialled on March 20th, 1929, was all the less necessary, since they were on the point of adopting a *modus vivendi* which would put an end to the dispute that had arisen. A communication on this matter was to have been made to the Secretary-General of the League for transmission to the Advisory and Technical Committee before the present session.

Sir John BALDWIN informed the Committee that this communication could unfortunately not be made at the present moment. As a matter of fact, the four delegates to the European Commission had signed the *modus vivendi* subject to the approval of their respective Governments. Three of these Governments had already approved of it, but the fourth had not been able to do so as yet for material reasons. However, it was almost certain that this ratification would take place. Consequently, in order to avoid postponing the question until the next session of the Advisory and Technical Committee, the four Governments would inform the Secretary-General of the League when they came to an agreement, so that the Secretary-General might, in his turn, notify the Governments concerned of the agreement that had been concluded.

M. LUKAČ asked whether, when the agreement in question had been notified, the Advisory and Technical Committee should consider that the Special Committee had finished its task and should dissolve it, or whether it should merely suspend its functions.

Sir John BALDWIN thought that the Special Committee might be dissolved, as he was of opinion that the four Governments would ratify the *modus vivendi*. He added that his Government would inform the Secretary-General of the fact that the *modus vivendi* had been concluded and would send the text of the agreement, which could then be communicated to the Governments concerned.

The CHAIRMAN said that the Committee agreed to take note of the Special Committee's report and to accept the procedure suggested by Sir John Baldwin.

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee

“ Notes the report adopted by the Special Committee on the Question of the Jurisdiction of the European Commission of the Danube after the joint meeting between its members and the delegates to the European Commission of the Danube, held at Paris from March 10th to 13th, 1932 ;

“ Observes that the communication from the four States represented on the European Commission of the Danube with regard to the conclusion of a *modus vivendi*, referred to in the above-mentioned report, has not yet been received ;

“ Decides, should this communication be made, to instruct its Chairman to inform the members of the Committee thereof and at the same time to request the Secretary-General of the League of Nations to notify the conclusion of this *modus vivendi* to the Governments of the Powers parties to the Convention laying down the definitive Statute of the Danube, informing them that the four above-mentioned States no longer propose to conclude the Convention referred to in this declaration ;

“ Requests the Special Committee on the Question of the Jurisdiction of the European Commission of the Danube to suspend its work pending further developments and instructs the Chairman of the Advisory and Technical Committee to terminate the Special Committee's mission upon receiving notification of the conclusion of the *modus vivendi*.”

#### XVII. REPRESENTATION OF THE COMMUNICATIONS AND TRANSIT ORGANISATION ON THE PERMANENT INTERNATIONAL ASSOCIATION OF NAVIGATION CONGRESSES, THE PERMANENT INTERNATIONAL ASSOCIATION OF ROAD CONGRESSES, THE INTERNATIONAL ASSOCIATION OF THE RAILWAY CONGRESS AND THE EUROPEAN CONFERENCE ON TIME-TABLES.

*The Committee decided that :*

(1) M. SEELIGER should continue to represent it on the Permanent International Association of Navigation Congresses ;

(2) M. NORDBERG would represent it on the Permanent International Association of Road Congresses ;

(3) The Secretary of the Permanent Committee for Transport by Rail would represent that Committee at the next congress of the International Association of the Railway Congress ;

(4) No representative would be appointed at the moment for the European Conference on Time-tables, it being understood that the Chairman of the Permanent Committee for Transport by Rail would have the right to appoint a representative whenever he deemed it necessary.

#### XVIII. REPORT OF THE AIR TRANSPORT CO-OPERATION COMMITTEE ON ITS SECOND SESSION (see document C.467.M.237.1932.VIII).

Mr. TOMBS informed the Committee that, the Bureau of the Air Commission of the Conference for the Reduction and Limitation of Armaments having thought it desirable, for the study of questions relating to the internationalisation of civil aviation and any other measure calculated to prevent the signatory States from utilising civil aviation for military purposes, to be informed as to the position of the work of the Air Transport Co-operation Committee, the latter Committee had been summoned and had met from May 9th to 12th, 1932.

As the Committee had been urgently convened for the above-mentioned reasons, its agenda had been limited to questions likely to interest the Air Commission of the Disarmament Conference, the examination of the other questions studied by the Committee since its last session being reserved for a later date.

The Air Commission of the Disarmament Conference would very probably begin to discuss towards the middle of June the report drawn up by the Air Transport Co-operation Committee at the end of its second session.

M. DE VASCONCELLOS thought that, in view of the position, it was not advisable to begin a discussion of a report which might give rise to specially delicate political questions which came within the province of the Air Commission of the Disarmament Conference.

*The Committee agreed with M. de Vasconcellos and took note of the report.*

XIX. TERMS OF REFERENCE OF THE COMMITTEE OF ENQUIRY INTO QUESTIONS OF PUBLIC WORKS AND NATIONAL TECHNICAL EQUIPMENT : ASSEMBLY DECISION OF SEPTEMBER 24TH, 1931.

M. Silvain DREYFUS, who had represented the Advisory and Technical Committee on the Committee of Enquiry, explained how the original terms of reference of the latter had been expanded, owing to the intervention of the International Labour Office and the Commission of Enquiry for European Union. In a resolution dated September 24th, 1931, the Assembly had invited the Council of the League of Nations to instruct the Committee of Enquiry, to which should be added representatives of the International Labour Office and possibly of the Economic and Financial Organisation of the League, to examine the concrete proposals of the various Governments, particularly from the point of view of the utility and productivity of the works proposed. The idea had been to co-ordinate these works on an international basis, to hasten and to follow their execution. The Committee had met at Geneva for the first time on October 14th and 15th, 1931. It had prepared a circular concerning programmes of important public works (document C.736.M.341.1931.VIII), in reply to which the Secretariat had received a number of schemes. The Committee had met for the second time from March 30th to April 2nd, 1932, and had prepared a report on these first two sessions (document C.381.M.214.1932.VIII).

M. LUKAČ reminded the Committee that, in endeavouring to reduce unemployment, the International Labour Office, after making a rapid investigation, had referred the question of undertaking important public works, national or international, to the Commission of Enquiry for European Union.

The Committee's report on its first two sessions had been submitted to the Council, which had adopted the following resolution at its meeting on May 10th, 1932 :

“ The Council,

“ (1) Having noted the report of the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment on its first two sessions :

“ Thanks the Committee for the work done by it up to the present and requests it to continue the examination of the schemes which have already been submitted to it or which may subsequently be submitted to it, and to report to the Council.

“ (2) Considering that to take a decision on the effect to be given to the Committee's findings it would be desirable to have before it a larger number of schemes retained by the Committee :

“ Reserves its decision on the question pending the receipt of the Committee's next report.”

At its meeting on May 21st, 1932, the Council examined a resolution adopted by the International Labour Conference at its sixteenth session which contained, *inter alia*, the following suggestion with regard to important public works :

“ That Government delegates duly authorised to that effect should, as soon as possible, be given instructions to draw up a list of big international works for economic equipment and for national works on a large scale calculated to encourage the general development of the economic situation of the countries concerned, to make the necessary financial arrangements therefor and to have them put in hand without delay.”

In its resolution on this matter, the Council decided to refer this suggestion of the International Labour Office to the Assembly, and at the same time to request the Committee of Enquiry on Public Works and National Technical Equipment to accelerate its proceedings.

In pursuance of these Council resolutions, it was laid down that the next session of the Committee of Enquiry on Public Works and National Technical Equipment should be held early in September, in order that the results of its work might be reported to the Council at its autumn session, which would be held at the time the Assembly met.

*The Advisory Committee noted the above statement and adopted the following resolution :*

“ The Advisory and Technical Committee

“ Notes with satisfaction the task which has been entrusted to the Committee of Enquiry into Questions of Public Works and National Technical Equipment by the Assembly’s resolution of September 24th, 1931 ;

“ Expresses the hope that the work undertaken by this Committee will be carried on in the most favourable conditions and will lead to useful results, and

“ Requests M. Silvain Dreyfus to continue to represent the Advisory and Technical Committee on the above-mentioned Committee of Enquiry.”

## XX. REPORT OF THE CHAIRMAN ON THE MISSIONS CARRIED OUT BY HIM SINCE THE LAST SESSION OF THE COMMITTEE.

M. Silvain DREYFUS informed the Committee of the cases in which, as its Chairman, he had taken action :

### 1. *Co-operation between the National Government of China and the Communications and Transit Organisation.*

In pursuance of the resolution adopted by the Advisory and Technical Committee at its sixteenth session, the Chairman had appointed the following persons as experts to advise the National Government of China on the scheme for the Hwai River improvement and other similar works :

Mr. A. T. COODE, of Coode, Wilson, Mitchell and Vaughan-Lee, Consulting Engineers, London ;

M. L. PERRIER, Inspector-General of Roads and Bridges, Chief of the Central Department of Maritime Works at the Ministry of Marine, France ;

M. W. SIEVEKING, *Baudirektor*, Port of Hamburg.

These experts had just returned from China. The Secretariat had not yet received their report. The Chairman had also proposed to the Secretary-General of the League of Nations that M. Okecki and M. Bourdrez should be appointed representative and assistant representative of the Communications and Transit Organisation with the National Government of China. These two experts had gone to China and, according to the most recent information, they were carrying out their work according to programme. In particular, they had studied various problems relating to the construction of a road system in the Provinces of Kiangsu and Chekiang.

The Chairman had also appointed the following persons as a Committee of Enquiry whose chief concern was to study the training of public works engineers in connection with certain questions submitted by the National Government of China :

Professor VAN MOURIK BROEKMAN (to be replaced, if necessary, by Professor BUISMAN) ;

Dr. K. T. COMPTON, President of the Massachusetts Institute of Technology ;

Professor DANTSCHER, of the Technical University of Munich.

Sir Alexander GIBB, M.Inst.C.E.

M. A. ROHN, President of the Council of the Zurich Federal Polytechnic School ;

M. SUQUET, Inspector-General, Director of the National School of Roads and Bridges, France.

To this Committee would be added an Italian and a Japanese expert. The date of the first meeting had not yet been fixed ; but before drawing up a more definite programme for the Committee and preparing its first agenda, it was necessary to await the return of M. Haas, Director of the Communications and Transit Section, who was at present in the Far East.

### 2. *Committee of Enquiry on Public Works and National Technical Equipment.*

The Chairman had proceeded with the establishment of a Committee of Enquiry for Questions relating to Public Works and National Technical Equipment, such as those submitted by the Chinese and various European Governments. The composition of this Committee and the names of the Rapporteurs were at the Advisory and Technical Committee’s disposal. It should be noted that three rapporteurs would shortly be appointed for questions of public works relating to high- and low-tension electricity and gasification. Semi-official negotiations were at present proceeding in this connection, and it was anticipated that the Secretariat would be in a position, in the near future, to submit to the Chairman the names of competent persons. As the Polish member of the Committee, M. Okecki, had meanwhile gone to China to ensure co-operation between the Chinese Government and the Communications and Transit Organisation, he had been replaced by M. Konopka at the second session of the Committee of Enquiry.



3. *Request of the Zellweg-Wolfsberg and Unterdrauburg-Wöllan Railway Company.*

As the Permanent Committee for Transport by Rail had not been reconstituted, the Chairman asked three experts to prepare a report for submission to the Advisory and Technical Committee. These experts—

M. ELIAS, Secretary-General of the Netherlands Railways;

M. C. M. GRIMPRET, Councillor of State, Director-General of Railways in the French Ministry of Public Works;

M. VOGEL, Ministerial Director in the German Ministry of Communications—  
had met on March 2nd and 3rd, 1932, and had prepared their report.

4. *Polish - Lithuanian Relations.*

The Committee would recollect the circumstances in which it was represented by its Chairman at the Permanent Court of International Justice when the Polish-Lithuanian case was examined.

The Chairman gave detailed information in this connection to the Fourth General Conference on Communications and Transit. These statements were given in the Minutes of the Conference.

5. *Negotiable Documents for the International Transport of Goods by Rail.*

As the report of the Committee of Enquiry was dated November 18th, 1931, and it was necessary to inform the Council by January 1932 of the results of the proceedings of the Fourth General Conference, the Chairman had thought it advisable, in application of Article 6, first paragraph, second sentence, of its Rules of Procedure, to forward the report of the Committee of Enquiry to the Governments and to the Central Office at Berne, and to communicate it to the Council for information, without submitting it in advance to the Permanent Committee for Transport by Rail or the Advisory and Technical Committee. Neither of these bodies, moreover, had been constituted at the end of last year.

Consequently, on November 24th, 1931, the Chairman sent the Committee's report to the Secretary-General of the League of Nations, in order that he might communicate it to the Governments, in accordance with the resolution of the Fourth General Conference. He had also asked that the report be communicated to the Council. This had enabled the Council to adopt its resolution of January 18th, 1932 (see Annex 3).

6. *Air Transport Co-operation.*

At the request of the Air Commission of the Disarmament Conference and in agreement with the Chairman of the Advisory and Technical Committee, the Air Transport Co-operation Committee met from May 9th to 12th, 1932. Previous to this meeting, two sessions of the special sub-committee to study the constitution and operation of a main network of permanent air routes (November 10th to 12th, 1931, and May 6th and 7th, 1932) were held. The first was convened by the Chairman of the Advisory and Technical Committee at the request of the Council, which adopted a resolution at its session in September 1931 concerning the relations between the Transit Organisation and the Universal Postal Union (see Annex 10b). The changes which had occurred in the composition of the Committee since its first session were given in the Air Transport Co-operation Committee's report on its second session.

7. *Enquiry into the Financial Situation of the Austrian Railways.*

At the request of the Financial Committee of the League, the Chairman had suggested to the Secretary-General of the League that M. Herold, Chairman of the Permanent Committee on Transport by Rail, Chief of District of the Swiss Federal Railways, should make an expert enquiry into the financial situation of the Austrian Federal Railways. In pursuance of this request, M. Herold went to Austria and had just concluded his mission.

8. *Reorganisation of the Greek Railways.*

In that part of its report relating to Greece, the League Financial Committee recommended that an enquiry into the Greek Railways should be set on foot at once with the assistance of a foreign railway expert to be selected by the League of Nations.

On the proposal of the Secretariat, the Chairman of the Advisory and Technical Committee had appointed M. Regnoul, Chief Engineer to the P.L.M. Railway Company, who had successfully carried out a similar enquiry in Bulgaria in 1928. The Greek delegates accepted this appointment.

9. *Penal Consequences of Collisions at Sea.*

The question of the penal consequences of collisions at sea had been submitted to the International Maritime Committee of Antwerp by the International Labour Office. At its meeting in August 1930, a resolution was adopted in favour of a convention and the question was to be brought before the Belgian Government to be placed on the agenda of the Brussels Diplomatic Conference.



At its 1931 session, the Advisory and Technical Committee asked its Chairman to obtain information from the Belgian Government, to notify it of the Advisory and Technical Committee's decision in 1929 not to prepare a convention on this matter, and to ask it to give the Committee an opportunity of submitting such observations as it might think fit before this question was placed on the agenda of the Brussels Conference to be held in 1932. On June 25th, 1931, the Chairman of the Advisory and Technical Committee wrote to the Secretary-General of the League of Nations in this sense.

10. *Study of the Question of the Territorial Sea. Recommendation concerning Inland Waters adopted by the Conference on the Codification of International Law.*

At its last session, in May and June 1931, the Advisory and Technical Committee adopted a resolution in connection with the first of these two questions requesting its Chairman to appoint a committee of three members to submit to the Advisory and Technical Committee a preliminary report on the difficulties to which the international examination of this question had given rise and on such methods as might be adopted to facilitate as far as possible their solution.

With regard to the recommendation concerning inland waters, the Advisory and Technical Committee instructed its Chairman to appoint, in consultation with the Chairman of the Permanent Committee on Ports and Maritime Navigation and the Chairman of the Permanent Legal Committee, a special committee of three or four members to examine what measures, if any, could be proposed to the Governments for adoption, either in the form of agreements supplementary to the Convention on the International Regime of Maritime Ports or in the form of agreements independent of that Convention.

The former Chairman of the Advisory and Technical Committee informed it that in view of the difficulties with which the Secretariat was at present faced, both as to staff and finance, and in view of the fact that these two resolutions were in no sense urgent and did not require immediate action, he had thought fit to adjourn them and to propose that the Advisory and Technical Committee should leave them on its agenda and examine them at a more suitable moment.

11. *Reception of the Wireless Bulletin of the Eastern Bureau of the League of Nations Health Organisation.*

In its annual report for 1929, the Advisory Council of the Eastern Bureau of the Health Organisation requested the Health Committee and the Advisory and Technical Committee to study together the improvements which should be made in the broadcast of wireless telegrams of the Bureau's Epidemiological Intelligence Service.

It seemed desirable that the *Epidemiological Intelligence Bulletin* should be recognised officially in the same way as other international bulletins classified in the general regulations annexed to Article 31 of the 1927 Washington Convention as special services.

In a letter dated July 2nd, 1931, the Chairman of the Advisory and Technical Committee drew the attention of the Secretary-General of the League of Nations to the necessity of ensuring that at the next Conference for the Revision of the International Radiotelegraph Convention, to be held at Madrid in 1932, the *Epidemiological Intelligence Bulletin* should be recognised as a special service and mentioned as such in the Convention.

12. *Identification Marks and Call Signs for Aircraft effecting Transport of Importance to the League of Nations at Times of Emergency.*

At the Committee's request, the International Commission for Air Navigation dealt with this question. It adopted a detailed resolution at its session of June 3rd to 6th, 1931.

As the members of the Advisory and Technical Committee made no observations with regard to the resolution of the International Commission for Air Navigation, the Chairman of the Committee wrote to the Secretary-General of the League on July 23rd, 1931, asking him, on behalf of the Advisory and Technical Committee, to request the Council to adopt the proposals contained in the said resolution.

13. *Appointment of a New Member of the Advisory Committee on Wireless Technical Questions.*

In May 1932, the Chairman of the Advisory and Technical Committee appointed Professor MESNY as a member of this Committee to replace the late General Ferrié.

14. *Co-operation with India.*

In May 1932 the Chairman of the Advisory and Technical Committee appointed Sir Padamji P. GINWALA, an Indian national, as a corresponding member of the Committee in the capacity of expert. (Resolution of the Advisory Committee at its sixteenth session.)

*The Advisory and Technical Committee noted M. Silvain Dreyfus' statement, thanked him for the manner in which he had discharged his duties and adopted the following resolution :*

"The Advisory and Technical Committee notes the report by M. Silvain Dreyfus, the retiring Chairman, on the missions carried out by him since the last session of the Committee."

## XXI. VARIOUS COMMUNICATIONS BY THE SECRETARIAT.

### 1. *Report of the Memel Harbour Board.*

M. METTERNICH stated that the report of the Memel Harbour Board for 1931 had not yet been received.

A letter dated March 11th, 1932, from M. Widding, member of the Memel Harbour Board, appointed by the Chairman of the Committee, had however reached it (see Annex 12). It contained certain particulars of the traffic and present situation of the Port of Memel.

*The Committee took note of this statement.*

### 2. *Penal Consequences of Collisions at Sea.*

In view of the explanations furnished by M. METTERNICH on this question, *the Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Notes the communication in which the Belgian Government informs it that, should it receive a request from the International Maritime Committee for the placing on the agenda of the Diplomatic Conference on Maritime Law at Brussels of the question of the adoption of international regulations with regard to the penal consequences of collisions at sea, the Belgian Government would be prepared to notify the Secretariat of the League of Nations in order to enable the Advisory and Technical Committee, in accordance with the wish expressed by it, to submit any observations it may wish to make before any decision is taken.”

### 3. *Transmission in Transit of Electric Power.*

M. METTERNICH explained that, in pursuance of the resolution adopted at the Committee's sixteenth session, the Secretariat had taken the following steps :

(a) The Secretary-General of the League had asked the Belgian Government for supplementary information. This information was received in a letter dated November 4th, 1931, from the Belgian Government, which had added that it was not in a position to “ submit preliminary suggestions at present, its study of the question not being at an end ”.

(b) The Secretariat had got into touch with the Chairman of the World Power Conference with a view to preparing the information for which the Committee had asked. This Conference was at present making an investigation in order to bring up to date the documentation existing up to and including 1930.

(c) The Chairman of the Advisory and Technical Committee and the Permanent Committee on Electric Questions would constitute a Committee, as soon as the information collected by the Secretariat appeared to be adequate, to examine the whole question in accordance with the Advisory and Technical Committee's resolution.

*The Committee took note of these statements.*

### 4. *Representation of the Communications and Transit Organisation in the Permanent International Containers Bureau set up by the International Chamber of Commerce.*

M. METTERNICH explained that, in pursuance of a resolution adopted by the World Congress on Motor Transport with regard to combined transport by rail and automobile, an International Committee had been set up under the auspices of the International Chamber of Commerce to study the best system of containers.

Certain funds having been placed at the disposal of the International Committee, the latter had organised a competition for the best system of containers. Among others, three representatives of the Communications and Transit Organisation were members of the jury (M. Sinigalia, M. Stievenard and General de Candolle).

The jury had examined the various possibilities and the models submitted by certain manufacturers, and had reached a final decision at its meeting at Venice on October 3rd, 1931. It should be noted that the competition for the best system of containers was accordingly closed.

The International Committee met again in November 1931 to discuss the action to be taken on the work already accomplished. The League's financial situation, however, did not permit of the attendance at that meeting of a representative of the Communications and Transit Organisation. On the other hand, the Secretariat had taken steps to obtain the results of the Committee's proceedings.

The International Committee appointed a Committee to organise the Bureau. This Organising Committee prepared draft Statutes for the future International Containers Bureau. It also made proposals with regard to financial contributions and endeavoured to secure membership for the Bureau, with a view to convening a first meeting as soon as possible, in order definitely to set up the Bureau.

Without entering into the details of the draft Statutes of the International Containers Bureau, it would appear desirable to draw the Advisory and Technical Committee's attention

to the fact that, having regard to the intentions of the Organising Committee, the Advisory and Technical Committee would be represented on the Bureau and its Committee as a matter of course, as it had helped to organise the competition.

After an exchange of views, *the Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having had occasion to examine the question whether the Communications and Transit Organisation should be represented on Committees set up by the International Chamber of Commerce :

“ Considers that, for various reasons, there might be serious drawbacks in appointing a representative of the Organisation to form part of a permanent international bureau, and reserves the right to appoint one of its members, if necessary, to follow temporarily the work of any international body likely to be of interest to the Communications and Transit Organisations and relating to a specific question.”

##### 5. *Preparation of International Conventions.*

M. METTERNICH stated that the resolution adopted by the Advisory and Technical Committee at its sixteenth session was brought to the notice of the 1931 Assembly, which had again examined the problem in the light of the observations and suggestions which had reached it. It should be noted that the object of the procedure adopted by the Assembly was to make certain that work already done and funds expended would yield results.

The Assembly, however, retained unchanged the phrase indicating that “ in the case of all general conventions to be negotiated under the auspices of the League of Nations, the following preparatory procedure should, in principle, be followed, *exception being made of the cases where previous conventions or arrangements have established a special procedure . . .*”

The Assembly did not appear to be opposed to the views expressed by the Committee, and the latter would be justified in considering that the Communications and Transit Organisation, to which the paragraph relating to *special procedure* would apply, could continue to follow its own method of preparing international conventions, a method, moreover, which offered guarantees comparable to those contemplated by the Assembly, while not involving the considerable delay which would inevitably occur if the preparatory procedure recommended by the latter were adopted.

*The Committee accepted this point of view.*

##### 6. *Study of the Question of the Transport of Agricultural Products.*

M. METTERNICH explained that, when the 1931 Assembly considered the work done by the Communications and Transit Organisation since the previous Assembly, it expressed the desire that the Organisation, taking advantage of the co-operation of the International Institute of Agriculture, should collect more precise information to enable it to select those problems which might usefully be examined and the categories of agricultural products for which suitable measures would appear to be more easily adopted. It had not as yet been possible to collect this information.

*The Commission adopted the following resolution in this connection :*

“ The Advisory and Technical Committee,

“ Notes with satisfaction the offer of co-operation in regard to this question made by the International Institute of Agriculture ;

“ Instructs its Bureau to take suitable steps to arrange for this co-operation in the best possible conditions, and

“ Requests its Chairman to ensure the application of the resolution which it adopted at its sixteenth session.”

##### 7. *Communication of a Letter from the International Federation of Associations of Members of the Transport Trade and Assimilated Trades, Vienna.*

M. METTERNICH read a letter received by the Secretariat from the International Federation of Associations of Members of the Transport Trade and Assimilated Trades (see Annex 13).

M. HEROLD informed the Committee that, about a year previously, M. Dumont, Berne, Vice-President of the association in question, had called on him and had stated that his association was interested in certain questions on the Advisory and Technical Committee's agenda, in particular, combined transport and negotiable documents for the transport of goods by rail. He expressed the desire that the association should attend the Committee's discussions when these questions were before it. M. Herold had replied that associations such as that represented by M. Dumont were not allowed to take part in the Committee's meetings, but that, nevertheless, the Committee would certainly be prepared to take note of information submitted by the association. The Advisory and Technical Committee could, if it thought fit, ask a representative of the association to give explanations on certain questions.

*The Committee decided to reply to the request of the President of the International Federation of Associations of Members of the Transport Trade and Assimilated Trades in the sense indicated by M. Herold.*

8. *Communication of a Letter from the "Hias-Jca-Emigdirect" Emigration Association, Paris.*

M. METTERNICH read a letter from the Association and the resolution attached thereto (see Annex 14). He pointed out that the Third General Conference on Communications and Transit had already examined the question of identity and travelling documents for persons without nationality and had adopted recommendations on the matter. A number of Governments had introduced identity documents in accordance with the League's proposals.

In view of the results already achieved by the Communications and Transit Organisation in this sphere, the Committee *merely noted the letter from the "Hias-Jca-Emigdirect" Emigration Association.*

9. *Customs Exemption for Liquid Fuel.*

M. LUKAČ explained that the Secretariat had not yet received the whole of the information to be communicated to it by the States represented on the Commission of Enquiry for European Union. The Secretariat had also asked the international organisations mentioned in the resolution adopted by the Committee at its sixteenth session for information. When the documentation was complete, it would be studied by a special committee. In reply to Colonel O'Gorman, M. Lukač explained that this applied, not only to imports of liquid fuel in vehicles crossing frontiers, but also to the consumption of liquid fuel within a country by foreign vehicles and machines, including liquid fuel in tanks, compartments, etc.

Colonel O'GORMAN (International Association of Recognised Automobile Clubs), speaking on behalf of the Association which he represented, asked the Committee to act prudently in this sphere and to make as few changes as possible in the existing state of affairs, which was entirely satisfactory as far as motor and air transport were concerned. The obligation to measure liquid fuel in the tanks of vehicles crossing frontiers would lead to complications and additional delay and would cause considerable inconvenience to international communications.

The CHAIRMAN pointed out that, as the Communications and Transit Organisation had been set up to facilitate and maintain freedom of communications, it would never propose any measure likely to hamper communications.

*The Commission noted the position as set out above, and decided to maintain the question on its agenda.*

10. *Unification of Buoyage.*

Mlle. KEY-RASMUSSEN gave an account of the present position of the question. After the Lisbon Conference, the 1931 Assembly had expressed the desire that the Communications and Transit Organisation should not propose the convening of the new conference for the unification of buoyage and the lighting of coasts until it had been careful to ascertain that the conference was likely to be fully successful. The Government of the United Kingdom of Great Britain and Northern Ireland had sent the Secretary-General of the League of Nations a draft uniform system of lateral buoyage, and had requested the Secretary-General to ask the Governments concerned to adopt this draft as a basis of discussion at the future international conference. The Secretary-General had communicated the British proposal to all Governments invited to the Lisbon Conference, and had requested them to state whether they were prepared to accept these suggestions as a basis of discussion for the future conference. Though the replies should have reached the Secretariat by June 1st of the present year, all had not yet been received. Of the twenty-two replies already received, seventeen were in favour of adopting the British proposals as a basis of discussion at the future conference. The Chinese Government had sent new proposals which it desired the Conference to adopt as a basis of discussion, but pointed out that its proposals were perhaps not absolutely incompatible with the British proposals. The Chinese Government had further expressed a wish that the new conference should be called immediately before or immediately after the unofficial Conference of Chiefs of Lighthouse Services, which would meet on July 2nd, 1933, in Paris. The Government of the United States of America had declared that it did not desire the British proposals to be adopted as a basis for discussion, but that it attached great importance to the continuance of the efforts to unify buoyage systems, and proposed that the question should be studied by a preparatory technical committee. The Norwegian Government did not consider it advisable to convene a new buoyage conference, and the Swedish Government, while accepting the British proposals as a basis for discussion, expressed the desire that the Conference should be adjourned to a later date, in view of the present economic situation.

Sir John BALDWIN thought it would be very useful to convene a preparatory committee and felt that this should be done as soon as possible. He pointed out that the question was less urgent for the Baltic countries, as they largely employed the cardinal system of buoyage, the system being the same in the case of a number of these countries. He thought that, if the future international conference was able to establish two uniform systems, each applicable in a part of the world, this result could be considered as fulfilling the Assembly's requirement that no conference should be convened until it was certain that it would achieve complete success.

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Notes the steps taken with a view to the holding of a further Conference for the Unification of Buoyage and Lighting of Coasts ;

“ Considers that a Preparatory Committee should be set up before the convocation of such a Conference, and requests its Chairman to take the necessary steps for the constitution of this Committee, and

“ Considers that this Preparatory Committee might usefully meet before the unofficial Conference of the Heads of Lighthouse Services which is to take place on July 2nd, 1933, in Paris.”

#### XXII. COMPOSITION OF THE PERMANENT COMMITTEES.

The Committee noted the Bureau's proposals with regard to the composition of its permanent committees.

The CHAIRMAN read two communications from the International Association of Recognised Automobile Clubs, in which its Chairman and its Secretary-General assured the Committee that the Association desired to assist the Advisory and Technical Committee and its Permanent Committee on Road Traffic.

The Committee had decided that the Association of Recognised Automobile Clubs and the other international associations which were specially interested in the problem of road traffic should be asked to attend the Permanent Committee on Road Traffic whenever the questions on its agenda were likely to be of interest to these organisations.

*The Committee adopted the Bureau's proposals and constituted its permanent committees as set out at the beginning of the present Records.*

#### XXIII. CLOSE OF THE SESSION.

The CHAIRMAN declared the session closed.

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ANNEX 1.

[C.C.T. 511 and 511 (a).]

May 17th, 1932.

REPORT BY THE SECRETARIAT CONCERNING PASSPORT AND VISA FORMALITIES FOR MIGRANTS.

At its sixteenth session held at Geneva from May 28th to June 2nd, 1931, the Advisory and Technical Committee adopted a resolution concerning passport and visa formalities for migrants according to which it decided — after taking note of the information furnished by the International Labour Office — to ask the Secretariat to collect all useful information from the Governments regarding the formalities entailed by the system or systems in force in connection with the admission of emigrants.

In order to give effect to this resolution, the Secretariat asked Governments for details regarding these formalities and the measures they could suggest which might help towards carrying out the desire expressed by the various international conferences on emigration and immigration to the effect that the various certificates, such as certificates of vaccination, good conduct, profession, identity, health, etc., which can often only be obtained with difficulty and for each of which a fee is charged, should be included in a single document and should be free of charge.

The Governments of the following countries have replied : Union of South Africa, Albania, Argentine, Australia, Belgium, British Empire, Bulgaria, Canada, China, Colombia, Czechoslovakia, Free City of Danzig, Denmark, Ecuador, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, India, Irish Free State, Italy, Japan, Latvia, Liechtenstein, Luxemburg, Monaco, Netherlands, New Zealand, Nicaragua, Norway, Persia, Poland, Portugal, Salvador, Sweden, Turkey, United States of America, Venezuela, Yugoslavia.

The following is a summary of these replies :

*Union of South Africa.* — Non-British immigrants not nationals of the following countries — Austria, Belgium, Denmark, France, Germany, Italy, Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, United States of America — are required to apply for the issue of a quota permit, the application to be accompanied by birth and marriage certificates, medical certificate, police certificate, copies of educational diplomas, certificate of character. An accepted immigrant is furnished with an approved copy of his application, a quota permit and an identity-card bearing photographs, and these documents must be produced at the port of entry. A fee of £1 is payable on landing.

*Albania.* — Albania has no legislation concerning the admission of immigrants.

*Germany.* — No distinction is made between the admission of immigrants and the admission of foreigners in general.

*Argentine.* — An immigrant must present a national passport with consular visa and a legal or police certificate proving that he has not been condemned for crime during the last five years, issued by the authorities of the country of origin of the bearer and attested by an Argentine consul in that country. In addition, a certificate of good conduct and industrial ability must be obtained from the Argentine consul or the authorities of the immigrant's last place of residence.

*Australia.* — British subjects are required to produce a passport or, in the case of assisted migrants, a certificate of identity. Non-British subjects must produce a passport or certificate of identity, with visa when necessary, and a landing-permit issued by or on behalf of the Commonwealth Department of Home Affairs.

*Belgium.* — Immigrants entering the country in order to take up employment must produce a medical certificate of health, a certificate of good conduct and a contract of work bearing the visa of the Ministry of Industry, Labour and Social Insurance. Workers, both manual and intellectual, must be in possession of a special worker's card issued by the police administration on presentation of the above documents.

The Belgian authorities cannot see their way to abolish these documents, nor does their amalgamation into a single document appear feasible. It does not, in addition, seem possible for the consular visas to be issued free of charge.

*British Empire.* — Every alien is required to obtain leave to land from an immigration officer at the port of arrival and must produce a national passport or some document establishing

his nationality and identity to the satisfaction of the immigration authorities. A person entering the country for purposes of employment must obtain a permit from the Minister of Labour, or must produce letters of recommendation issued by his national authorities under one of the bilateral conventions concluded with certain other countries regarding student employees.

Non-self-governing Colonies, Protectorates and Mandated Territories. — As a general rule, the legislation regarding the entry of an alien is limited to the obligation to produce a valid passport, with visa when necessary. The alien must, in addition, be of good character and in a position to pay for his return to his own country if unable to make a living in the territory. In some cases, the latter condition is secured by requiring the deposit, or proof of possession, of a stated sum (varying from £5 to £100) with the immigration authorities. A medical certificate of health, a certificate of good conduct and a landing-permit issued by the Board of Immigration are required in some cases, and in Northern Rhodesia and the Nyasaland Protectorate evidence must be furnished that at least six months' work in the territory is awaiting the immigrant. An application for a wife or child to enter one of the territories must be supported by a copy of the marriage or birth certificate.

In Southern Rhodesia, the production of the documents mentioned in the questionnaire sent by the Secretariat to the Governments is not insisted on, but their possession facilitates entry.

Immigrants must prove that they are economically suited to the requirements of the country or are unlikely to become a public charge; that they are sufficiently educated in a European language; that they are free from conviction for certain specified crimes; and that they are not suffering from certain diseases. The Administrator may authorise persons outside the territory to issue to any intending immigrant a certificate that he is not an undesirable inhabitant on economic grounds or on account of standards or habits of life, and, in this case, proof of identity must be furnished. A certificate of identity may be issued to a lawful resident who leaves the country temporarily, for production on his return. Persons of European descent who are agricultural or domestic servants, skilled artisans, mechanics, workmen or miners, shall produce, if required, an authorised certificate to the effect that they have been engaged to work in the territory for a period of not less than six months and at an adequate wage.

The British Government adds that it appears immaterial whether the qualifications are embodied in one document or not, but that it is important that these qualifications should be described separately. It is understood that the single document referred to is required purely in support of an application for a visa and is not returnable to the immigrant, and the Government adds that the possession of a visaed passport does not in itself entitle a person to enter Southern Rhodesia.

*Bulgaria.* — Immigrants wishing to work are refused entry, with the exception of experts employed by Bulgarian firms, to whom a consular visa is issued on the authority of the Ministry of the Interior and Public Health at Sofia on the application of the employer.

*Canada.* — British subjects from the British Isles must present medical identity-cards. Migrants from continental Europe require passports and an immigration visa before sailing, and must present a medical certificate. The medical certificate and the visa are obtainable free of charge. For wives and unmarried children under 18 years of age joining family heads established in Canada, a letter is issued free of charge by the Department of Immigration and Colonisation expressing approval of the settlement conditions. Immigrants from the United States are not required to produce any documents, but must satisfy the immigration inspector at the place of entry as to their ability to comply with the regulations in force. Immigrants from China, Japan and India are subject to special legislation, agreements or arrangements.

*China.* — Persons of Russian nationality and those without nationality must submit to the Chinese Government particulars of their name, place of residence, destination, duration of sojourn, itinerary, etc. All foreigners are required to present passports.

*Colombia.* — Immigrants must produce conduct and health certificates, which are issued free of charge by Colombian consuls.

*Denmark.* — Immigrants are called upon to produce a national passport with visa when necessary and must possess sufficient means of subsistence.

*Ecuador.* — A new regulation is under consideration.

*Estonia.* — No distinction is made between the admission of immigrants and the admission of foreigners in general.

*United States of America.* — Immigrants must obtain immigration visas from United States consular officials. The visas are obtainable on presentation of the applicant's police and military records, birth certificate, copies of all other available public records concerning



him, his passport or document in the nature of a passport, and on the payment of \$9 plus \$1 for expenses. Immigrants must also produce a medical certificate proving that they are able to earn a living. Only certain classes of Chinese are allowed to enter the country and these must present Government identification certificates and immigration visas. Restrictions are placed on the immigration of natives of the Asiatic Barred Zone : Baluchistan, Afghanistan, parts of Oman and India, Turkestan, Nepal, Bhutan, Siam, French Indo-China, Malay Peninsula, Ceylon, Sumatra, Java, Borneo, Celebes, Timor, New Guinea.

*Finland.* — No distinction is made between the admission of immigrants and the admission of foreigners in general.

*France.* — Foreigners are admitted to work in the country on presentation of a medical certificate of health and of a contract of work or employment bearing the visa of the Ministry of Agriculture or the Ministry of Labour and accompanied by a statement fixing a term for the duration of the work. The immigrant must produce a national passport, with visa when necessary, and his passport is stamped to the effect that he is authorised to work. Members of the family of a foreign workman may join him if in possession of a contract of work or if mentioned in his contract. They may also obtain an entrance visa if in possession of a certificate from the employer mentioning them specifically by name and stating that the employee is financially able to support them.

*Greece.* — There is no distinction between the regulations relating to the admission and settlement of immigrants and the admission and settlement of foreigners in general.

*Hungary.* — Foreigners without nationality must be in possession of a certificate of return and a permit to travel valid for at least six months. They must also indicate the point at which they wish to cross the frontier and the place in which they wish to stay, giving at the same time particulars of identity.

*India.* — All persons entering India must be provided with passports and, when necessary, visas.

*Irish Free State.* — Immigrants wishing to take up employment in the Irish Free State must be in possession of a passport, with visa when required, and of a permit issued to the prospective employer by the Department of Industry and Commerce.

*Iceland.* — Foreigners entering Iceland are not required to present passports, identification documents, or certificates of any kind.

*Italy.* — Immigrants must be in possession of a passport, with visa when required, and of a Government permit to take up work in the kingdom, such permit to be obtained from Italian diplomatic or consular representatives abroad, or through the prospective employer. Experts from Germany, Austria and Czechoslovakia are authorised, with no formalities, to work for a maximum of three months in Italy on the installation of machinery purchased by Italian industrialists in their respective countries. Similarly Swiss subjects are authorised to work on Italian territory in hotels or undertakings connected with firms established in Switzerland.

*Japan.* — There are no regulations in Japan referring exclusively to immigrants. Foreigners must present a passport or certificate of nationality, with visa when necessary, are subject to certain conditions as to character and health, and must reply to any questions put by the police authorities. The above regulations apply generally also to Chosen, Formosa, Karafuto, Kwantung and the Pacific Islands under Japanese mandate.

The Japanese Government wishes to see a simplification of the formalities in these regions. Reciprocal treatment is extended to the nationals of the various countries.

*Latvia.* — Immigrants are required to present a national passport. Holders of the Nansen passport must be vouched for by two acquaintances domiciled in the country.

*Liechtenstein.* — Passports are issued to migrants on presentation of a certificate of origin.

*Luxemburg.* — Foreigners entering the Grand Duchy in order to work must have obtained through their prospective employer the necessary authorisation of the Director-General of Labour and Social Insurance. The following papers are required : identity papers or passport, with visa when necessary, certificates of previous employment and of ability to do the work undertaken, extract from police records dating from not more than one year, a police certificate of good conduct, medical certificate. At certain times and for certain work, agricultural labourers may be exempt from the regulations.

*Monaco.* — Foreigners staying for more than two weeks are provided with a residence permit if they are of good conduct, possess identity documents, a place of residence and sufficient means, or employment in the case of workmen. No foreigner not allowed admission into France may enter Monaco.



*Nicaragua.* — Immigration of nationals of the following countries : China, Turkey, Arabia, Syria and Armenia, and of negroes, gipsies and coolies is prohibited, except in certain cases for periods of six months on payment of a deposit of 1,000 pesos American gold. Immigrants must produce identity documents, certificates of good conduct and health, and passports with visa.

*Norway.* — Immigrants into Norway must present passports, with visa when necessary, obtain a residence permit, and, if they take up employment, a permit to work. A fee is payable for the residence permit : 5 crowns for residence of short duration and 10 crowns for residence of indefinite length.

The Government does not consider feasible a simplification of the regulations.

*New Zealand.* — All persons landing in New Zealand must be in possession of a passport or documents establishing identity and nationality, with visa when necessary. Immigrants not of British birth are required to be in possession of a permit issued by the Customs department free of charge. Applications for permits must be accompanied by a medical certificate of health and a certificate of character. Persons wishing to enter temporarily may be granted permits for six months or less on payment of a deposit of £10, and the Collector of Customs may require a financial guarantee from some person resident in the country. Holders of temporary permits may not engage in any work or occupation other than as stated in the permit without the consent of the Collector. A guarantee of £100 may be demanded for persons likely to become a charge on the State, and the immigration of Chinese is restricted, the payment of £100 being demanded for those allowed to land.

*Netherlands.* — Immigrants must present a national passport, with visa when necessary.

*Netherlands Indies.* — Foreigners must present a passport with a Netherlands visa when required. Neither passport nor visa is required for workmen born in China, the Straits Settlements or the Federated Malay States. Foreigners are allowed to land only at certain points and on written authority from the competent officials. There is a landing-charge of 150 florins, which is reimbursed if the immigrant leaves the Indies within six months of his arrival. Cards of admission available for two years and renewable for a maximum of eight years are delivered to accepted immigrants and to their wives and children. A tax of 10 florins is charged for a permit to settle.

*Surinam.* — Immigrants must present passports and official landing-permits.

*Curaçao.* — Immigrants must present passports and certificates of good conduct, be in a position to support themselves and their families and make a deposit (250 florins for immigrants from Europe) for each member of the family. A document certified by the police of Curaçao proving that employment awaits the immigrant must be presented.

*Persia.* — There are no financial formalities ; no fee is charged for the issue of conduct, profession, identity and health certificates, and vaccination is at present performed free of charge.

*Poland.* — Immigrants must obtain consular entrance visas, and employers wishing to engage foreign workmen must obtain permits from the district officers.

*Portugal.* — There are no special regulations governing immigration, but foreigners must register within eight days of their arrival.

*Salvador.* — Immigrants must present passports bearing diplomatic or consular visas, identity documents and conduct certificates and, in certain cases, must furnish proof of the possession of 200 colons or \$100. In the absence of a passport, the Ministry for Foreign Affairs may authorise entry into the country on the payment of 20 colons. Chinese and Mongols may enter only if they have previously been domiciled in the country and if they present a certificate of re-entry. Temporary restrictions have been placed on persons originating from Turkey, Palestine, Arabia, Syria and Lebanon, with the exception of those who furnish proof of having close relatives in Salvador, of having resided there or of possessing business, capital or sufficient means of subsistence in the country. Persons falling under this category must make a deposit of 500 colons, which is reimbursed only if they leave the country within one year.

*Sweden.* — No distinction is made between the admission of immigrants and the admission of foreigners in general.

*Czechoslovakia.* — Immigrants must produce a national passport with visa, and those intending to take up employment of a kind coming under the provisions relating to labour must obtain official permission through their prospective employer, the permit to be produced on application for a visa.

The Czechoslovak Government would welcome the simplification of the formalities imposed by overseas countries which oblige Czechoslovak emigrants to furnish a large number of documents and certificates before obtaining a visa.

*Turkey.* — Immigrants must present certificates of vaccination against smallpox or any other disease prevalent in the country from which they come.

*Venezuela.* — Immigrants are required to produce vaccination certificates and good-conduct certificates.

*Free City of Danzig.* — Immigrants are required to present national passports; Polish citizens must produce personal identity papers.

*Yugoslavia.* — There are no special formalities applicable to immigrants, with the exception that persons of Russian nationality must produce a conduct certificate, and foreign workmen wishing to take up employment in the country must be in possession of a permit issued by the competent Labour Bureau.

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## ANNEX 2.

[C.C.T. 512 and 512 (a).]

May 20th, 1932.

# REPORTS ON THE PRESENT SITUATION WITH REGARD TO PASSPORT AND VISA FORMALITIES FOR OFFICERS AND SEAMEN IN MARITIME NAVIGATION AND FOR INLAND NAVIGATION PERSONNEL.<sup>1</sup>

## I.

The attention of the Advisory and Technical Committee for Communications and Transit has been drawn to the desirability of exempting officers and seamen possessing identity papers with their photograph attached by their national authorities — *e.g.*, seamen's discharge books — from the requirement of presenting ordinary passports on disembarking in foreign countries. The Advisory and Technical Committee felt that such simplification of the formalities would make it easier for these officers and seamen to take a rest ashore and would save them passport and visa expenses, etc. Having noted that understandings on such simplifications already exist between certain countries, and that the practice, already most general, of allowing foreign officers and seamen to land solely on presentation of their service cards might with advantage be officially recognised, the Advisory and Technical Committee during its fifteenth session, held in September 1930, instructed the Secretariat to prepare a report showing the present situation in the different maritime countries.

Further, the Advisory and Technical Committee, in conformity with the proposals of its Permanent Committee on Inland Navigation, decided at its sixteenth session, held in May and June 1931, that the study provided for in its above-mentioned resolution of September 1930 should extend to the identity papers of inland navigation personnel.

In order to give effect to this decision, the Secretariat circularised the various Governments and requested information as to the provisions and the system or systems at present applied in their country regarding the landing of the above-mentioned persons and, in addition, the measures which might be considered with a view to granting greater facilities for such landing.

Replies to the Circular Letter have been received from the following Governments :

Afghanistan	Denmark	Lithuania
Union of South Africa	Ecuador	Luxemburg
United States of America	Egypt	Mexico
Argentina	Estonia	Monaco
Australia	Finland	Netherlands
Austria	France	New Zealand
Belgium	Germany	Portugal
United Kingdom	Greece	Saar
Bulgaria	Hungary	Salvador
Canada	Iceland	Spain
China	India	Sweden
Colombia	Irish Free State	Switzerland
Cuba	Japan	Turkey
Czechoslovakia	Latvia	Yugoslavia
Free City of Danzig	Liechtenstein	

<sup>1</sup> The Polish Government's reply, received after the establishment of the report, is to be found on page 41.

On the basis of these replies and in accordance with the decision taken by the Advisory and Technical Committee at its sixteenth session, the present report was drawn up under the direction of the Chairman of the former Sub-Committee on Passports, the Chairman of the Permanent Committee for Ports and Maritime Navigation and the Chairman of the Permanent Committee for Inland Navigation.

## II. MARITIME NAVIGATION.

The national laws of the various countries as regards landing by *seamen* — that is, by officers and men of the merchant marine — are marked by great differences. There are, indeed, a few countries in which such landing is not regulated by any statutory enactment. In certain other countries, it is governed by general regulations such as those applicable to passports and the supervision of aliens or immigrants. There are, lastly, other countries in which the matter is dealt with by *ad hoc* legislation. Under the laws in force in certain countries, a distinction is made between the regimes applicable to nationals of the country and to foreigners. In other cases, the landing of ships' officers is governed by other regulations than those applicable to ordinary seamen. With a view to facilitating landing by their respective nationals, several States have concluded bilateral agreements, while others have introduced a special regime based on the principle of reciprocity for the benefit of nationals of various countries.

### A. LAWS AT PRESENT APPLIED IN THE VARIOUS COUNTRIES.

#### *General Rules.*

For the purposes of a survey of the countries in which landing by sailors is governed by general regulations — *Australia, British Colonies, Protectorates and Territories under British mandate, the Free City of Danzig, Denmark, France, Greece, the Irish Free State, Latvia, Netherlands, South Africa and Sweden* — it is immaterial whether such regulations are based upon the laws relating to passports or the admission of aliens, or those relating to immigration. The important point to bear in mind is that, in principle, the laws of all the above-mentioned countries stipulate that foreign sailors shall not be allowed to land in the ports of the country unless in possession of a regular passport or, at least, of identity papers in lieu thereof and, in cases where visas are still required, of a consular visa also.

In Denmark, this rule is waived in two cases : in the first place, the authorities do not as a rule require a visa from persons whose names figure on the muster-roll of a merchant vessel, while, in the second place, an exception to the passport regulations is made in favour of British and German sailors in possession of a discharge book or a German seaman's service book respectively, provided that the names of those concerned appear on the muster-roll and that each discharge book contains a photograph and personal description of the bearer.

France grants certain facilities with regard to the issue of passports to French officers and seamen proceeding to a foreign port, there to make up the crew of a French vessel.

In Latvia, only sailors of Latvian nationality are required to possess passports ; provided that the sailors comply with certain conditions, such passports are issued free of charge.

In Sweden, the harbour police authorities are authorised to issue special visas, valid for a period not exceeding eight days, to sailors who are nationals of countries to which the visa requirements still apply.

#### *Special Provisions.*

The *United Kingdom, Mexico* and the *United States of America* do not require production of the ordinary passport by sailors coming ashore, provided that they are duly entered on the muster-roll of ships coming from foreign countries, and that certain details relative to their status, contract of service, etc., are specified. The same applies to the landing of seamen at the port of Calcutta. The *United States of America* and *Mexico* require that such muster-rolls should be endorsed by their respective consuls in the last foreign port of call. The muster-rolls must be submitted by the master of the vessel to the immigration bureau — in the *United Kingdom* within twenty-four hours of the arrival of the ship. As a general rule, the officials authorise sailors to disembark in the port area and to remain there for a stated period. In the case of the *United Kingdom* and *Mexico*, this period coincides with the vessel's stay in port, while, in the *United States*, it is limited to sixty days at most. In the last-named country, however, authorisation to land is not granted until the applicant has satisfied the immigration authorities that he is a *bona fide* seaman and has undergone a medical examination by the competent Government service. In *Mexico*, the Immigration Service is empowered, whenever it thinks fit, to make permission to land conditional upon payment of an adequate cash deposit.

As the system described above is based upon the muster-roll, it would seem that seamen leaving their ship can produce no real evidence that they have landed with the authorisation of the competent officials. There is, however, a second system which provides for the issue of individual papers made out by the competent port authorities after verification of the identity of applicants. Such papers are issued to sailors as identity documents and as a proof that they have come ashore with the approval of the local authorities. To a certain extent, therefore, they take the place of both passport and visa, and entitle holders to move about

freely in the port area until their ship sails. This system is fully applied in *Germany*, in the case of the non-German members of the crews of German or foreign ships and all vessels engaged in the sea-Rhine traffic, who may obtain such documents at the frontier. These papers carry with them the right of free access to any town situated along the Rhine below Cologne (included), or along certain canals in that area, at which the bearer's vessel has put in; in some cases, however, the validity of such papers is limited to certain specified ports.<sup>1</sup>

A third system embodying the characteristic features of the other two is applied in *Finland*, *Latvia* and *Lithuania*. According to this system, foreign sailors are not required to produce an ordinary passport, and during the stay of their vessel they may go ashore in the port area on two conditions: these are that the name and other particulars of each member of the crew figure upon the personnel list supplied by the captain to the competent port authorities, and that the latter grant the authorisation either by the issue of a special permit or in some other form (for example, by endorsing the identity certificates of those concerned). As regards Lithuania, the special permit is only required in the absence of seamen's discharge books; in the latter case the identity papers are verified and deposited with the Supervising Bureau until the departure of those concerned, who are authorised to enter the port and to remain there for a period of twenty-four hours.

Lithuania therefore authorises landing by foreign sailors without formalities as long as the ship remains in port, provided that their names appear on the muster-roll and they possess discharge books. The same is true of *Turkey* and the *Irish Free State*. The regulations in force in the latter country require the captain of the ship to supply the authorities with a list of the crew with information as to the nationality of the seamen, and other particulars, within twenty-four hours of the vessel's arrival in port. In Turkey, the discharge books must contain a photograph of the bearer and must have been duly issued by the national authorities; they are retained by the police officials responsible for the supervision of the ship, and are handed back to their owners on their return. Authorisation to land in Turkish ports is refused to sailors whose nationality appears doubtful or whose papers are not in order. Such papers are retained until the departure of the vessel, when they are handed back to the captain.

Finally, the Government of *Burma* authorises foreign sailors to land if their names appear in the crew list and if they carry a certificate issued by the captain of the vessel to the effect that they belong to the crew. This certificate must, in addition, contain certain declarations and permit of the identification of the bearer.

Still another system allows landing, during the stay of a vessel in port, merely on production of identity papers (with photograph of the bearer), duly issued by the national authorities — e.g., discharge books. This system has been adopted by the following countries: *Belgium*<sup>2</sup>, *Bulgaria*, *Canada*, *China*, *Colombia*, *Cuba*, *Estonia*, *Germany* (as regards German service cards), *New Zealand*, *Salvador*. The *Egyptian* authorities accept identity cards issued by the captain of the vessel, and the *New Zealand* Government authorises the local authorities to exercise their discretion and to permit landing by foreign seamen even in cases where the identity documents do not give full satisfaction. The *Yugoslav* discharge book is expected to fulfil the purpose, not merely of the service certificate and identity card, but also of a travel card, in lieu of the regular passport, all of whose essential elements it contains. It cannot, however, be used for identification purposes when the seamen land temporarily in ports of call, as, in order to obviate the possibility of desertion, it is deposited with the captain of the vessel throughout the period of the seaman's service. The same applies to the service card of *Danish* and *Spanish* sailors, as well as to the *Belgian* identity certificates and discharge books.

#### *Bilateral Agreements.*

A number of bilateral agreements regarding the landing of sailors has been concluded, such as those between *Germany* and the *United Kingdom*, *Belgium* and the *United Kingdom*, *Estonia* and the *United Kingdom*, *United Kingdom* and *Yugoslavia*.

Under these agreements, which are more or less similar, the service cards issued by the authorities of the above-mentioned countries to their respective nationals take the place of the passport or other nationality certificate and entitle bearers to go ashore.

In the case of the *United Kingdom*, this right also implies admission to British territory in the case of any person possessing a contract of service on another vessel which at the time happens to be in an English port; but a transit visa is necessary if the seaman is a national of a country in respect of which visa requirements have not yet been abolished.

Under an agreement concluded between the *Free City of Danzig* and *Poland*, Polish seamen in possession of service cards are authorised to enter the territory of the Free City.

<sup>1</sup> The authorities of the ports of Bombay and Karachi allow foreign sailors to land if they carry a certificate issued by the captain of the vessel to the effect that they are members of the crew. This certificate must also contain certain declarations and permit of the identification of the bearer.

<sup>2</sup> The Belgian authorities deliver to foreign sailors on Belgian vessels an identity certificate with finger-prints and satisfactory proofs of identity; a discharge book is delivered to Belgian sailors under the Belgian flag with the exception of captains, masters of coasting vessels and the master and crew of fishing vessels.

*France*, moreover, has announced her intention of subsequently communicating full particulars of all agreements allowing the ship's officers and seamen of certain countries facilities for disembarking in French territory.

Lastly, the *Swedish Government* has decided, in pursuance of the regulations in application of the law relating to the residence of foreigners in Swedish territory, to accept the service cards of the seamen of certain countries, with which special agreements have been concluded for the purpose, as a valid identity document.

### B.

In certain countries the practice of the authorities is less stringent than the actual provisions of the laws in force or, in the absence of specific legislation, is based upon local custom. Thus sailors are allowed ashore on production of their service cards or of other identity papers in *South Africa*, *British Colonies*, *Protectorates and territories under British mandate*, the *Irish Free State*, *Sweden*, *Portugal*, *Danzig*, if the service card is in order—in the City of Danzig it is even sufficient that the crew of a vessel in the port of Danzig should be in possession of certificates issued by the captain and bearing the name both of the holder and of the vessel.

Finally, permission to go freely ashore is as a rule granted to all foreign sailors belonging to the crews of vessels during their stay at Australian, Cuban, Danish, Icelandic, Netherlands, Yugoslav and Japanese ports. In *Japan*, however, such permission is only granted if proof is forthcoming that the applicants are *bona fide* seamen; in *Cuba* such permission is only granted to officers in uniform, and the *Indian Government* authorises only British seamen to land with no formalities.

### C.

The present report would not be complete unless some reference were made to the suggestions and observations which have been made by various Governments.

In the first place, it should be noted that the Governments of the *Argentine* and *Canada* announce that they are engaged upon an examination of the whole question with a view to a revision of their regulations on the subject. The same is true of *Ecuador*, which will examine the liberal system recommended by the Advisory and Technical Committee.

The Governments of *Estonia* and *Sweden*—the latter, moreover, would be prepared to give sympathetic consideration to any proposal for the solution of this problem on the international plane—state that they would look with favour upon any simplification of the regime governing the landing of foreign sailors. The *Greek Government* adopts a similar attitude and declares itself in favour of the idea of concluding an international agreement to exempt sailors in possession of discharge books from the necessity of producing passports on going ashore in foreign countries—a measure which Greece had already proposed at the International Labour Conference in 1929. The Governments of *Australia*, *Belgium*,<sup>1</sup> *Denmark*, *India*, *Japan*, *Latvia* and *Spain*, take the view that foreign sailors should be exempted from the necessity of possessing passports and visas: provided that they intend rejoining their vessel before she leaves the port; that they are in possession of other identity papers, such as the service card, or the landing card as proposed by the Belgian Government; that these papers include a photograph, and state the nationality and occupation of those concerned; that they have been issued by the competent national authorities, and are sufficient either to authorise the bearer to return to his country of origin or to procure a national passport without further formality; that these measures cannot favour the introduction and establishment of sailors in foreign countries; and, finally, that it shall be considered that sailors who do not rejoin shall, from the time of the departure of their vessel, cease to benefit from the special regime in their favour and shall come within the scope of the regulations of the country concerning the admission and settlement of foreigners. Further, the *Indian Government* proposes that the identity papers and the attached photograph of sailors shall be renewed every five years.

Nevertheless, the *Latvian Government* is of opinion that the recognition of service cards as sole proof of identity would be open to grave objections in the event of a seaman's landing in a foreign country on the termination of his service on board ship and might well encourage desertion. The *Yugoslav Government*, while recognising that it is desirable that sailors on shore should be in a position to establish their identity, considers that, when landing for a short time only, they should be in possession not of discharge books, which should be retained by the captain of the ship, but of some identity certificate issued by him. This Government would be happy to become a party to a multilateral convention recognising the right of captains to issue to members of their crew going ashore in foreign countries papers certifying membership of the vessel's crew. The *Danish Government*, while willing, if necessary, to waive its insistence upon the production of a passport, is opposed to any recognition of an identity certificate, drawn up in the manner recommended, which would conflict in any way with the Danish law regarding seamen; this provides that the discharge book or certificate of engagement of every seaman forming part of a vessel's crew must be retained by the captain throughout the voyage. The *Finnish Government* states that the regime applied by its authorities appears to work smoothly and well, and that, in consequence, it would appear unnecessary to grant foreign seamen any further facilities. The *Turkish Government* adopts a similar attitude.

<sup>1</sup> The Belgian Government would willingly support the establishment of a draft convention according to the above general data.

### III. INLAND NAVIGATION.

The regulations of the various States on the landing of persons employed in *inland navigation* and the way in which these regulations are carried out in practice may, in view of the replies submitted by Governments, be classified as follows : (1) Special agreements, such as those in force between various States situated on the great international European waterways (the Rhine, the Danube, the Elbe), and the special system in force on the Danube, under which foreign boatmen are granted facilities on the principle of reciprocity ; (2) The general system mentioned by several Governments in their replies.

*Rhine.* — Agreements have been entered into between Germany, France, the Netherlands and Switzerland, as a result of which passport visas as between these four States are no longer required in the case of Rhine boatmen — *i.e.*, captains, crews, pilots coming on board, and all members of the families of boatmen belonging to these three classes, provided they live on board.

A red stamp, worded in three languages (German, French and Dutch), and placed on the passport by the authorities of the country of which the holder is a national, is evidence of the fact that he is to be regarded as a Rhine boatman.

Persons provided with these visas are entitled to travel freely on the river, its tributaries and its connecting canals, to draw alongside the banks, to enter the ports and to move about freely in the riparian communes during the stay of the vessel for the purpose of obtaining supplies or for the needs of the inland navigation service.

These agreements have subsequently been extended to Belgium.

The persons concerned are also permitted to travel over certain railway lines parallel to the Rhine and over those directly connecting up the main Rhine navigation centres. Further, they may cross the river bridges.

By the application of agreements entered into between their respective Governments regarding the suppression of passports and consular visas in favour of all nationals of the contracting countries, Belgian, French, Netherlands and Luxemburg boatmen can enter these countries on presentation of an official document, with photograph, mentioning their nationality and identity.

The Belgian Government does not consider it practicable to extend these facilities for the landing of boatmen.

*Danube.* — The personnel employed by the shipping companies and families living on board with such personnel are provided by the companies with identity certificates, to which a photograph is attached. These certificates entitle the holder to cross the frontier of riparian States without showing a passport. A practice has also arisen by which the Danube States allow such persons to stay on shore as long as the vessel remains in their territory ; in such circumstances, pay-books or discharge books containing a photograph and an identity certificate supplied by the employer are regarded as official identity certificates. These identity certificates must be shown on a crew list kept on board in duplicate, on which the holder of the certificate must sign a receipt. The list and certificates are checked at the frontier by the police, who keep one copy of the list ; the other copy, stamped by the police, is kept by the captain and submitted to the competent authorities on leaving the country.

In Germany, these facilities are granted upstream as far as Ratisbon and, in special circumstances, also on the railways, provided that the holder has, in addition to his identity certificates, an official order from the company concerned to undertake an urgent journey between the headquarters or a branch of the company and some other establishment of the business or the port where the vessel is staying ; in such circumstances, the land frontier must be crossed at the frontier station of Passau.

In Czechoslovakia, official instructions and the identity card with photograph are accepted in lieu of the Czechoslovak passport and visa in the case of employees of the Bavarian Shipping Company.

An agreement has been come to between Czechoslovakia and Yugoslavia by which travelling orders issued, in connection with the business, by shipping companies established in Yugoslavia or Czechoslovakia to their respective employees and accompanied by identity papers bearing a photograph are accepted in lieu of the Czechoslovak or Yugoslav passport and visa as the case may be. Similar arrangements have been made between Austria, Czechoslovakia, Germany and Hungary.

On the basis of special arrangements concluded between Austria, Roumania and Yugoslavia, crews of Austrian vessels are permitted to cross the Roumanian and Yugoslav frontier without passports or special visas, provided that they carry identity cards or personal employment books bearing the photograph and signature of the holder, together with a service order mentioning the purpose of the journey. If it is desired to cross the frontier into Yugoslavia, the document must also bear the seal of a Yugoslav consul. No charge is made for this.

*Elbe.* — Under the terms of the regulations established between Germany and Czechoslovakia on April 5th, 1928, members of the crews of Elbe vessels are not required to carry passports. They are allowed to pass through the Customs and to pursue their calling on presentation of a travel card issued by the competent authorities. If the bearer of this document has left his vessel with the consent of the captain, in order to return home by the shortest route, he is even allowed to cross the frontier provided that the captain's consent is authenticated by the police at the place where the bearer disembarked. This rule is applicable

to persons in charge of vessels, provided they possess a travel card and a navigation certificate. Negotiations are contemplated between the two Governments with a view to the acceptance of the certificate in lieu of a passport on crossing the frontier.

*General System.* — In the territory of the *Free City of Danzig*, the ordinary passport regulations are enforced.

In *Finland*, inland navigation personnel is subject to the same regulations as those applied to seamen.

In *France*, there are no special provisions for personnel employed on the French inland navigation system. Such persons are subject to the same regulations as their compatriots in other occupations and must therefore carry a passport without visa, or simply an identity card. No serious difficulties have arisen in connection with this system, and the issuing of a special professional identity certificate would not in practice lead to any further simplification. The system might with advantage be extended to inspectors of crews employed by the various inland navigation companies.

*Netherlands.* — Permission is given in every case to crews of river vessels to land in Dutch ports on shore leave.

*Portugal.* — Inland navigation personnel are permitted to land in Portuguese ports on presentation of their discharge books.

*The Saar.* — Under the existing regulations, any person possessing a passport or merely an official identity certificate may enter the Territory provided that he submits within three days a declaration of residence. No charge is made for this declaration.

*Switzerland.* — No difficulties arise in practice in connection with the crossing of the frontier by inland navigation personnel. The employees of the shipping companies on the various lakes enter Swiss territory without any identity certificate, or on production of the permit valid for the minor frontier traffic.

#### IV. CONCLUSIONS.

##### MARITIME NAVIGATION.

It appears, from the replies received in Geneva, that the Governments, whenever practicable, are anxious that every possible facility should be given to enable officers and men of the mercantile marine to go on shore; many countries, indeed, have in this connection already established a definite system or countenance a practice of an extremely liberal character. Some countries, on the other hand, still feel bound to exercise a certain supervision over sailors, and apply measures designed to prevent them from leaving their vessels without the permission of the captain and from breaking their contract of service. Several countries, however, more particularly, immigration countries and those in which there is much unemployment, try to guard against the danger of foreign sailors landing in the country and remaining there after the departure of the vessel, thus evading the supervision of the immigration, labour, health and other authorities. In these circumstances, it does not seem likely that the Advisory and Technical Committee can at the present stage take definite steps to settle the problem. It would appear preferable that the present report should be supplemented by a fuller study of the problem, and it is suggested that this study might be prepared by the Secretariat in the form of a supplementary report dealing particularly with the following points:

1. Reciprocal arrangements by which, in the case of seamen coming on shore, service cards would be accepted as identity cards in lieu of national passports, and of visas if required, such cards to cover the stay of the vessel in the port and to be valid only for the port and its neighbourhood.
2. Adoption of a single form of service card.
3. Provision for a certificate to be issued by the captain of the vessel to the members of the crew, which would be recognised as an identity card in cases where the laws of the country require the captain to retain possession of the service card. This certificate would, in such circumstances, have the same validity as the service card so far as the port authorities were concerned.
4. Provision of a uniform type of crew list. This list would, in principle, be prepared under the responsibility of the captain and would normally be accepted as evidence in cases where the local port authorities desired to verify the service cards or certificates supplied in lieu thereof.
5. Regulations for the transfer of seamen from one vessel to another. Arrangements should be made for facilitating such transfers in a foreign port, provided the parties concerned are in agreement. A practical and equitable arrangement should be made to deal with other cases and also for cases in which there is no intention of rejoining the vessel.
6. Admission to hospital.
7. Treatment of deserters.



8. Provisions for administrative formalities, taxes and other fiscal dues. Such formalities as may be found indispensable should, if carried out by local or consular authorities, be made as simple as possible and should be exempted from any tax or fiscal dues. Any tax levied should be limited to the strict minimum and in no case should it exceed the cost of the service rendered (legalisation, verification, etc.).

The supplementary report should be submitted to the Permanent Committee for Ports and Maritime Navigation for a preliminary examination. This Committee would inform the Advisory and Technical Committee of the results of its enquiry. The latter Committee could then decide what further steps, if any, should be taken to deal with this matter.

#### INLAND NAVIGATION.

Generally speaking, the present position regarding the landing of personnel employed in inland navigation appears to be satisfactory.

As regards the Rhine and the Elbe, the identity documents introduced by agreement between the Governments interested in the navigation of these river systems appear to be practical in character and such as to afford considerable facilities as regards both freedom of movement and supervision and control.

On the Danube, a working system has been established for dealing with personnel employed in international navigation, and it does not seem to give rise to any complaints on the part of the personnel concerned. In these circumstances, it might perhaps be of advantage, before considering the conclusion of agreements on this subject, to ascertain whether, if such general agreements were made, the States concerned would be prepared to grant the facilities at present accorded in practice. It would therefore appear desirable that semi-official information should be collected on this point and, in the event of such information proving satisfactory, the Secretariat might be requested to submit to the Advisory and Technical Committee a new report with a view to any further steps which might usefully be taken in this connection.

Finally, as regards the other States mentioned in the report, there would not appear to be any difficulties as regards the landing of persons employed in inland navigation.

\* \* \*

#### ADDENDUM.

EXTRACT FROM THE REPLY OF THE POLISH GOVERNMENT, DATED MAY 20TH, 1932.

Foreign officers and seamen are allowed to land and stay in Polish ports without having to submit identity papers issued in due form and bearing the Polish visa, as required in principle by law.

The seaman's identity booklet issued in accordance with the laws of the country of birth or the country in which the seaman was signed on, certifying that the holder has been signed on in accordance with the regulations, is sufficient, under Polish law, to entitle the holder to stay in a Polish port.

If the holder wishes to go into the interior, he has only to obtain a permit, issued on the spot by the competent administrative authorities, subject to the conditions laid down in various ministerial decrees.

Existing law provides no special facilities with regard to the formalities for inland navigation personnel, except those granted to the personnel of German vessels, who may travel freely in transit between East Prussia and the Reich in conformity with the 1921 Convention concluded between Poland and the Free City of Danzig and the Reich.

Polish inland navigation personnel receive passports free of charge.

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#### ANNEX 3.

[C.58.1932.VIII.]

January 18th, 1932.

### REPORT TO THE COUNCIL BY THE POLISH REPRESENTATIVE CONCERNING THE RESULTS OF THE FOURTH GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT.

The Fourth General Conference on Communications and Transit was held at Geneva from October 12th to 24th, 1931. Forty-four Governments were represented, among which were several Governments of non-member States, including those of the United States of America, Egypt and Turkey. Mexico, which has been a Member of the League since the last Assembly, also sent a delegate to the Conference. Without going into any details, these facts are sufficient to show the interest attached, not only by the States Members, but also by the non-member States, to the work of the Communications and Transit Organisation.



During the general discussion on the work of the Advisory and Technical Committee since the previous Conference, the last Conference reviewed the chief questions dealt with and made interesting suggestions for the future, particularly as regards the creation of a negotiable document for the international transport of goods by rail — a question with which I shall deal in detail later. It also drew the Advisory and Technical Committee's attention to the importance of studying and recommending, in collaboration with the interested Governments, any measures which might be calculated to remove the barriers to maritime navigation.

The Conference also had to consider the measures to be taken in cases of serious events likely to interrupt routes of communication; this was a question regarding which the Advisory and Technical Committee had submitted to the Conference a draft recommendation and a draft protocol supplementary to the Convention on the International Regime of Railways. The majority of the delegations to the Conference expressed their preference that the text to be adopted by the Conference in this connection should take the form of a recommendation. This solution was therefore adopted by the Conference. The recommendation voted refers to the measures to be taken in cases of serious interruption of transit routes. It provides that, should international transit through the territory of one or more States suffer serious interruption, those States whose means of transport could be of help in establishing traffic temporarily in place of the interrupted traffic should co-operate in the establishing of this temporary traffic.

The Conference also proceeded to an examination of the expediency, from the economic and social standpoint, of stabilising the movable feasts and of simplifying the Gregorian calendar. The discussion on the two latter points was of the greatest interest. This was the first time that a Conference of Government representatives had been called upon to proceed to an exchange of views on questions concerning the measurement of time and the organisation of economic and social life in relation to the calendar. They aroused keen interest in the most varied quarters.

As regards the first of these points, the almost complete unanimity of opinion of the delegations present was most impressive. The Conference was accordingly able to adopt an Act on the economic and social aspects of fixing movable feasts, which concludes that the common good calls for such stabilisation. The Conference asks the Council to bring this Act to the notice of the religious authorities concerned, expressing the hope that they will consider in the most favourable spirit what action they may take in the matter. I presume that my colleagues will agree with me that we should fall in with the wish expressed by the Conference. The Act in question, however, provides for the accession of Governments until May 1st, 1932. I therefore propose that we should wait until this date before making the proposed communication to the religious authorities concerned. The Conference also requested the Council to notify the Governments invited to the Conference before April 30th, 1933, of any views expressed by the religious authorities on this Act and on the action which they might propose to take upon it. The Secretary-General should therefore be asked to communicate these replies to the Members of the Council in due course.

As regards the second point, the Conference adopted a resolution deciding to transmit to the Governments invited to the Conference a detailed survey of the Conference's discussions regarding the economic and social aspects of the simplification of the Gregorian calendar. According to this survey, the delegations were almost unanimous in coming to the conclusion that the present was not a favourable time, taking into account the state of opinion, for proceeding with a modification of the Gregorian calendar. Most of the delegations, however, expressed the opinion that it would certainly be desirable in principle to secure a simpler measure of time more accurately appropriate to the needs of modern economic and social life. While the Conference judged that, taking into account the situation as a whole, it was not expedient to pronounce on the actual principle of the reform of the calendar, it nevertheless considered that the efforts of the Advisory and Technical Committee and of its Special Committee for the Reform of the Calendar, as well as of the different National Committees set up at its request and of the Preparatory Committee for the Conference, had not been in vain; for public opinion as a whole had now, for the first time, begun to be in a position seriously to discuss the advantages and drawbacks of the simplifications of the Gregorian calendar. It was also the first time that Governments had been brought to regard the simplification of the calendar as a definite question capable of discussion between them in the course of official deliberations.

Again, the Conference asked the Advisory and Technical Committee to keep the Governments regularly informed of the efforts which would continue to be made for the purpose of enlightening opinion. The Advisory and Technical Committee would thus continue its task, which had always consisted, not only in particular propaganda, but in the impartial enlightenment of public opinion on an economic and social problem which, as experience had shown, aroused a lively interest in a large number of countries throughout the world.

Lastly, the Conference proceeded to the renewal of the Advisory and Technical Committee for Communications and Transit. As a result of this renewal, the following States are at present entitled to appoint members of the Committee: Argentine Republic, Belgium, the United Kingdom, China, Cuba, Czechoslovakia, Denmark, Finland, France, Germany, Hungary, Italy, Japan, Poland, Portugal, Spain, Switzerland, Uruguay.

At a time when the Conference has just renewed the Advisory and Technical Committee, the Council will no doubt wish to thank the members of the old Committee most warmly for the manner in which they have performed their task in the last four years.

In accordance with precedent, all the international organisations which had participated in the work of the Advisory and Technical Committee were invited to attend the Conference in an advisory capacity. Accordingly, a large number of organisations representative of different branches of transport — such as the International Chamber of Commerce, the International Railway Union, the International Central Railway Transport Office, the International River Commissions, the International Commission for Air Navigation, the International Air Traffic Association, etc. — took an active part in the discussions on the Memorandum concerning the principal questions studied by the Advisory and Technical Committee since the Third General Conference.

Furthermore, various religious authorities and different organisations appointed representatives to attend the Conference as observers. The representatives of these authorities and organisations who expressed such a desire were heard by the Conference. I may mention that the Conference was thus attended by observers from, among others, the Church of England, the Universal Council for Life and Work, the International Israelite Committee concerning the Reform of the Calendar, and the General Conference of Seventh-day Adventists. Among the international organisations which were heard may be mentioned the International Religious Liberty Association, the World Calendar Association, etc.

I have already mentioned, in the first part of my report, the resolution adopted by the Conference with regard to a negotiable document for the international transport of goods by rail. In this resolution, the Conference recommended the Council to draw the attention of the Governments to the importance of the problem in order that a practical solution might be adopted within the shortest period compatible with the provisions of the International Convention on the Transport of Goods by Rail. I think it may be well to state in somewhat greater detail in what form this question arose before the Communications and Transit Organisation. It was at the request of the International Chamber of Commerce that the Advisory and Technical Committee first approached the question and set up a Special Committee to study it. In accordance with the wish expressed in the Conference's resolution, the Communications and Transit Organisation has had the study of the question pursued by this Special Committee. As will be seen from the letter of the Chairman of the Advisory and Technical Committee (see document C.38), the Special Committee arrived at certain conclusions, and its general report will be communicated to the Governments by circular letter.

The Chairman of the Advisory and Technical Committee also communicated the report to the Council. Without wishing to go into the details of this report, I think the following general conclusions may be drawn from this report and from the discussions which the Fourth General Conference devoted to the problem :

(1) There is no doubt that trade and production regard the negotiable document for transport by rail as an extremely useful means of facilitating the exchange of goods in international relations. They consider it as an indispensable instrument for certain financial operations or for measures to be taken in the course of the transport of goods.

(2) The railway administrations which are members of the International Railway Union seem ready to meet the wishes of trade in so far as they regard them as compatible with the exigencies of their services and with operating possibilities.

(3) Lastly, the Special Committee is of opinion that it is possible to consider a solution which would give trade the facilities it demands and which would not impose on the railways burdens materially greater than those which they are themselves willing to assume.

I should add that a negotiable document for the transport of goods by rail has been successfully employed for a long time past in America, and that it was formerly used in certain parts of Europe for international transport — for example, between Russia and Finland. Furthermore, at the Fourth General Conference, several Governments expressed the desire to introduce a negotiable transport document in railway communications in the near future.

It is not for the League of Nations, but for the Conference for the Revision of the Berne Convention, to take a decision with regard to the possible introduction of a negotiable document for the transport of goods covered by the Berne Convention. It would therefore perhaps be well for the Council to recommend the Governments, with a view to the instructions they may think fit to give their delegates at the Revision Conference, to proceed to a careful study of the problem with a view to placing the question on the agenda of the Conference.

I have the honour to propose to the Council the adoption of the following three resolutions :

“ (1) The Council,

“ Reserving the right to examine separately all the proposals of the Fourth General Conference on Communications and Transit requiring positive action on the part of the Council :

“ Expresses its satisfaction at the success achieved by the Conference, and warmly thanks the President of the Fourth General Conference appointed by the Council.

“ The Council requests the Secretary-General to convey to the members of the Advisory and Technical Committee whose term of office expired during the Fourth General Conference its warm thanks for the work done by the Committee between the Third and Fourth General Conferences.

“ (2) The Council,

“ Having noted the Act regarding the economic and social aspects of fixing movable feasts adopted on October 20th, 1931, by the Fourth General Conference on Communications and Transit ;

“ Having observed that, according to the said Act, Governments which did not vote during the Conference for the declaration contained therein may inform the Secretary-General of the League of Nations before May 1st, 1932, that they endorse this declaration :

“ Decides to bring the Act regarding the economic and social aspects of fixing movable feasts to the notice of the religious authorities concerned upon the expiration of the period mentioned above, expressing the hope, at the same time, that they will consider in the most favourable spirit what action they may take in the matter.

“ The Secretary-General is requested to communicate to the Council in due course any views communicated to him by the religious authorities on the Act regarding the economic and social aspects of fixing movable feasts and on the action which they may propose to take on it.

“ (3) The Council,

“ Having noted the resolution adopted by the Fourth General Conference on Communications and Transit with regard to the creation of a negotiable document for the international transport of goods by rail :

“ Draws the attention of the Governments to the importance of this problem, particularly for classes of transport subject to the provisions of the International Convention concerning the Transport of Goods by Rail (C.I.M.), requesting them to examine it in the most favourable spirit and to take the necessary steps to enable the next Conference for the Revision of the Berne Convention to deal with this problem and to find an adequate solution.”

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ANNEX 4.

[C.38.1932.VIII.]

NEGOTIABLE DOCUMENTS FOR THE INTERNATIONAL TRANSPORT  
OF GOODS BY RAIL.

LETTER, DATED NOVEMBER 24TH, 1931, ADDRESSED BY THE CHAIRMAN OF THE ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS AND COMMUNICATED TO THE COUNCIL.

The Advisory and Technical Committee for Communications and Transit decided at its thirteenth session, held in March 1929, to appoint a special committee of enquiry into the question of the negotiability of railway transport documents. This Special Committee, which held two sessions, one in October 1930 and the other in November 1931, has just completed its work by drawing up a general report.

I have the honour, on behalf of the Advisory and Technical Committee for Communications and Transit, to transmit the Special Committee's report<sup>1</sup> to you herewith, requesting you to communicate it to the various Governments in accordance with the resolution adopted on October 22nd, 1931, by the Fourth General Conference on Communications and Transit.

Further, I would request you to bring the report to the notice of the Council, which at its next session will be informed of the results of the Fourth Conference. These include the above-mentioned resolution regarding the question of the negotiability of railway transport documents, in which resolution the Conference asks the Council to take definite action.

(Signed) S. DREYFUS.

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<sup>1</sup> Document C.981.M.546.1931.VIII.

ANNEX 5.

[C.C.T.513.]

May 20th, 1932.

NOTE BY THE SECRETARIAT CONCERNING THE ACT REGARDING THE ECONOMIC AND SOCIAL ASPECTS OF FIXING MOVABLE FEASTS.

At its session of January 1932, the Council examined the results of the Fourth General Conference and adopted the following resolution :

“ The Council,

“ Having noted the Act regarding the economic and social aspects of fixing movable feasts adopted on October 20th, 1931, by the Fourth General Conference on Communications and Transit ;

“ Having observed that, according to the said Act, Governments which did not vote during the Conference for the declaration contained therein may inform the Secretary-General of the League before May 1st, 1932, that they endorse this declaration :

“ Decides to bring the Act regarding the economic and social aspects of fixing movable feasts to the notice of the religious authorities concerned upon the expiration of the period mentioned above, expressing the hope at the same time that they will consider in the most favourable spirit what action they will take in the matter.”

The Secretary-General of the League communicated this Council resolution by circular letter to all States invited to the Fourth General Conference, except those which, at the Conference, had voted for the Act regarding the economic and social aspects of fixing movable feasts, and requested them to state, before May 1st of this year, whether they desired to endorse the declaration contained in the Act.

The following list shows those States which have *endorsed the declaration* contained in the Act regarding the economic and social aspects of fixing movable feasts, either by vote at the Conference or by endorsement communicated in reply to the circular letter of the Secretary-General :

Albania	Finland	Nicaragua
Australia	France	Portugal
Belgium	Germany	Spain
United Kingdom	Greece	Sweden
Canada	Hungary	Switzerland
Chile	Italy	United States of America
Denmark <sup>1</sup>	Latvia	Venezuela
Egypt	Luxemburg	Yugoslavia
Estonia	Netherlands	

The Governing Commission of the Saar Territory and the Free City of Danzig have also endorsed the above declaration.

The following States have declared that they *do not desire to endorse the declaration* :

Austria	Japan	Poland
Colombia	Norway	Union of South Africa
Irish Free State		

The communication to be addressed to religious authorities in pursuance of the Council resolution is now in course of preparation.

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ANNEX 6.

[C.C.T.506 and 506 (a).]

February 23rd, 1932.

NOTE BY THE SECRETARIAT CONCERNING THE LEAGUE WIRELESS STATION.

The construction of the buildings, which was entrusted to the Société Radio-Suisse, was completed on July 15th, 1931, and the assembling of the material and of the transmitters was begun immediately.

According to the terms of the contracts, the installation and equipment of the station were to be fully completed by December 1st, 1931. The position as regards the work at

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<sup>1</sup> The Danish Government expressed some doubt as to the advisability of adopting the period April 9th-16th for Easter.

Prangins and Colovrex was such, however, that it was anticipated that several contractors would be unable to keep their engagements regarding time-limits owing to delays in the manufacture of material. In order to determine the state of affairs officially on the spot, and to fix fresh time-limits, the representatives of the various companies were requested to come to Geneva to meet Dr. Jaeger, member of the Advisory Committee on Wireless Technical Questions. On November 16th and 17th, 1931, the different delays were discussed, the Directors and the Engineer of the Société Radio-Suisse being present. Fresh time-limits were fixed and were accepted by the contractors. These time-limits were to enable the station to begin operations by February 2nd, 1932, the date of the opening of the Disarmament Conference; and by dint of the efforts they made, the contractors succeeded in installing their material before that date.

The Radio-Nations station therefore began to operate on February 2nd, 1932, and direct communications were immediately established with Japan, China and North America.

According to Article 6, paragraph 3, of the Agreement concluded between the Secretary-General and the Société Anonyme Radio-Suisse, the League of Nations reserves the right to utilise the short-wave station for official communications with North America. According to the Agreement, this station may be utilised for other communications with that country only at the request of the Société Radio-Suisse. As an exception, the latter has, however, consented during the Disarmament Conference to send Press traffic through our station in order to utilise these direct communications as much as possible. The Swiss Administration, in agreement with Radio-Suisse, has declared its willingness to allow this exception, on condition that transmissions concerning commercial traffic for North America are strictly limited to the duration of the Disarmament Conference and that the Swiss Administration and the Société Radio-Suisse do not suffer financially. An agreement settling the financial side of the question has been concluded with the Société Radio-Suisse for the duration of the Disarmament Conference.

The Technical Committee, which met from January 30th to February 1st, 1932, decided provisionally to accept the material installed, on condition that the necessary tests should be made at a later date. Final acceptance of the material will probably take place in July. The Advisory Committee on Wireless Technical Questions will then discuss the delays in the delivery of material which occurred contrary to the stipulations contained in the contracts.

A special agreement has been concluded with the Marconi Company, which was unable to complete the installation of its material at Prangins by February 2nd, 1932. According to this agreement, the Marconi Company is to lend its material to the Société Radio-Suisse for the first period of the Conference. It is stipulated that, during this time, the station will work under the supervision and on the responsibility of the staff of the Marconi Company, which will resume its work immediately after the first period of the Disarmament Conference with a view to the completion and final assembling of its material.

The Swiss Federal Council has been notified that, in agreement with the Société Radio-Suisse, the short-wave station of Radio-Nations was officially opened for operation from February 2nd, 1932. This date accordingly constitutes the starting-point of the period of ten years referred to in Article 13, paragraph 1, of the Agreement concluded on May 21st, 1930, between the Swiss Federal Council and the Secretary-General of the League of Nations. This agreement concerns the establishment and operation of the wireless installation near Geneva.

The communications established have given full satisfaction.

It has, for instance, been possible to maintain direct communication with Shanghai and remain in permanent touch with the Commission of Enquiry there. Three reports of this Commission have already been sent to Geneva direct through our station.

In direct communication with Japan, technical difficulties were encountered at first, but these have since been considerably reduced.

Communication with North America has not given rise to any difficulties. It has indeed been possible to carry out a few radio-telephonic demonstration calls between Geneva and New York, which proved entirely satisfactory.

\* \* \*

#### ADDENDUM.

May 26th, 1932.

After the first period of the Conference for the Reduction and Limitation of Armaments, the Marconi Company resumed its work and completed the final assembling and adjustment of its material at the end of May.

The different tests stipulated were carried out under the supervision of the wireless expert of the League Secretariat and did not give rise to any difficulties.

It has been arranged for the Advisory Committee on Wireless Technical Questions to meet on about June 20th, 1932, for the final acceptance of the material.

The direct service with Japan has improved to such an extent that it has not only given full satisfaction, but has proved that it constituted one of the best communications between Europe and the Far East.

Several radio-telephonic calls have taken place between Geneva and New York, and also between several other towns in Switzerland and the two broadcasting systems in America, the National Broadcasting Company and the Columbia Broadcasting Company. In most cases these calls gave entirely satisfactory results.

The service with South America will be opened on June 1st for official traffic and commercial traffic.

ANNEX 7.

[C.C.T.514.]

May 19th, 1932.

REPORT OF THE COMMITTEE OF EXPERTS APPOINTED TO STUDY  
A QUESTION CONNECTED WITH THE PETITION SUBMITTED TO THE  
COUNCIL BY THE ZELTWEG-WOLFSBERG AND UNTERDRAUBURG-  
WÖLLAN RAILWAY COMPANY, VIENNA.

The Council of the League of Nations, having had a petition submitted to it, under Article 320 of the Treaty of Saint-Germain-en-Laye, by the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Company, Limited, Vienna, decided, before placing this question on its agenda, to ask the Advisory and Technical Committee for Communications and Transit to submit to it at an early date a report which would enable it to take a decision with full knowledge of the facts. The Chairman of the Advisory and Technical Committee appointed the following committee to study this question : M. E. L. ELIAS, Secretary-General of the Netherlands Railways ; M. C. M. GRIMPRET, Councillor of State, Director-General of Railways in the French Ministry of Public Works ; M. VOGEL, Ministerial Director in the German Ministry of Communications.

At its session on March 2nd and 3rd, 1932, the Committee examined the documents submitted to it<sup>1</sup> (see list below).

It heard the explanations given by the representatives of the Austrian and Yugoslav Governments, and by the petitioning company.

Its observations and conclusions are set out hereunder.

The Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Company, Vienna, built in 1898 and 1899 two railway lines, one from Zeltweg to Wolfsberg and the other from Unterdrauburg to Wöllan, and obtained in the former State of Austria a concession for these railways for ninety years from June 22nd, 1897. The two lines have been operated under a contract concluded by the company with the Austrian State Railways, which owned the Wolfsberg-Unterdrauburg line.

The members of the Committee and the representatives of the two Governments all agreed that, if the case were one of a singly owned line cut in two by the new frontier, Article 320 of the Treaty of Saint-Germain would be applicable.

The representative of the Yugoslav Government observed that this was not a continuous line, but two separate lines, one at present in Yugoslavia and the other in Austria, and for that reason, in his opinion, Article 320 did not apply.

The experts hold that the circumstances under which these two lines were declared to be of public utility and were built and operated show that they really form part of one and the same system within the meaning of Article 320, which accordingly is applicable to them. These two lines are really nothing more than prolongations of the Wolfsberg-Unterdrauburg line, which belongs to the Austrian State, which operated the Zeltweg-Wöllan line<sup>2</sup> from end to end.

It should be noted that, from the financial point of view, these two lines have always been treated as one.

Article 320 says that disputes on which agreement cannot be reached shall be submitted to arbitrators appointed by the Council of the League of Nations.

As the Act of Concession includes clauses for the buying-up of lines, and as the principle of buying-up is accepted by the Yugoslav Government and by the petitioning company, the experts think that, at the present time, there is no reason to suppose that the conclusion of an agreement is impossible.

On the contrary, they believe that an arrangement of this kind should be possible, and that six months would be enough for the purpose.

Geneva, March 3rd, 1932.

(Signed) E. L. ELIAS, GRIMPRET, VOGEL.

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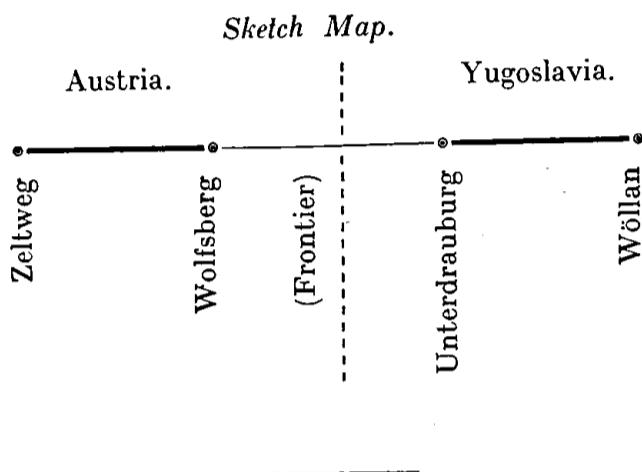
LIST OF DOCUMENTS SUBMITTED TO THE COMMITTEE OF EXPERTS.

1. Letter dated January 15th, 1931, from the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Co., Ltd., requesting the appointment of arbitrators.
2. Reply from the Yugoslav Government, dated December 10th, 1931, to this request.
3. Communication from the President of the Council concerning the inclusion of this request in the Council's agenda.
4. Reply from the Austrian Government, dated January 30th, 1932, to the request of the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Co., Ltd.
5. Explanatory letter from the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Co., Ltd., dated February 11th, 1932.

<sup>1</sup> The documents mentioned in the list may be consulted at the Secretariat of the Communications and Transit Section.

<sup>2</sup> See sketch, page 48.

6. Act of Concession dated June 2nd, 1897 (*Bulletin of the Laws of the Austrian Empire*, No. 152), and opinion of the Ministry of Railways, dated March 24th, 1902 (*Bulletin of the Laws of the Austrian Empire*, No. 62).
7. Articles of Incorporation of the Zeltweg-Wolfsberg and Unterdrauburg-Wöllan Railway Co., Ltd.
8. Contract of operation between the State Railways and the company.
9. Minutes of the ordinary general meetings held from 1901 to 1919, and in 1930.
10. Original cancelled envelopes of the two debenture loans issued in 1897 and 1902 respectively.
11. Draft Law for the Construction of Various Local Railway Lines in 1894, and arguments in its favour (printed document No. 863 of the Chamber of Deputies).
12. Text of the arbitral award given in the case of the dispute between the Sopron-Kőszeg Local Railway Company of the one part, and Austria and Hungary of the other part.
13. Maps.



ANNEX 8.

[C.C.T.519.]

REPORT OF THE BUDGET SUB-COMMITTEE.

At its meeting held on June 1st, 1932, the Budget Sub-Committee considered the draft budget of the Organisation for Communications and Transit for 1933 submitted to the Advisory and Technical Committee, and already approved by the Supervisory Commission (see Annex 10). The Sub-Committee also took note of the original draft budget as prepared by the secretariat of the Organisation for Communications and Transit and submitted to the Supervisory Commission.

It noted that this Commission, rightly desirous, in view of present circumstances, of reducing the budget of the League of Nations as much as possible, had considerably modified the draft budget submitted to it by the secretariat of the Transit Organisation and effected marked reductions upon most items. This applies particularly to item 2, "Meetings of the Organisation for Communications and Transit (Sessions of the Advisory and Technical Committee, other Committees, Sub-Committees and Special Conferences) and Technical Work of Experts", where the reduction was very considerable — namely, from the 156,000 francs budgeted for to 90,000 francs.

In these circumstances, it will unfortunately not be possible to resume in 1933 the normal activities of the Transit Organisation, which, for the same reason, have already been enormously reduced in 1932, especially where the meetings of its various organs are concerned; this may mean that the work done by the Organisation in previous years, and the satisfactory continuation of this work in the future, may be compromised.

The Sub-Committee is fully aware that, in view of the pressing reasons which caused the Supervisory Commission thus to reduce the Transit Organisation's budget, the Advisory and Technical Committee can but accept the figures proposed. At the same time, it considers that the Advisory Committee should stress the fact that the appropriations provided for in the draft budget submitted to it are hardly adequate for the essential execution of the Transit Organisation's work and should express the hope that the Assembly may increase these appropriations, which should, in any case, be considered as quite exceptional.

Further, the Sub-Committee proposes that the Transit Committee should request the Bureau to apportion and use the sum provided for the Organisation's meetings in the best way possible in view of present needs and circumstances, both as regards the meetings of the various committees to be summoned and the convening of any of the conferences for which preparations are already made, or may subsequently be completed.

In conclusion, the Budget Sub-Committee has the honour to propose the following draft resolution for adoption by the Advisory and Technical Committee :

“ The Advisory and Technical Committee,

“ Takes note of the draft budget of the Organisation for Communications and Transit for 1933, as approved by the Supervisory Commission, and adopts the report submitted to it on this subject by its Budget Sub-Committee ;

“ Declares that the very reduced credits provided for in the budget of the Organisation for Communications and Transit are in no way adequate for the essential fulfilment of this Organisation’s task, and recommends that they be increased by the Assembly when it comes to examine the budget of the Transit Organisation ;

“ Requests the Secretary-General of the League of Nations to bring this resolution to the notice of the Assembly.”

ANNEX 9.

[C.C.T. 515].

May 18th, 1932.

DRAFT BUDGET OF THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT FOR 1933, ADOPTED BY THE SUPERVISORY COMMISSION.

SCHEDULE N. — CHAPTER III, ITEM 21.

DETAILED EXPLANATIONS.

Since, in 1932, owing to the Conference for the Reduction and Limitation of Armaments, the work of the Organisation for Communications and Transit could not be pursued in normal conditions and consequently the number of meetings of the various organs of the Organisation had to be reduced to a strict minimum, it is essential that the work of the Transit Organisation should be resumed as actively as possible in 1933, in order that, on the one hand, the work done by the Organisation in the years previous to 1932 should not be compromised and, on the other, that the work done by the Secretariat in 1932 should be duly ratified. It would also be necessary to arrange, in addition to ordinary meetings, for three world conferences, one of which had already been planned for 1932. But since, owing to the need for economies which will still be felt in 1933, it has not been possible to provide sufficient credits in the draft budget to put the programme of the Organisation into operation, it will unfortunately only be possible to carry out part of this programme.

	Estimates			Expen- diture
	1933 Francs	1932 Francs	1931 Francs	1931 Francs
1. General Conference. . . . .	—	—	49,000	23,382
2. Meetings of the Organisation for Communications and Transit (Sessions of the Advisory and Technical Committee, other Committees, Sub-Committees and Special Conferences) and Technical Work of Experts. . . . .	90,000	74,470	136,000	129,193
3. Printing of documents :				
(a) For meetings and other work under subhead 2, excluding conferences. . . . .	12,000	12,000	18,000	18,892
(b) Collection and exchange of information regarding communications and transit (including miscellaneous expenses) . . . . .	8,000	10,500	14,000	5,547
4. Settlement of disputes referred to the Committee and examination of similar questions submitted to the Committee by the Council. . . . .	20,000	20,000	20,000	777
5. Salaries :				
Permanent staff . . . . .	—	—	—	—
6. Travelling expenses (including removal expenses). . . . .	25,000	25,450	30,000	29,964
7. Cablegrams, telegrams and long-distance telephone communications, and miscellaneous	5,000	4,000	5,000	6,150



ANNEX 10.

AIR TRANSPORT CO-OPERATION : RELATIONS BETWEEN THE  
ORGANISATION FOR COMMUNICATIONS AND TRANSIT AND THE  
UNIVERSAL POSTAL UNION.

[C.465.1931.VIII.]

- (a) LETTER, DATED JULY 23RD, 1931, ADDRESSED TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS BY THE CHAIRMAN OF THE ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT AND COMMUNICATED TO THE COUNCIL.

[Translation.]

In pursuance of an Assembly resolution, the Advisory and Technical Committee for Communications and Transit entrusted a special committee of enquiry with the question of the action to be taken on the recommendation unanimously voted by the Committee of Experts on Civil Aviation of the Preparatory Commission for the Disarmament Conference to the effect that efforts should be made to adopt a closer economic co-operation between civil aviation undertakings. This Committee, which met from July 8th to 12th, 1930, under the chairmanship of M. de Brouckère, and which was composed of the officials responsible for civil aviation in a large number of the countries concerned, decided to examine the possibility of establishing a main system of principal air routes designed first and foremost for mail services. A sub-committee was instructed to undertake this examination, dealing particularly with the selection of permanent air routes, the international programme for the equipment of these routes, the methods of operating the system, the preparation of a schedule of standards of performance and particular qualities required of the type or types of machine to be used on these routes, the form of international co-operation to be adopted in operating the air mail service, etc. . . . The necessary information to enable this examination to be conducted has been received from most of the Governments concerned. The Sub-Committee was to meet in the spring of this year. The report of the Advisory and Technical Committee for Communications and Transit submitted to the last Assembly referred to these enquiries, of which special mention was made in the report of the Second Committee to the Assembly.

Meanwhile, since the meeting of the Air Transport Co-operation Committee, and since the meeting of the Assembly, the European postal administrations, doubtless in their capacity as users of air transport, met in conference at the suggestion of the Belgian Government, and initiated similar enquiries. These led to a fresh conference of postal administrations at Prague at the beginning of June last.

Although the Organisation for Communications and Transit has received no communication whatever from the Office of the Universal Postal Union on this work of the Union's, the Chairman of the Air Transport Co-operation Committee felt that every effort should be made, not only to avoid duplication of work, but also to organise the work which the League had undertaken so as to permit of full co-operation between those postal administrations which use air transport and are in a position to estimate their requirements in air transport and the Air Transport Co-operation Committee, as representing the point of view of the technical experts. He therefore decided not to convene the sub-committee of the Air Transport Co-operation Committee until the results of the deliberations of the postal administrations, begun in Brussels, continued in Prague, and apparently due to finish next autumn at a fresh conference in Brussels, were known. At the same time, a suggestion, supported by the Belgian Government, was made to ensure that a representative of the Advisory and Technical Committee for Communications and Transit should attend the Prague Conference in order to ensure that the work of the Universal Postal Union was linked up with the work of the Organisation for Communications and Transit.

Following this suggestion, the Conference of the Universal Postal Union, held at Prague, adopted the following resolution :

“ The Czechoslovak postal administration submitted the point of view of the Committee for Communications and Transit to the Air Mail Conference at its preliminary meeting this morning, at which all the postal administrations were represented, except that of Russia.

“ After a lengthy discussion, the representatives of the postal administrations unanimously decided that they regretted their inability to adopt the Advisory Committee's point of view, since the Conference was exclusively postal, and never since its foundation had the Universal Postal Union invited to conferences summoned in accordance with the rules of the Union any organisation other than a postal organisation, even in the capacity of observer.

“ The Conference recalled that the London Conference held in 1929 adopted a similar resolution. As regards the forwarding of the various documents drawn up by the Conference, there was no objection to this, since it would be done through the diplomatic channels of each of the countries concerned.”

It is clear from this resolution that the Universal Postal Union is of opinion that it is entitled to refuse to enter into direct relations with an organisation of the League. If this view were accepted, it would be impossible for a League organisation to study questions which

could only be examined with the co-operation of postal administrations. In particular, it would be impossible for the Organisation for Communications and Transit to study seriously even general questions relating to air transport in Europe, since such transport involves not merely the civil aviation administrations, but also the postal administrations. Such an attitude scarcely seems compatible with the intentions of the authors of Article 24 of the Covenant of the League of Nations.

I should be obliged if you would bring this letter before the Council of the League.

I feel it would be of advantage to add, for the Council's information, that no difficulty of this nature has previously arisen in connection with co-operation between the Transit Organisation and the International Unions other than the Universal Postal Union, and that the Transit Organisation was represented both at the Conference of the Telegraphic Union and at the Conference of the Berne Union on Rail Transport.

(Signed) S. DREYFUS.

[C.579.1931.VIII.]

September 19th, 1931.

(b) REPORT TO THE COUNCIL BY THE POLISH REPRESENTATIVE.

The Council has taken cognisance of the letter from the Chairman of the Advisory and Technical Committee for Communications and Transit concerning the relations between the Communications and Transit Organisation and the Universal Postal Union in connection with the work undertaken by the Communications and Transit Organisation in the sphere of air transport co-operation.

The Council has always attached the greatest importance to this work relating to the international organisation of air transport. It has not forgotten that the efforts of the Transit Organisation were undertaken in consequence of a recommendation unanimously voted by the Sub-Committee of Experts on Civil Aviation of the Preparatory Commission for the Disarmament Conference. The Council is further aware that it is impossible to study the organisation and operation of air transport without giving due prominence to postal traffic. The Air Transport Co-operation Committee of the Transit Organisation must not and does not intend to take the place of the Postal Administrations, or of the Universal Postal Union, in questions within their province, but, in order to carry out its task, it must obtain from the postal organisations particulars as to their requirements and the necessary information with regard to their traffic, etc. On the other hand, it is clear that the postal organisations are alone responsible for decisions in questions such as postal charges. Co-operation in some form or other between the Postal Administrations and the Air Transport Co-operation Committee of the League of Nations appears indispensable.

The Council will also approve the intention of the Air Transport Co-operation Committee to avoid any overlapping with the work of other existing organisations, such as the Universal Postal Union. Co-operation between the Universal Postal Union and the Transit Organisation on the same lines as the present co-operation between the Transit Organisation and all the other unions seems to be the only means of preventing the Transit Organisation from being compelled to obtain for itself the opinion of the postal administrations or the advice of experts in postal questions.

The Council therefore trusts that direct contact will be established without delay between the Universal Postal Union and the Communications and Transit Organisation in order that the important work undertaken may be carried out as satisfactorily and speedily as possible, through mutual goodwill and combined efforts.

I have the honour to submit the following resolution for the adoption of the Council :

“ The Council,

“ Attaching the greatest importance to the work undertaken by the Communications and Transit Organisation with regard to the international organisation of air transport ;

“ Noting that the Communications and Transit Organisation has never proposed in this connection to deal with exclusively postal problems within the province of the Universal Postal Union, but that, on the other hand, it cannot effectively carry out its work without knowing the requirements of the Postal Administrations interested in air traffic :

“ Trusts that direct contact will be established for this purpose without delay between the Universal Postal Union and the Communications and Transit Organisation, and that the methods of co-operation for the purpose of avoiding all duplication which exist between the Communications and Transit Organisation and all the other Unions dealing with questions of communications will be applied between the Communications and Transit Organisation and the Universal Postal Union ;

“ Requests the Secretary-General of the League to communicate the Council's views on this subject to the Universal Postal Union through the Bureau of the Union ;

“ Requests the Chairman of the Advisory and Technical Committee for Communications and Transit to take all suitable measures for carrying on the work of the Organisation and to report to the Council, in time for its next session, with regard to the action taken on this resolution. ”

[C.41.1932.VIII.]

- (c) LETTER, DATED JANUARY 7TH, 1932, ADDRESSED BY THE CHAIRMAN OF THE ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS AND COMMUNICATED TO THE COUNCIL.

[*Translation.*]

Following on the letter which I had the honour to address to you on July 23rd, 1931, concerning the work of the Air Transport Co-operation Committee, and which was communicated at my desire to the Council of the League of Nations, the latter, by its resolution of September 19th, 1931, requested me to take all suitable measures for carrying on the work of the Communications and Transit Organisation and to report to the Council in time for its next session with regard to the action taken on the said resolution. In conformity with the Council's request, I duly convened a meeting of the special Sub-Committee set up by the Air Transport Co-operation Committee to examine the question of the constitution and operation of a main system of permanent air routes and aero-postal transport.

The Sub-Committee, after noting the results of the Conference of Postal Administrations held at Prague in June 1931 and the text of the Council's resolution, decided to suspend its studies on the air mail traffic question and to consider forthwith the constitution and operation of a main system of permanent air routes. The Sub-Committee's decision is based more particularly on one of the conclusions of the Prague Conference to the effect that, "as things are at present, the creation of a specifically postal system of air lines is out of the question", in view chiefly of the fact that "the receipts derived from the transport of passengers, goods, etc., and the subsidies granted by the Governments of various countries have to be taken into consideration". It seems advisable accordingly to leave the postal authorities to define their desiderata. This might be done at the Air Postal Conference to be convened by the Belgian Government for next spring. The above statement must not, however, be interpreted as implying that co-operation between the two official international organisations is no longer necessary. When the time comes for the Air Transport Co-operation Committee to try to find a place in the general scheme of a main system of permanent air routes for the programme of desiderata of the postal administrations, the Universal Postal Union will undoubtedly be able to give very useful help. Similarly, it is, I think, expedient that the Communications and Transit Organisation should keep in touch with the work of the Universal Postal Union in this matter, and should be invited to send observers to the forthcoming Air Postal Conference at Brussels. Such co-operation would be of a purely practical character and would involve no other consequences, the legal relations between the two organisations being determined exclusively by the terms of their respective statutes. By way of example, I might mention that similar co-operation was instituted, and has proved extremely useful, between the Communications and Transit Organisation and two other bodies — the Telegraphic Union and the Conference of the Berne Railway Transport Union.

In conclusion, I should like to point out that the Communications and Transit Organisation has endeavoured to keep strictly to the letter and spirit of the Council resolution, and I may assure you that it is prepared to establish direct relations with the Universal Postal Union in a spirit of loyal and confident co-operation.

I should be grateful if you would bring the present letter to the knowledge of the Council of the League of Nations.

(Signed) S. DREYFUS.

[C.59.1932.VIII.]

- (d) LETTER, DATED DECEMBER 17TH, 1931, ADDRESSED BY THE DIRECTOR OF THE INTERNATIONAL BUREAU OF THE UNIVERSAL POSTAL UNION TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS AND COMMUNICATED TO THE COUNCIL.

With reference to letter No. 8035 of October 13th last from the International Bureau, informing your Secretariat that the report and resolution adopted by the Council of the League of Nations on September 16th, 1931, had been transmitted to the postal administrations concerned, I have the honour to send you the following information on behalf of the postal delegations represented at the Air Postal Conference held at Prague in June 1931.

In view of the area included within the Postal Union, which comprises not only countries which are Members of the League of Nations but also non-member countries, every general question affecting the relations between the Postal Union and the League can only be discussed at a general congress of the Postal Union, where the views of each country concerned on a question of this kind can be freely and fully expressed. It would be impossible, before the next congress is held, to alter the unanimous decisions of the Prague Conference, especially as those decisions simply confirm the precedents observed by the Postal Union.

The members of the Postal Union have, however, no intention of hindering in any way the work of the Technical Committee on Communications and Transit.

Moreover, it is proposed to call a fresh conference in Brussels for next spring, at which, in all probability, the same experts belonging to the Sub-Committee of the League will participate as those who attended the Prague Conference; at this Conference the question of

the organisation of postal air services in Europe, to be used mainly for the transport of mails, will be examined in detail, on the basis of information received from all European countries.

If the Advisory and Technical Committee for Communications and Transit of the League of Nations were to request the Brussels Conference when it meets to communicate to the League, for the use of the Committee, any information received by the Conference and any decisions taken by it, there is no doubt that the Conference would favourably consider such a request.

(Signed) GARBANI-NERINI.

[C.119.1932.VIII.]

January 27th, 1932.

(e) REPORT TO THE COUNCIL BY THE POLISH REPRESENTATIVE.

At its last session, a letter was submitted to the Council from the Chairman of the Advisory and Technical Committee for Communications and Transit with regard to relations between the Communications and Transit Organisation and the Universal Postal Union in connection with the work undertaken by the Communications and Transit Organisation in the matter of air transport co-operation.

In the resolution which the Council adopted on this occasion, it expressed its confidence that direct contact would be established for this purpose without delay between the Universal Postal Union and the Communications and Transit Organisation and that the methods of co-operation (for the purpose of avoiding all duplication) which exist between the Communications and Transit Organisation and all the other Unions dealing with questions of communications would be applied between the Communications and Transit Organisation and the Universal Postal Union. The Council requested the Secretary-General of the League to communicate the Council's views on this subject to the Universal Postal Union, and requested the Chairman of the Advisory and Technical Committee for Communications and Transit to take all suitable measures for carrying on the work of the Organisation and to report to the Council in time for its next session with regard to the action taken on this resolution.

The Council has taken note of the letter dated December 17th, 1931, from the Director of the International Bureau of the Universal Postal Union at Berne, and of the letter dated January 7th, 1932, from the Chairman of the Advisory and Technical Committee for Communications and Transit. The Council will certainly be gratified at the progress which the letter from the Bureau of the Union represents from the point of view of the relations between the Universal Postal Union and the Communications and Transit Organisation. Further, the Council will note with pleasure the steps taken by the special Sub-Committee set up by the Air Transport Co-operation Committee to examine the question of the constitution and operation of a main system of permanent air routes and aero-postal transport, these steps being likely to prevent any duplication in the work of the two bodies, as desired by the Council.

The Council will no doubt wish to signify its satisfaction at the intention expressed by the Communications and Transit Organisation to associate representatives of the Universal Postal Union in its future work on the question of postal air transport viewed as part of the general scheme for the operation of a main system of permanent air routes. In order to obviate any misunderstanding, it may be well to emphasise here once more the purely practical character of the co-operation proposed by the Council, this co-operation, as the Chairman of the Advisory and Technical Committee for Communications and Transit points out, involving no other consequences. It is therefore understood that the legal relations between the two organisations will be determined exclusively by the terms of their respective statutes.

In these circumstances, the Council will no doubt fully endorse the request made by the Chairman of the Communications and Transit Committee, and express its confidence that, in view of the forthcoming Air Postal Conference which is to be convened by the Belgian Government, the Governments concerned, in order to give evidence of the desire of their respective postal administrations to co-operate, will make arrangements for the Communications and Transit Organisation to be invited to send observers to the said Conference.

In this way, the relations between the Universal Postal Union and the Communications and Transit Organisation will become as friendly and valuable as those already existing between the Communications and Transit Organisation and a large number of other international organisations, notably the Telegraphic Union.

Accordingly, I have the honour to submit to the Council the following resolution :

“ The Council,

“ Having taken note of the letter dated December 17th, 1931, from the Director of the International Bureau of the Universal Postal Union at Berne, and that dated January 7th, 1932, from the Chairman of the Advisory and Technical Committee for Communications and Transit ;

“ Noting with satisfaction the progress in the relations between the Communications and Transit Organisation and the Universal Postal Union indicated by the said letter from the Director of the Bureau of the Union ;

“ Greatly appreciating the steps taken by the Chairman of the Advisory and Technical Committee for carrying on the work of the Communications and Transit Organisation in the matter of air transport co-operation, these steps making it possible to avoid all duplication ;

“ Reasserting its desire that direct relations will as soon as possible be established between the Universal Postal Union and the Communications and Transit Organisation in accordance with the methods of practical co-operation adopted between this Organisation and all the other Unions dealing with communications questions :

“ Expresses its satisfaction at the intention signified by the Chairman of the Advisory and Technical Committee to associate representatives of the Universal Postal Union in the future work of the Organisation which may be likely to interest the postal administrations ; and

“ Expresses its firm confidence that the Governments concerned will make arrangements for the Communications and Transit Organisation to be represented *ad audiendum* at the forthcoming Air Postal Conference which is to be summoned next spring by the Belgian Government.

“ The Secretary-General of the League is requested to communicate the present resolution to the States members of the Universal Postal Union.”

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ANNEX 11.

[C.C.T.510.]

May 14th, 1932.

**REPORT ADOPTED BY THE SPECIAL COMMITTEE FOR THE QUESTION OF THE JURISDICTION OF THE EUROPEAN COMMISSION OF THE DANUBE AFTER THE JOINT MEETING OF ITS MEMBERS WITH THE DELEGATES TO THE EUROPEAN COMMISSION OF THE DANUBE HELD IN PARIS FROM MARCH 10TH TO 13TH, 1932.**

Following on the report submitted by the Special Committee on July 2nd, 1925, to the Advisory and Technical Committee for Communications and Transit, the conclusions of which were subsequently confirmed by the Advisory Opinion of the Permanent Court of International Justice of December 8th, 1927, the Special Committee had been instructed to seek, in concert with the delegates of the four States represented on the European Commission of the Danube and on the basis of the suggestions put forward in Part X of its report, an agreement concerning new regulations for jurisdiction in regard to navigation on the Lower Danube.

The Special Committee and the delegates of the four Governments pursued their work of conciliation during several sessions — the Advisory and Technical Committee has been duly informed of that work by previous reports of the Committee dated September 25th, 1926, February 24th, 1927, July 30th, 1928, and November 29th, 1928 — and finally agreed on the text of a Convention initialled by the four delegates on March 20th, 1929. In order to enable the four States to conclude that Convention, the States signatories to the Convention of 1921 instituting the Definitive Statute of the Danube had signed a Declaration on December 5th, 1930. The Convention and Declaration formed the subject of a communication from the Chairman of the Committee dated May 31st, 1929.

The definitive conclusion and putting into force of the Convention had been held over pending the framing of regulations for the application of the Convention relating to the organisation of Navigation Tribunals and the Navigation Court and the delimitation of their respective powers.

The text on second reading of these regulations was framed at the last session but one of the Special Committee, in the spring of 1930 ; however, on certain points, agreement had not yet been reached between the parties concerned.

Such was the situation when the Special Committee met last time in Paris, on March 10th, 1932, together with the four delegates to the European Commission of the Danube, for the third reading of the regulations for the application of the Convention.

The delegates to the European Commission of the Danube informed the Special Committee at that meeting that the present economic circumstances in general and, in particular, the financial situation of the European Commission and of Roumania were not favourable for the modification of the judicial organisation on the proposed bases, and that it accordingly seemed inexpedient for the moment to continue negotiations, since the results, even if finally successful, could not at present be put into effect. They added that the need for applying the Convention initialled on March 20th, 1929, was the less urgent, as they were on the point of adopting a *modus vivendi* for the temporary settlement of the dispute which had determined the recourse to the good offices of the League of Nations. A communication on the subject will be duly made to the Secretary-General of the League of Nations, so that the Advisory and Technical Committee may be in possession of it before its next session.

The Committee therefore decided, after noting these statements and taking into account the gravity of the economic and financial circumstances to which the delegates had referred, to suspend its work pending instructions from the Advisory and Technical Committee.

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ANNEX 12.

[C.C.T.518.]

LETTER, DATED MARCH 11<sup>TH</sup>, 1932, ADDRESSED BY M. WIDDING, MEMBER OF THE MEMEL HARBOUR BOARD, APPOINTED BY THE CHAIRMAN OF THE ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT, TO THE CHAIRMAN OF THAT COMMITTEE.

[*Translation.*]

At its 271st plenary meeting on March 9th, the Harbour Board approved and signed the annual report for 1931. The copy of this report to be sent to the Transit Committee in accordance with Article 7 of the Memel Convention, Annex II, will certainly not reach it for another month. Accordingly, I have the honour to send you a few statistics on the traffic and present situation of the Port of Memel, this question being on the agenda of the Committee's next session.

The report mentions for the first time the wireless station which is in the Port, and gives a summary of its activities. Next, details are given of the big works for the enlargement and improvement of the Port, and particularly of the efforts made by the technical offices of the Port to secure the completion of the new basin before the end of the year, as provided for in the contract between the Lithuanian Government and the engineer constructors, Höggaard and Schultz.

Next come the statistics of the *traffic of the Port* through the Baltic Sea :

Year	Arrivals		Sailings	
	Number	Register tons	Number	Register tons
1910. . . . .	850	292,267	854	293,939
1914. . . . .	539	210,986	535	209,329
1925. . . . .	748	328,686	744	327,144
1928. . . . .	824	468,492	824	468,408
1929. . . . .	807	502,824	802	501,451
1930. . . . .	960	499,792	960	500,077
1931. . . . .	981	445,497	982	447,948

The *utilisation of these ships*, the majority of which were steamers, shows the following percentages :

Year	Arrivals		Sailings	
	With cargo	In ballast	With cargo	In ballast
1929 . . . . .	78.2	21	51.9	48
1930 . . . . .	79.2	20.2	52.5	46.8
1931 . . . . .	79.4	19.1	53.6	44.9

The *monthly average of ships arriving* was :

1931. . . . .	82 ships measuring 37,125 register tons
1930. . . . .	80 ships measuring 41,649 register tons
1929. . . . .	67 ships measuring 41,902 register tons

As usual, the greatest number of arrivals was in August, there being 119 in 1931 ; next comes May, with 103 steamers arriving.

The *flags of ships arriving* were represented as follows : Germany 479, Sweden 204, Denmark 96, Great Britain 52, Lithuania 52, Latvia 41, Norway 22, Estonia 14, Danzig 8, Netherlands 6, Finland 3, Greece 3, France 1.

It is interesting and significant to observe how the bad weather has forced shipowners to place vessels of smaller tonnage in the service of the regular lines ; thus, the average tonnage of ships visiting Memel was :

Year	Register tons
1913 . . . . .	384
1922 . . . . .	281
1927 . . . . .	518
1928 . . . . .	568
1929 . . . . .	623
1930 . . . . .	520
1931 . . . . .	454

Vessels with a draught of 6.5 metres entered and left the Port, which proves that the standard depth of 7 metres in the principal harbour was maintained throughout the year.

For *river traffic*, the following figures should be noted :

Year	Arrivals		Totals
	Ships with motive power	Ships without motive power	
1925 . . . . .	980	601	1,581
1928 . . . . .	1,065	601	1,666
1929 . . . . .	1,601	704	2,305
1930 . . . . .	1,399	815	2,214
1931 . . . . .	1,284	433	1,717

of which 91.09 per cent were loaded, while 8.1 per cent arrived in ballast ; as regards sailings, 91.6 per cent were with cargoes and 8.4 per cent empty.

The *total traffic of the Port by sea and river* in 1931 was as follows :

Year	Arrivals		Sailings	
	Number	Register tons	Number	Register tons
1931 . . . . .	2,698	529,066	2,666	528,598
1930 . . . . .	3,174	640,592	3,119	634,386
1929 . . . . .	3,112	620,238	3,066	615,217

As regards *goods imported and exported through the Port of Memel and the Baltic Sea* the statistics are as follows :

Year	Imports	Exports
1910. . . . .	309,698	395,816
1913. . . . .	376,541	327,682
1922. . . . .	23,673	46,603
1926. . . . .	398,697	165,417
1929. . . . .	496,047	211,166
1930. . . . .	475,943	221,983
1931. . . . .	426,040	194,928

As the export of Lithuanian agricultural products, especially to England, has considerably developed in the last three years, the quantity of goods exported, according to the unofficial figures given by trade to the Customs, was greater in 1931 than ever before — viz., 134 millions of litas, against 107 in 1930 and 78 in 1929.

The statistics for the floating of timber have fallen considerably. Whereas, in 1925, the amount was 43,822 cubic metres, in 1929 74,699 c.m., and, in 1930, 35,165 c.m., the total for 1931 was only 12,816 c.m. These latter figures do not, however, mean that the timber industry and sawmills were idle in 1931, since, on the contrary, this branch of Memel industry showed the greatest activity since the war. But the Russian timber which is worked here now arrives by rail and the large number of loaded waggons figuring in the report as having arrived at the suburb of Schmelz mostly carried Russian logs.

A decline has to be noted in general traffic, both as regards goods and the number of ships ; but some exceptions are to be noted, such as in the number of ships arriving from the Baltic Sea.

The Harbour Board has not yet received the report for 1931 published by the North-European ports, and, consequently, I am not able to submit to you a statistical comparison between Memel and the other Baltic ports. In view, however, of the prevailing depression throughout the world and the resulting restrictions and prohibitions, it seems to me that the statistics for the Port of Memel for 1931 may be regarded as relatively satisfactory.

ANNEX 13.

LETTER, DATED AUGUST 29TH, 1931, ADDRESSED  
BY THE INTERNATIONAL FEDERATION OF ASSOCIATIONS  
OF MEMBERS OF THE TRANSPORT TRADE AND ASSIMILATED  
TRADES, VIENNA, TO THE SECRETARIAT OF  
THE LEAGUE OF NATIONS.

[*Translation.*]

The undersigned organisation, which represents the whole of the European transport trade, has, from the outset, followed with keen interest the work of the League of Nations, particularly in connection with *communications questions*. In view of their wide experience in such matters, members of the transport trade feel themselves qualified and are prepared to assist in that work if given the opportunity.

Following on a conversation at Berne between our Vice-President, M. Paul Dumont, and M. Robert Herold, Chief of District of the Swiss Federal Railways at Zurich and Chairman of



the League of Nations Committee for Communications and Transit, in 1930, we have the honour to request you to invite our organisation to take part in the work concerning communications questions, when such questions are under discussion, by submitting opinions and if necessary presenting reports.

As we have noted, our organisation, which represents all the associations of European members of the transport trade, has, since 1926, defended the interests of those associations and has neglected no opportunity of expressing its readiness to co-operate, in the general interest, in the solution of communications questions.

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**ANNEX 14.**

**EXTRACT FROM LETTER, DATED MAY 26<sup>TH</sup>, 1932, ADDRESSED BY THE  
“ HIAS-JCA-EMIGDIRECT ” EMIGRATION ASSOCIATION, PARIS, TO  
THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS.**

[*Translation.*]

Our association — which groups the majority of the Jewish institutions concerned with the protection of migrants — recently took the initiative, in view of the exceptional difficulties of the present time, of convening a conference of the various organisations which, both in France and abroad, are prepared to assist migrant Continental Jews, with the object of establishing some plan for the co-ordination of their efforts in this particular sphere.

At that conference, which was held at Luxemburg in March 1932, was raised the tragic problem of persons without nationality, which formed the subject of the resolution annexed to the present communication (see Appendix).

We do not doubt that the importance of this problem will claim the attention of the League of Nations and we trust that the latter will devote to the study of a settlement of this question the full consideration which it deserves.

**Appendix.**

**RESOLUTION FOR THE SETTLEMENT OF THE QUESTION OF PERSONS WITHOUT NATIONALITY.**

[*Translation.*]

The Conference convened at Luxemburg by the “ Hias-Jca-Emigdirect ”, on March 23<sup>rd</sup> and 24<sup>th</sup>, 1932, which was attended by delegates of the Jewish organisations for the protection of emigrants from Belgium, Germany, France, the Netherlands, Luxemburg, Austria, Czechoslovakia and Switzerland, directs the attention of public opinion in every country to the tragic situation of persons who, as a result of the war and of post-war upheavals, have lost their nationality and are regarded wherever they live as persons without nationality (*Staatenlose*).

These persons without nationality cannot obtain regular passports, so that their facilities for moving about are very much restricted and they are particularly hard hit in their struggle to obtain a livelihood.

In many countries, they are handed over without defence to the subordinate services of the police and administrative bureaux.

The Conference, on behalf of thousands of these unfortunate persons of every confession, appeals to the League of Nations.

It calls upon the League urgently to concern itself with these victims of the war and of post-war upheavals, in order to assist them, wherever that is possible, in obtaining the nationality of the country in which they reside or, by means of international regulations, to obtain for them the minimum of protection and security to which every individual in our civilised world is entitled.

The Conference is convinced that the League of Nations will redouble its efforts to arrive at a solution of this problem and that it will approach the different States Members of the League with a view to their taking action on behalf of these innocent victims of the war and of post-war conditions.

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Geneva, September 24th, 1932.

LEAGUE OF NATIONS

COMMUNICATIONS AND TRANSIT ORGANISATION

5

**Committee of Enquiry on Questions relating to  
Public Works and National Technical Equipment**

**REPORT ON THE THIRD SESSION OF THE COMMITTEE**

[C. 646. 1932. VIII.]

I.

Following on its second session held in Paris from March 30th to April 2nd, 1932, the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment submitted to the Council of the League a general report on its first two sessions<sup>1</sup>. This report explained the general lines along which the Committee had worked in judging the plans of public works submitted to it, the main conditions which these public works should fulfil in order to warrant the Committee's recommendation, and, finally, its conclusions concerning the plans it had studied.

The Council, having examined this report at its meeting on May 10th, 1932, adopted the following resolution :

“ The Council,

“ (1) Having noted the report of the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment on its first two sessions :

“ Thanks the Committee for the work done by it up to the present and requests it to continue the examination of the schemes which have already been submitted to it or which may subsequently be submitted to it, and to report to the Council ;

“ (2) Considering that, to take a decision on the effect to be given to the Committee's findings, it would be desirable to have before it a larger number of schemes retained by the Committee ;

“ Reserves its decision on the question, pending the receipt of the Committee's next report.”

Moreover, after considering certain suggestions submitted to it in a resolution adopted by the International Labour Conference regarding the present economic crisis—one of its suggestions being concerned with the question of public works on a large scale—the Council decided, at its meeting on May 21st, 1932, to refer the suggestions of the International Labour Conference to the Assembly and, at the same time, to request the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment to accelerate its proceedings.

Following on these Council resolutions, the Secretary-General of the League informed the various Governments in a circular letter that the next session of the Committee would take place during the first days of September 1932, in order that the results of its work might be submitted to the Council at its autumn session, held during the Assembly period. He accordingly requested them to forward to him at a convenient date any schemes they might still be intending to submit for the consideration of the Committee at its next session, as well as the supplementary documentation which they had been asked to supply in connection with their previous proposals.

<sup>1</sup> Doc. C. 381. M. 214. 1932. VIII.

As a result of this circular letter, a considerable number of replies have reached the Secretary-General. These replies consist partly of additional information regarding plans previously submitted—the Committee in some cases having pointed out that the documentary material supplied was insufficient—and partly of new plans. With regard to all plans which were accompanied by sufficient documentary material, the Rapporteurs prepared preliminary memoranda for the Committee. Thus the latter, at its third session held at Geneva from September 7th to 10th, 1932, was able to give due consideration to the plans mentioned hereinafter in Part II of the present report. In so doing, the Committee has borne in mind the criteria and considerations set out in its last report. The Committee also points out that it has taken care to adhere strictly to its terms of reference and has not studied the possibility or means of financing these operations. It has only examined the schemes from the standpoint of their technical and economic value, though in some cases it has supplied certain information which can be utilised later when the financial aspect of the problem comes to be considered.

At the same time, the Committee has re-examined certain schemes on which it expressed an opinion at its second session but regarding which the Governments concerned have subsequently sent in further communications.

The Committee has, moreover, noted with interest the replies from certain Governments which, though they do not submit any actual schemes for examination, have informed the Committee of the efforts they have made in the form of public works to reduce unemployment in their territories, thus contributing to the international action contemplated under this head.

## II.

### Austria.

The Austrian Government has submitted the following schemes for works :

(a) *General programme for the modernisation of the whole system of Federal roads*, over a total length of 3,880 kilometres, the work to be carried out in three separate stages :

- (1) Long-distance routes (1,510 kilometres, of which 500 kilometres have already been reconstructed) ;
- (2) Heavy-traffic routes (1,790 kilometres) ;
- (3) Local-traffic routes (580 kilometres).

The Committee considered that the first part of this programme—long-distance routes—is to be recommended (probable cost, 95 million Swiss francs) and noted that, if difficulties were experienced in financing the work, it could be curtailed without serious inconvenience.

(b) *Scheme for hydro-electric plant on the Danube at Ybbs-Persenbeug* (estimated cost, 110 million Swiss francs).

The Committee recognises that this scheme has been well thought out and is interesting in itself, but feels that it cannot at present recommend its execution in view of economic conditions and the prevailing situation.

### Bulgaria.

The Committee examined the following schemes for works submitted by the Bulgarian Government :

(a) *Programme of drainage and river correction and for the supply of drinking-water in rural districts.*

The Committee retained, in principle, for further consideration, the scheme of drainage and river-correction work. Among the schemes submitted, it recommends unreservedly those referring to Kara-Boaze, Messemvria and Mandra-Yakezli (estimated cost, 1.3 million Swiss francs). It cannot give a final opinion regarding the Vidin and Provadia schemes (estimated cost, 2.9 million Swiss francs) until it has received further information. The Committee did not consider the documentation supplied concerning the Maritza regulation scheme (estimate, 5.6 million Swiss francs) to be sufficient to allow it to reach a conclusion; the Bulgarian Government is therefore invited to supply all such further data as may be necessary.

The Committee did not feel that it had sufficient information regarding the proposal for the supply of drinking-water in rural districts (estimate, 11.5 million Swiss francs). In this case, also, it requested the Bulgarian Government to furnish more detailed information regarding the direct or indirect productiveness of the proposed works.

(b) *Programme of road and bridge construction* (estimated cost, 37 million Swiss francs).

The Committee retained for further consideration the programme of road and bridge construction submitted by the Bulgarian Government. It notes that the programme includes two appreciably different categories of undertakings and prefers the two roads running from

west to east—one of which would connect Sofia with the Yugoslav frontier on the one hand and the Turkish frontier on the other, and the other further to the south, running parallel to the Greek frontier,—these two roads being more markedly international in character than the other roads proposed. (Probable cost of these two roads: 20 million Swiss francs).

Before reaching a final decision, however, the Committee feels that the Bulgarian Government should be asked to supply additional information concerning the effect which the execution of these works might have on unemployment.

(c) *Scheme for improvements in the telephone service of the Post, Telegraph and Telephone Administration* (estimate, 26 million Swiss francs).

The Committee will not be able to give an opinion on this scheme until it has received the additional data which it has already asked the Bulgarian Government to supply.

#### **Estonia.**

The Estonian Government has submitted a *programme of road and bridge construction* (estimated total cost, 4.9 million Swiss francs).

The Committee considers that the programme submitted by the Estonian Government does not fulfil all the conditions required in order to enable the Committee to retain it for further examination. The Committee could only modify this opinion if it were convinced that unemployment in Estonia is greater than is indicated in the documents laid before it.

#### **Greece.**

The Greek Government has submitted to the Committee an additional memorandum on the *programme of hydraulic works to be carried out in the plains of Salonika and Seres*, the schemes for which were examined by the Committee at its second session. At the same time, the Greek Government expresses a hope that the Committee will find in this memorandum all the additional information it requires.

The Committee, after examining the memorandum, is of opinion that, in the interests of the success of the undertaking, it is essential that the scheme be studied on the spot.

#### **Hungary.**

The Hungarian Government has submitted the following plans :

(a) *Scheme for a navigation canal connecting the Danube and Tisza* (estimate, 94.5 million Swiss francs).

The Committee could only retain this scheme for further consideration if it were proved that it would be productive, it being remembered that the question of the repayment of capital outlay has to be taken into account.

(b) *Programme for the reconstruction of national roads.*

The Hungarian Government has submitted to the Committee a financial programme for the reconstruction of the national roads in ten years, accompanied by very brief comments (estimate, 125 million Swiss francs) ; also another very limited programme (estimated cost, 9 million Swiss francs) which the Hungarian Government had originally intended to carry out in 1932. The Government now suggests that this scheme might be spread over a period of three years.

The Committee feels that the limited programme can be recommended. If the Hungarian Government desires to carry out works on a large scale, it should supply the Committee with additional information.

(c) *Programme of expenditure on improvements in the State railway system* (estimated cost, 71 million Swiss francs).

The Committee regarded the programme submitted by the Hungarian Government as interesting, but the particulars available were quite inadequate. It accordingly requested the Hungarian Government to supply further information.

#### **Latvia.**

The Committee examined the *proposals for the construction of railway-lines from Riga to Rujiena and from Riga to Karsawa*, submitted by the Latvian Government (estimated cost, 38.5 million Swiss francs).

The Committee found that the information furnished by the Latvian Government was not adequate enough to enable it to form an opinion on the proposals. It accordingly decided to ask the Latvian Government to supply particulars as to the productivity of the proposed works and the amount of material that other countries would be asked to provide.

### Poland.

The Committee examined the following schemes for works submitted by the Polish Government :

(a) *Scheme for extending the Warsaw water-supply and sewerage systems* (estimated cost of the first section, to be executed in five years : 31 million Swiss francs).

After studying the additional information received with regard to these works, which at its previous session it retained, in principle, for further consideration, the Committee decided in favour of the scheme, which it was informed was urgently required.

(b) *Programme of development of the long-distance telephone cable system* (estimated cost, 78 million Swiss francs).

After examining the proposals, the Committee found no objection to them, and considered that they were to be recommended.

(c) *Programme of electrification works for Poland.*

In general, the Committee regarded with favour the proposals submitted by the Polish Government, but made a distinction between Part A and Part B of the scheme, giving preference to Part A. In Part A itself (the cost of which is estimated at 93 million Swiss francs) a further distinction must be made. Priority should be given to the execution of a first stage consisting of the Porabka-Roznow-Moscice-Cracow group (estimated cost, 59 million Swiss francs), while the subsequent stages should only be carried out as and when they are proved to be necessary and remunerative.

With regard to Part B (estimated cost, 73.6 million Swiss francs), the Committee was not in possession of sufficient information to decide whether it could be carried out by stages, and the Polish Government is requested to furnish all particulars necessary to enable the Committee to come to a conclusion on the point.

It should therefore be with this object in view that the Polish Government should reconsider the proposals submitted and lay the results before the Committee.

(d) *Scheme for the supply of gas in the Polish coal-fields* (estimated cost, 29.5 million Swiss francs).

The Committee was of opinion that the scheme should, in principle, be retained for further examination. The particulars supplied by the Polish Government did not, however, enable it to recommend at present more than the following sections : Wolfgang-Katowice-Dabrowa-Gornicza-Czestochowa coke-works and Emma-Rybnik-Paruczowice coke-works (estimated cost, about 12 million Swiss francs). With regard to the other sections of the scheme, there is some doubt whether they will pay, and more careful study is required.

(e) Further, the Polish Government, not satisfied with the Committee's decision regarding the road and railway schemes submitted by it and considered by the Committee at its second session, produced certain additional observations regarding the roads from Stanislawow to Cracow and from Stanislawow to Lublin, and the Kamien-Koszyrski-Wolkowysk and Kozlow-Kiwerce railway lines.

The Committee considered this communication and noted, with reference to the roads, that the Polish Government agreed not to recondition the Stanislawów-Cracow road. As regards the Stanislawów-Lublin road, which over a considerable distance duplicates a railway, the Committee still thinks that there is no reason to depart from its previous conclusions, and it still favours the execution of 2,000 kilometres of road out of the total distance proposed.

With regard to the railways, the Committee is of opinion that the Kamien-Koszyrski-Wolkowysk line, which is justified by the necessity of serving areas which the Government is proposing to drain, is part of the scheme for improvement works in those areas, and that, that being so, it would not be proper to come to a decision on that part taken separately. As regards the Kozlow-Kiwerce line, which it is proposed to construct in order to relieve the congestion on other parallel lines, the Committee, before reaching a decision, would like to have some information as to the volume of traffic on these parallel lines.

### Roumania.

The Roumanian Government submitted a *scheme for the improvement of the railway system, the building of new lines and the rebuilding of bridges* (estimated cost, 730 million Swiss francs).

The Committee regarded the principle of this operation with favour. It found, however, that the material supplied was insufficient to enable it to give a definite opinion. The Roumanian Government is therefore requested to send the necessary additional particulars.

Moreover, in view of the very considerable amount of the estimate, it might be desirable to divide the scheme into a number of parts and to carry out the work by stages if the cost of the entire scheme seems too heavy. The Roumanian Government is requested to state its views on this point.

**Yugoslavia.**

The Committee examined the following proposals submitted by the Yugoslav Government :

(a) *Scheme for the improvement of the port of Belgrade on the Save and of the winter port at Cukarica* (estimated cost, 10.2 million Swiss francs).

The Committee approves the scheme for the improvement of the port of Belgrade and the winter port at Cukarica, but observes that the plant should be erected by stages in accordance with the requirements of traffic.

(b) *Programme for the improvement of the State railways* (estimated cost, 180 million Swiss francs).

The Committee regards with favour the principle of this scheme, which it feels is particularly to be recommended owing to its beneficial influence on unemployment both in the country and abroad.

It will still be necessary, however, to consider how the service of the loan can be provided for, regard being paid more particularly to the possible influence of the works on traffic.

\* \* \*

In accordance with the Assembly's resolution of September 24th, 1931, and the Council's resolution of May 10th, 1932, the Committee, having concluded its third session, submits to the Council the present progress report, which is to be regarded as supplementary to its previous report.

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Geneva, November 26th, 1932

LEAGUE OF NATIONS

6

**COMMUNICATIONS AND TRANSIT ORGANISATION**

**Comparative Study of the Laws in the Various European Countries  
governing the Question of Customs Exemption  
for Liquid Fuel used by Motor Vehicles in Traffic by Land,  
River, Sea and Air.**

The question of Customs exemption for liquid fuel used by motor vehicles crossing the frontier was raised by the German representative on the Commission of Enquiry for European Union during its session of May 1931. The proposal submitted to the Commission in this connection by the German representative was as follows :

" Recent years have witnessed an extraordinary growth in the use of motor transport in European traffic, by land, water and air alike. On the road, the motor is predominant for the conveyance of both passengers and goods ; in waterborne traffic, whether by sea or inland waterways, there has been a constant increase in the equipment of vessels with motors ; air transport has so far been confined exclusively to motor-driven craft.

" The provisions at present in force in the various European States as regards the Customs clearance of motor fuel for transport crossing the frontiers have failed to keep pace with the rapid growth of traffic ; moreover, they differ in almost all countries. To facilitate traffic between the European States it would be desirable to have uniform regulations for Europe, such regulations to take equal account of modern traffic requirements and of the fiscal interests of the European countries.

" The German Government accordingly considered that it should place this issue before the Commission of Enquiry for European Union.

" It proposes, with a view to the further examination of the question :

" (1) That the Communications and Transit Committee of the League be instructed to study the matter further, in consultation, if necessary, with the Economic Committee ;

" (2) That the Governments of the States represented on the Commission of Enquiry for European Union be requested to send to the Secretariat information concerning the relevant regulations at present in force in the different countries."

The Commission of Enquiry for European Union examined this proposal and adopted the following resolution :

" The Commission of Enquiry requests the Council to ask the Communications and Transit Organisation to study this question, if necessary in collaboration with the Economic Organisation, and invite the States Members of the Commission of Enquiry to forward to the Secretariat the documentary material relating to the regulations applied in this connection in the different countries."

This resolution was approved by the Council and transmitted to the Advisory and Technical Committee for Communications and Transit, which dealt with the question at its sixteenth session in May and June 1931, and adopted the following resolution :

" The Advisory and Technical Committee,

" Having received the request of the Commission of Enquiry for European Union, approved by the Council at its meeting of May 22nd, 1931, concerning Customs exemption for liquid fuel :

" Considers it desirable that the States represented on the Commission of Enquiry should forward to the Secretariat, in addition to documentation with regard to the regulations applied in the different countries, all information or observations which these

States may desire to submit on this question. The same request will also be addressed to the International Air Navigation Commission, the International Air Traffic Association, the International River Commissions, the International Shipping Conference, the International Association of Recognised Automobile Clubs, the International Tourist Alliance, the International Commercial Motor Transport Federation and the International Chamber of Commerce.

“ The Chairman of the Committee is requested to set up in due course for the study of this question a special committee to which the documentation collected will be transmitted.”

In accordance with this resolution, and with a view to collecting the material to be submitted to the above-mentioned special committee, the Secretariat asked the Governments of the States Members of the Commission of Enquiry for European Union and the international organisations enumerated in the Advisory and Technical Committee's resolution to supply the information referred to in that resolution. In addition, in later requests which were made in several cases, the Secretariat indicated the supplementary information which still appeared to be necessary.

The Governments of all the States in question have sent their replies to the Secretariat, as have all the international organisations mentioned above, with the single exception of the International Commercial Motor Transport Federation.

Below will be found the material provided by these various replies. It is presented separately for the four categories of traffic affected : (I) Land Traffic ; (II) River Traffic ; (III) Maritime Traffic ; (IV) Air Traffic.

The reason for adopting this mode of presentment is that the study to be undertaken will probably bear on each of these four categories separately, and that the conclusions reached and the consequences ensuing therefrom may be different in these various domains.

For each of the four categories, the replies of the different States are indicated separately and given in the form of summaries containing all the essential details. In cases in which the reply of an international organisation gives certain particulars supplementing the information on the same subject contained in the reply of a State, these particulars are placed after the information provided by that State with a mention of the source.

Lastly, in order to take into account the passage in the above-mentioned resolution of the Advisory and Technical Committee in which the States were requested to forward, in addition to documentation with regard to the regulations applied in the different countries, all information or observations which these States might desire to submit on this question, a last chapter entitled “ Suggestions and General Observations ” contains the various replies received in this connection. The indications which appear therein should enable the special committee to judge of the intentions of the different countries—particularly as regards any amendments of their present regulations which they might be prepared to accept in given circumstances—and to obtain a better idea of the possibilities of arriving at agreements on the subject. It must be admitted, however, that the majority of States give no indications to this effect in their replies ; on the other hand, comparatively numerous data are contained in the replies of the different international organisations.

In the last chapter, the replies are given for each State and international organisation, but without division by category of traffic. The reason for this is that a large number of these suggestions or observations were made in a general form in the various replies. When, however, they were submitted separately for the different categories of traffic, mention is made of this in the summary.

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## I. LAND TRAFFIC.

### Albania.

The Government's reply states that liquid fuel is subject to a monopoly and that, in virtue of the law on monopolies, motor vehicles may import, duty free, a quantity of liquid fuel not exceeding 25 kilogrammes for driving these vehicles.

### Germany.

(a) Freedom from Customs duty is granted in respect of motor spirit contained in the tank up to a maximum of 20 litres, or in respect of greater quantities in cases in which such quantities have previously been taken out of the country by the vehicle in question; nevertheless, in cases of long distance touring, exemption is granted for the whole of the contents of ordinary tanks.

(b) Exemption is granted for all oil contained in the engine and for a spare tin of 1 kilogramme; it is also granted for grease used for the direct greasing of the vehicle.

The I.A.R.A.C. (*International Association of Recognised Automobile Clubs*) states, *inter alia*, in its reply that foreign motorists proceeding to Germany for the week-end and not utilising their vehicles for commercial purposes may import, duty free, the quantity of petrol contained in the vehicle's tank, even if this quantity is in excess of 20 litres. They may enter in these conditions as from Friday night.

### Austria.

Exemption from Customs duty and all other taxes is granted in respect of all liquid fuel contained in the ordinary tanks of vehicles temporarily entering the country. These tanks may be quite full when the frontier is crossed. On the other hand, liquid fuel contained in spare tins is subject to duty.

### Belgium and Luxemburg.

(Belgo-Luxemburg Customs Union.)

As regards motor vehicles, exemption is granted in respect of all the contents of ordinary tanks, if such fuel is introduced *bona fide* and not for speculative purposes. On the other hand, the contents of tins are liable to duty.

### The United Kingdom.

(a) Dutiable liquid fuel imported with motor vehicles and intended for their use is admitted free of duty, provided the quantity is "reasonable" and provided it is retained on board.

(b) Heavy oils employed by vehicles propelled by Diesel engines are always admitted free of duty.

(c) In the case of liquid fuel containing alcohol supplementary duties are charged.

The I.A.R.A.C. states in its reply with regard to the United Kingdom that a small quantity of petrol may only be left in vehicles when they are transported by certain cargo boats. Vehicles transported by steamer must be emptied of all fuel.

### Bulgaria.

Exemption is granted for liquid fuel carried by motor vehicles crossing the frontier.

### Denmark and Iceland.

#### 1. Denmark.

(a) No import duties are charged as a rule for liquid fuel.

(b) The quantities of liquid fuel carried for its own consumption on a vehicle coming from abroad are also exempted for the excise duty on petrol, when they are considered reasonable by the Customs.

The I.A.R.A.C. states in its reply that exemption is granted in respect of liquid fuel contained in the motor vehicle's tank.

#### 2. Iceland.

(a) Liquid fuel carried by motor vehicles for their own consumption is admitted free of duty on importation.

(b) Liquid fuel imported into the country separately for consumption by foreign motor vehicles pays Customs duty.



### Spain.

The reply states that, in the case of land transport, the Decree applicable to liquid fuel permits the importation, duty free, of fuel and oil contained in the ordinary tanks of motor vehicles, whose capacity is fixed by this Decree.

The same Decree provides that petrol, gasoline, petroleum and lubricants imported in tins or other receptacles which are not the ordinary tanks belonging to the vehicle will be subject to the Customs duties in force.

### Estonia.

The reply, which is of a general character, states that exemption is granted in respect of three days' supply of liquid fuel and lubricants carried by vehicles crossing the frontier.

### Finland.

(a) Exemption is granted in respect of the quantities of liquid fuel contained in the tanks of vehicles coming from abroad.

(b) The duties on liquid fuel carried on leaving the country are not refunded.

The *I.A.R.A.C.* states in its reply that exemption is granted for the petrol contained by the vehicle on arrival.

### France.

(a) Exemption is granted in respect of liquid fuel (other than that with an alcohol base) contained in ordinary tanks; nevertheless, this facility is only granted for tourist vehicles and does not apply to commercial vehicles.

(b) All liquid fuel with an alcohol base, as well as other liquid fuel if contained in tins, is liable to duty.

(c) In practice, commercial vehicles only pay duty on the liquid fuel necessary for the part of their journey to be effected in French territory, but on condition that the rest should be re-exported, and subject to reciprocity.

The *I.A.R.A.C.* adds in its reply that a spare tin of petrol may be taken out of France and re-imported should it not have been consumed abroad.

### Greece.

The reply states that the Customs exemption granted in principle to liquid fuel used by motor vehicles crossing the Greek frontier only applies to the liquid fuel contained in the ordinary tanks of the vehicle—*i.e.*, those which form an integral part of the latter; spare tins, etc., are therefore excluded.

### Hungary.

The reply reproduces a general provision of the Customs law, which stipulates, *inter alia*, that means of transport—*i.e.*, railway, road, water and air vehicles which cross the Customs frontier—including their liquid fuel, are exempt from Customs duty in cases in which it is clear that there is no intention of permanent import or export and that it is not desired to evade the Customs provisions.

The *I.A.R.A.C.* states in its reply that exemption is granted in respect of petrol contained in the tanks of vehicles.

### Irish Free State.

(a) Customs exemption is granted on arrival in respect of liquid fuel imported by the vehicle for its own use on condition that the quantity is reasonable and that it is not unladen.

(b) Exemption from the duties applicable to liquid fuel is granted in respect of the quantities laden on the vehicle's departure for abroad, for its own use.

The *I.A.R.A.C.* states in its reply regarding the Irish Free State that the shipping companies only authorise the transport in the tanks of motor vehicles of the quantity of petrol required to take the vehicle to the nearest petrol station—*i.e.*, about 9 litres.

### Italy.

Exemption is granted for liquid fuel contained in ordinary tanks. That contained in tins is liable to duty.

#### Latvia.

The reply, which is of a general character, is negative and states that, for fiscal reasons and in order to protect the home liquid fuel industry, it is not possible to admit liquid fuel duty free.

The *I.A.R.A.C.* states in its reply that there are no special regulations limiting the quantity of petrol imported, duty free, in the tanks of motor vehicles.

#### Lithuania.

The reply, which is of a general character, enumerates the Customs taxes to which the various kinds of liquid fuel are subject on import into Lithuania. Otherwise, there are no special restrictions imposed on such import. The reply also states that the import of liquid fuel by vehicles and for the needs of these vehicles is exempt from Customs duty.

The *I.A.R.A.C.* states in its reply that exemption is granted in respect of liquid fuel contained in the tanks.

#### Norway.

(a) The reply states that liquid fuel (oils and petrol) pays no Customs duty.

(b) Nevertheless, a special tax is levied on petrol or mixtures wherein petrol is an essential part but used for motor vehicles, whether imported into or produced in Norway.

(c) Liquid fuel carried from abroad by motor vehicles for their own use is admitted duty free up to a maximum of 200 litres.

#### Netherlands.

Liquid fuel contained in motor vehicles at the time of their arrival in Netherlands territory, in so far as the quantity does not exceed normal travelling requirements, is admitted duty free without other formal restriction of the quantity imported.

The *I.A.R.A.C.* states in its reply that exemption is granted as a general rule for the quantities of petrol necessary for the journey, each case being considered separately.

#### Poland.

The reply refers to a Decree of 1926 which stipulates that exemption is granted in respect of adequate quantities of petrol introduced with the vehicle.

The *I.A.R.A.C.* states in its reply that exemption is granted in respect of liquid fuel contained in the tanks of the vehicles and in spare tins.

#### Portugal.

Exemption is granted in respect of petrol imported in the ordinary tanks of motor vehicles, except in certain cases of minor frontier traffic owing to the possibility of smuggling.

#### Roumania.

The reply states that, as regards motor traffic, exemption is only granted in respect of the quantities contained in the tanks.

#### Sweden.

Exemption from Customs duties and other taxes is granted in respect of the supply of petrol and other supplies imported by vehicles with a view to their propulsion and for use thereon.

The *I.A.R.A.C.* states in its reply that exemption is granted in respect of quantities of liquid fuel judged reasonable by the Customs.

#### Switzerland.

(a) Exemption from Customs and monopoly duties is granted in respect of liquid fuel introduced on motor vehicles in their ordinary tanks and used for their propulsion, on condition that there are no abuses, and subject to reciprocity.

(b) On the other hand, liquid fuel contained in special receptacles (tins) is liable to Customs duty.

(c) Certain restrictions are, however, imposed on traffic in the frontier zone within a radius of 10 kilometres.

### Czechoslovakia.

(a) Exemption is granted in respect of "suitable" quantities of liquid fuel intended for consumption during the journey but contained solely in the ordinary tank.

(b) Quantities in excess of those indicated above, as well as quantities obtained in Czechoslovak territory, are liable to duty.

The *I.A.R.A.C.* states in its reply that exemption is granted in respect of liquid fuel contained in the tanks of vehicles.

### Turkey.

Exemption is granted in respect of liquid fuel carried by vehicles which enter Turkey from abroad and return thither, on condition, however, that this fuel is not unladen in the country.

The *I.A.R.A.C.* states in its reply that exemption is granted in respect of all the contents of the tanks of vehicles and of their spare tins.

### Union of Soviet Socialist Republics.

The reply of this country, which is of a general character, states that the Government, while reserving the question of the technical details of applying this exemption, sees no objection to the admission free of duty at the frontier of liquid fuel employed by motor vehicles travelling by land, water or air, not exceeding the quantity capable of being contained in the ordinary tank of the engine. As regards lubricants, the quantity admitted duty free must not exceed 10 kilogrammes.

### Yugoslavia.

The liquid fuel utilised by motor vehicles is admitted free of duty on crossing the frontiers by land.

The *I.A.R.A.C.* states in its reply that exemption is granted in respect of liquid fuel contained in the tanks of vehicles.

## II. RIVER TRAFFIC.

### Albania.

The Albanian Government's reply states that liquid fuel is subject to a monopoly, but that the law contains no definite provisions as regards the quantity of liquid fuel admitted free of Customs duty on motor vessels and intended for their propulsion. Nevertheless, this quantity may not be greater than that required to cross the territory of the kingdom.

### Germany.

Customs exemption is granted in respect of :

(a) Liquid fuel and lubricants imported by vessels as a means of propulsion, but not consumed in Germany and subsequently re-exported ;

(b) Liquid fuel laden on vessels on the Rhine, but intended for consumption abroad ;

(c) Liquid fuel carried on vessels in direct transit through German territory, without change of loading, in the quantities necessary to effect this journey in transit ;

(d) The quantity of liquid fuel carried on board vessels crossing the German frontier and necessary for a journey of forty-eight hours.

The *Central Rhine Navigation Commission* communicates in its reply the text of a resolution adopted by it on April 8th, 1930, which contains a statement by the German delegation defining the system at present in force on the section of the Rhine which flows through German territory. This statement contains the following passage :

" The supplies on board are admitted duty free on tugs crossing Germany, provided their train of barges or the loads of these trains are not modified, and on barges and cargo boats crossing Germany, provided their load is not modified."

### Austria.

Exemption from Customs duties and all other taxes is granted in respect of all liquid fuel contained in the ordinary bunkers of vessels temporarily entering the country. These bunkers may be quite full on crossing the frontier. On the other hand, liquid fuel contained in special separate receptacles is liable to duty.

The *International Danube Commission* communicates the reply which it has received from the Austrian Government stating that complete exemption is granted in respect of liquid fuel in bunkers in the case of transport in transit or traffic with foreign countries.

### Belgium and Luxemburg. (Belgo-Luxemburg Customs Union.)

(a) As regards motor-boats, exemption is granted in respect of all the contents of ordinary tanks if such fuel is introduced *bona fide* and not for speculative purposes. On the other hand, the contents of tins are liable to duty.

(b) At present, liquid fuel for the engines of vessels is exempt from duty whether imported as merchandise or as supplies for the vessel.

(c) Under the previous system (1926 to 1930) exemption was granted in respect of liquid fuel supplies up to the maximum required for the journey as far as the inland terminus and back. The reply states that, if duties were reintroduced, this latter exemption would again be granted.

### The United Kingdom.

The reply contains no special information on inland navigation. Nevertheless, the general clauses indicated for navigation appear to apply also to inland navigation :

(a) Dutiable liquid fuel imported on ships and intended for their use is admitted free of duty, provided the quantity is "reasonable" and provided it is retained on board.

(b) Heavy oils employed by ships propelled by Diesel engines are always admitted free of duty.

(c) In the case of liquid fuel containing alcohol, supplementary duties are charged.

(d) In the case of foreign-going ships the duty paid on oil loaded for use on the voyage is refunded or, alternatively, such oil may be delivered under bond without payment of duty.

### Bulgaria.

The reply states that Customs exemption is granted in respect of surplus fuel carried by foreign vessels calling at Bulgarian ports. Should these vessels supply themselves with liquid fuel from private stations during their call, a tax of 1 per cent is chargeable on the value of the fuel, in addition to statistical and weighing fees.

The *International Danube Commission* communicates the reply which it has received from the Bulgarian Government and which specifies that there is complete exemption in respect of bunker fuel carried on board and that vessels may supply themselves free of duty with liquid fuel in Bulgarian ports.

### Denmark.

The reply contains no information concerning inland navigation.

### Spain.

The reply contains no information concerning inland navigation.

### Estonia.

The reply, which is of a general character, states that exemption is granted in respect of three days' supply of liquid fuel and lubricants carried on board vessels crossing the frontier.

### Finland.

(a) Exemption is granted in respect of the quantities of liquid fuel contained in the tanks of vessels coming from abroad.

(b) The duties on liquid fuel loaded on the vessel's departure for abroad are not refunded.

### France.

- (a) Duty is charged on all liquid fuel carried on board sporting-craft, pleasure boats, etc.
- (b) As regards other craft (motor-boats, tugs, etc.) duty is charged only on the quantity consumed in French territory, on condition that the remainder is re-exported.

(c) Furthermore, the part of the French Government's reply dealing with maritime traffic, which contains provisions also relating to *international rivers*, states that :

“ Exemption from Customs duty and other taxes is granted in respect of all liquid fuel used by vessels navigating on the sea or on the sections of waterways subject to Customs supervision, as well as on international rivers. No distinction is made between liquid fuel imported from abroad by these vessels and that obtained from depots in France.”

### Greece.

The reply states that the Customs exemption granted in principle to liquid fuel used by motor vessels crossing the Greek frontier only applies to the liquid fuel contained in the ordinary tanks of the vessel—*i.e.*, those which form an integral part of the latter—spare tins, etc., are therefore excluded.

### Hungary.

The reply reproduces the general provisions of the Customs law, which stipulates, *inter alia*, that means of transport—*i.e.*, railway, road, water and air vehicles—which cross the Customs frontier, including their liquid fuel, are exempt from Customs duty in cases in which it is clear that there is no intention of permanent import or export, and that it is not desired to evade the Customs provisions.

In addition, as regards inland navigation in particular, the reply provides the following information :

(a) Exemption is granted in respect of liquid fuel brought by vessels from abroad if these vessels are in direct transit. If, on the other hand, these vessels, although in transit, stop in Hungary for a time longer than the normal, or carry on towage operations in that country, the quantities of liquid fuel consumed during this time are liable to duty.

(b) As regards liquid fuel obtained from the depots of foreign companies in Hungary (at Budapest), the duty is payable immediately if this fuel is employed for traffic in Hungary ; if, on the other hand, it is employed for a journey abroad, its quantity is entered in the return of service materials, and the Customs formalities are carried out at the frontier of exit, which is notified in advance of the passage of these vessels. (It appears from this latter stipulation that duty is perhaps charged on the quantities consumed as far as the frontier.)

### Irish Free State.

(a) Customs exemption is granted on arrival in respect of liquid fuel imported by the vessel for its own use on condition that the quantity is reasonable and that it is not unladen.

(b) Exemption from the duties applicable to liquid fuel is granted in respect of the quantities laden on the vessel's departure for abroad, for its own use.

### Italy.

The reply does not expressly state whether the regime indicated below applies also to inland navigation or only to maritime navigation.

(a) Exemption is granted in respect of liquid fuel imported as supplies for use :

- (1) In the case of Italian vessels—until the end of the unloading ;
- (2) In the case of foreign vessels—for the whole of their stay in Italian ports.

(b) Exemption is granted in respect of liquid fuel taken on board as supplies in Italian ports by all vessels of over thirty tons' burden and used for navigation outside the waters of the ports. The same treatment is applied to yachts of all sizes, but subject to reciprocity.

### Latvia.

The reply, which is of a general character, is negative, and states that, for fiscal reasons, and in order to protect the home liquid-fuel industry, it is not possible to admit liquid fuel duty free.

### Lithuania.

The reply, which is of a general character, enumerates the Customs taxes to which the various kinds of liquid fuel are subject on import into Lithuania. Otherwise, there are no special restrictions imposed on such import. The reply also states that the import of liquid fuel by vehicles and vessels and for the needs of these vehicles is exempt from Customs duty.

### Norway.

The reply states that liquid fuel (oils and petrol) pays no Customs duty. Nevertheless, a special tax is levied on petrol carried from abroad in motor-boats and intended for their own use.

### Netherlands.

(a) Exemption is granted in respect of the quantity of liquid fuel necessary for a journey of not more than eight days.

(b) Liquid fuel carried on board vessels in Netherlands ports cannot be unladen without Customs authorisation.

(c) Liquid fuel for the use of outgoing vessels may be purchased in transit from abroad or at the depots without payment of duty.

### Poland.

The reply states, as regards Customs exemption granted in respect of liquid fuel imported by motor-boats and motor-ships, that the law in force contains no special provision on this subject ; but, as import duties can only be levied in cases in which vessels cross the Customs frontier, and in view of the geographical conditions of Poland, these duties can only be applied to liquid fuel imported by river motor-boats and motor-ships.

The *International Oder Commission* states in its reply that there is no exemption in respect of liquid fuel in inland navigation ; but it indicates the possibility of an arrangement to this effect (see, for further details, the section " Suggestions and General Observations ").

### Portugal.

(a) Exemption is granted in respect of petrol and oil for the use of the engines of motor vessels and carried in the tanks intended for their reception.

(b) For small craft known as " motor-boats ", exemption is granted in respect of petrol imported in the ordinary tanks, except in certain cases of minor frontier traffic owing to the possibility of smuggling.

### Roumania.

(a) The system applied as regards fuel of foreign origin employed by vessels is the following :

When the fuel is carried in bunkers or on board a vessel, either in a solid or liquid state, it is exempt from duty on condition that it is entered in the ship's register and is declared at the Customs as ship's supplies.

When it is on land or in depot-barges moored to the wharf or in the store-room of the barge, the door being sealed and padlocked by the Customs authorities, it is treated as if it were fuel placed in the wharf depots.

Liquid fuel may only be stored in depots, tank-reservoirs or elsewhere for the supplying of vessels after payment of the duties.

(b) National or nationalised fuel is exempt from the export duty of  $\frac{1}{2}$  per cent and from the consumption and turnover taxes when it is taken as ship's supplies.

(c) The reply further states that there are no free ports in Roumania and that, as regards the free zones, their regime is subject to the Law of July 29th, 1929, which, however, has not been carried into effect for lack of the necessary capital.

The Roumanian Government's reply to the *International Danube Commission* on this question states, *inter alia*, that tanks may not be filled with liquid fuel of foreign origin on land in Roumanian ports unless such fuel has been " nationalised "—*i.e.*, has paid import duty, the consumption duty of  $\frac{1}{2}$  per cent, etc.

### Sweden.

(a) Crude oil and petroleum utilised by marine engines are, as a general rule, admitted into Sweden free of Customs duty and other taxes.

(b) Exemption from Customs duty and other taxes is granted in respect of the supplies of petrol and other supplies imported by means of transport with a view to their propulsion and for use on board.

(c) Nevertheless, as regards motor-boats, only the quantities necessary for the journey are admitted duty free.

### Switzerland.

(a) Liquid fuel and lubricants which are introduced with motor-craft travelling in the Swiss frontier waters are admitted free of duty in so far as they constitute normal supplies for the journey and are contained in tanks directly connected with the engine, on condition that there are no abuses and subject to reciprocity.

(b) Supplies of liquid fuel and lubricants which are carried in separate receptacles—*i.e.*, which do not form an integral part of the engine or of the vessel—are liable in principle to the payment of import duty. Nevertheless, the placing of these receptacles under Customs seal and the temporary suspension of the payment of Customs duty may be granted by the Customs offices of entry in cases in which these supplies are not used for travelling in Swiss waters, but exclusively for the return journey abroad.

### Czechoslovakia.

The liquid fuel consumed on international rivers is exempt from Customs duty.

The *International Danube Commission* and the *International Oder Commission* state in their replies that such fuel is also exempt from all other taxes.

The *International Elbe Commission* communicates to us the Czechoslovak delegate's reply, which adds to the above information that exemption from Customs duties in respect of liquid fuel is not granted in the case of actual importation.

### Turkey.

The reply contains no information on inland navigation.

### Union of Soviet Socialist Republics.

The reply of this country, which is of a general character, states that the Government, while reserving the question of the technical details of applying this exemption, sees no objection to the admission free of duty at the frontier of liquid fuel employed by motor vehicles travelling by land, water or air, and not exceeding the quantity capable of being contained in the ordinary tank of the engine. As regards lubricants, the quantity admitted duty free must not exceed 10 kilogrammes.

### Yugoslavia.

The liquid fuel utilised by motor vessels is admitted free of duty on crossing the frontiers by river.

## III. MARITIME TRAFFIC.

### Albania.

The Government's reply states that liquid fuel is subject to a monopoly, but that the law contains no definite provisions as regards the quantity of liquid fuel admitted free of Customs duty on motor vessels and intended for their propulsion. Nevertheless, this quantity may not be greater than that required to cross the territory of the Kingdom.

### Germany.

Exemption is granted in respect of :

(a) Liquid fuel and lubricants used by vessels coming from the sea or going to sea and required for the journey from the Customs frontier to the first port of destination, including the stay at the latter, and, similarly, for the return, no distinction being made between liquid fuel imported from abroad and that obtained within the country at a Customs depot ;

(b) Liquid fuel and lubricants imported by vessels as a means of propulsion, but not consumed in Germany, and subsequently re-exported ;

(c) Liquid fuel laden on vessels on the Rhine, but intended for consumption abroad ;

(d) Liquid fuel carried on vessels in direct transit through German territory, without change of loading, in the quantities necessary to effect this journey in transit ;

(e) The quantity of liquid fuel carried on board vessels crossing the German frontier and necessary for a journey of forty-eight hours.

**Belgium and Luxemburg.**  
(Belgo-Luxemburg Customs Union.)

(a) At present, liquid fuel for the engines of vessels is exempt from duty, whether imported as merchandise or as supplies for the vessel.

(b) Should duties be reintroduced, exemption would be granted in respect of liquid fuel carried as supplies by incoming sea-going vessels, as well as in respect of the quantity laden as supplies by outgoing vessels, but on condition that this petrol is not unladen in the country.

**The United Kingdom.**

(a) Dutiable liquid fuel imported on ships and intended for their use is admitted free of duty, provided the quantity is "reasonable" and provided it is retained on board.

(b) Heavy oils employed by ships propelled by Diesel engines are always admitted free of duty.

(c) In the case of liquid fuel containing alcohol, supplementary duties are charged.

(d) In the case of foreign-going ships, the duty paid on oil loaded for use on the voyage is refunded, or, alternatively, such oil may be delivered under bond without payment of duty.

**Bulgaria.**

The reply states that Customs exemption is granted in respect of surplus fuel carried by foreign vessels calling at Bulgarian ports. Should these vessels supply themselves with liquid fuel from private stations during their call, a tax of 1 per cent is chargeable on the value of the fuel, in addition to statistical and weighing fees.

**Denmark and Iceland.**

1. *Denmark.*

(a) No import duties are charged as a rule on liquid fuel.

(b) Exemption is granted in respect of supplies of liquid fuel liable to duty carried by vessels coming from abroad and intended for their own use, but on condition that such liquid fuel is consumed in Denmark on board the vessel or re-exported by it. Nevertheless, in the case of cabotage between two Danish ports, import duty is levied on the quantities consumed.

(c) The quantities of liquid fuel carried for its own consumption on board a vessel coming from abroad are also exempted from the excise duty on petrol.

2. *Iceland.*

(a) Liquid fuel carried by vessels for their own consumption is admitted duty free on arrival.

(b) Liquid fuel imported separately into the country, with a view to consumption by foreign motor vehicles, is liable to Customs duty.

**Spain.**

The reply states that, in the case of maritime transport, the legal regime applicable to liquid fuel provides that fuel considered as ship's supplies cannot be unladen or transhipped, and that, to prevent this, the Customs are authorised to ask the captain of the ship, if they think it desirable, to provide evidence of the use and consumption on board of the fuel.

**Estonia.**

The reply, which is of a general character, states that exemption is granted in respect of three days' supply of liquid fuel and lubricants carried on board vessels crossing the frontier.

**Finland.**

(a) Exemption is granted in respect of the quantities of liquid fuel contained in the tanks of vessels coming from abroad.

(b) The duties on liquid fuel laden on the vessel's departure for abroad are not refunded.

**France.**

Exemption from Customs duty and other taxes is granted in respect of all liquid fuel used by vessels navigating on the sea or on the sections of waterways subject to Customs supervision, as well as on international rivers. No distinction is made between liquid fuel imported from abroad by these vessels and that obtained from depots in France.



### Greece.

The reply states that the Customs exemption granted in principle to liquid fuel used by motor vessels crossing the Greek frontier only applies to the liquid fuel contained in the ordinary tanks of the vessel—*i.e.*, those which form an integral part of the latter—spare tins, etc., are therefore excluded.

### Irish Free State.

(a) Customs exemption is granted on arrival in respect of liquid fuel imported by the vessel for its own use on condition that the quantity is reasonable and that it is not unladen.

(b) Exemption from the duties applicable to liquid fuel is granted in respect of the quantities laden on the vessel's departure for abroad, for its own use.

### Italy.

(a) Exemption is granted in respect of liquid fuel imported as supplies for use :

(1) In the case of Italian vessels—until the end of the unloading ;

(2) In the case of foreign vessels—for the whole of their stay in Italian ports.

(b) Exemption is granted in respect of liquid fuel taken on board as supplies in Italian ports by all vessels of over thirty tons' burden and used for navigation outside the waters of the ports. The same treatment is applied to yachts of all sizes, but subject to reciprocity.

### Latvia.

The reply, which is of a general character, is negative, and states that, for fiscal reasons and in order to protect the home liquid-fuel industry, it is not possible to admit liquid fuel duty free.

### Lithuania.

The reply, which is of a general character, enumerates the Customs duties to which the various kinds of liquid fuel are subject on import into Lithuania. Otherwise, there are no special restrictions imposed on such imports. The reply also states that the import of liquid fuel by vehicles and for the needs of these vehicles is exempt from Customs duty.

### Norway.

The reply states that liquid fuel (oils and petrol) pays no Customs duty. Nevertheless, a special tax is levied on petrol carried from abroad in motor-boats and intended for their own use.

### Netherlands.

(a) Exemption is granted in respect of the quantity of liquid fuel necessary for a journey of not more than eight days.

(b) Liquid fuel carried on board vessels in Netherlands ports cannot be unloaded without Customs authorisation.

(c) Liquid fuel for the use of outgoing vessels may be purchased in transit from abroad or at the depots without payment of duty.

### Poland.

The reply states, as regards Customs exemption granted in respect of liquid fuel imported by motor-boats and motor-ships, that the law in force contains no special provision on this subject ; but, as import duties can only be levied in cases in which vessels cross the Customs frontier, and in view of the geographical conditions of Poland, these duties can only be applied to liquid fuel imported by river motor-boats and motor-ships.

### Portugal.

(a) Exemption is granted in respect of petrol and oil for the use of the engines of motor vessels and carried in the tanks intended for their reception.

(b) For small craft known as " motor-boats ", exemption is granted in respect of petrol imported in the ordinary tanks, except in certain cases of minor frontier traffic, owing to the possibility of smuggling.

### Roumania.

(a) The system applied as regards fuel of foreign origin employed by vessels is the following :

When the fuel is carried in bunkers or on board a vessel, either in a solid or liquid state, it is exempt from duty on condition that it is entered in the ship's register and is declared at the Customs as ship's supplies.

When it is on land or in depot-barges moored to the wharf or in the store-room of the barge, the door being sealed and padlocked by the Customs authorities, it is treated as if it were fuel placed in the wharf depots.

Liquid fuel may only be stored in depots, tank-reservoirs or elsewhere for the supplying of vessels after payment of the duties.

(b) National or nationalised fuel is exempt from the export duty of  $\frac{1}{2}$  per cent and from the consumption and turnover taxes when it is taken as ship's supplies.

(c) The reply further states that there are no free ports in Roumania and that, as regards the free zones, their regime is subject to the Law of July 29th, 1929, which, however, has not been carried into effect for lack of the necessary capital.

### Sweden.

(a) Crude oil and petroleum utilised by marine engines are, as a general rule, admitted into Sweden free of Customs duty and other taxes.

(b) Exemption from Customs and other taxes is granted in respect of the supplies of petrol and other fuel imported by vessels with a view to their propulsion and for use on board.

(c) Nevertheless, as regards motor-boats, only the quantities necessary for the journey are admitted duty free.

### Turkey.

(a) Exemption is granted in respect of liquid fuel carried by vessels which visit Turkish ports from abroad and return thither, on condition, however, that this fuel is not unladen in the country.

(b) The same provisions are applicable to the liquid fuel which vessels of this category obtain from transit depots in Turkey.

### Union of Soviet Socialist Republics.

The reply of this country, which is of a general character, states that the Government, while reserving the question of the technical details of applying this exemption, sees no objection to the admission, free of duty at the frontier, of liquid fuel employed by motor vehicles travelling by land, water or air, and not exceeding the quantity capable of being contained in the ordinary tank of the engine. As regards lubricants, the quantity admitted duty free must not exceed 10 kilogrammes.

### Yugoslavia.

The liquid fuel utilised by motor vessels is admitted free of duty on crossing the frontiers by sea.

## IV. AIR TRAFFIC.

### Albania.

The Government's reply states that liquid fuel is subject to a monopoly, but that the law contains no definite provisions as regards the quantity of liquid fuel admitted free of Customs duty on aeroplanes and intended for their propulsion. Nevertheless, this quantity may not be greater than that required to cross the territory of the Kingdom.

### Germany.

Exemption is granted in respect of liquid fuel on board aircraft on their arrival from abroad, on condition that it is not unladen within the country or employed for purely internal voyages.

### Austria.

(a) Exemption from Customs duties and all other taxes is granted in respect of all liquid fuel contained in the ordinary tanks of aircraft temporarily entering the country. These tanks may be quite full on crossing the frontier. On the other hand, liquid fuel contained in special separate receptacles is liable to duty.

(b) Exemption from Customs and other duties is granted in respect of all liquid fuel carried by aircraft which only make a single landing in Austria. The latter may also fill their tanks with liquid fuel, free of duty, within the country for their outward flight.

(c) On the other hand, for flights between different points in Austria only Austrian liquid fuel may be employed.

**Belgium and Luxemburg.**  
(Belgo-Luxemburg Customs Union.)

(a) The system applied in respect of liquid fuel on board aircraft is governed by paragraph 7 of Annex H of the International Convention on Air Navigation of 1919—i.e., exemption is granted in respect of the quantity of fuel needed for the journey as defined in the log-book.

Nevertheless, exemption is in practice granted in respect of the contents of the aircraft's tank, but on condition that these contents are not unladen in the country.

(b) There is no exemption for liquid fuel laden in the country on departure for abroad.

**The United Kingdom.**

(a) Dutiable liquid fuel imported on aircraft and intended for their use is admitted free of duty, provided the quantity is "reasonable" and provided it is retained on board.

(b) In accordance with paragraph 7 of Annex H of the 1919 Convention, the fuel on board aircraft arriving in the United Kingdom from abroad is not charged with Customs duty, provided the quantity does not exceed that needed for the journey as defined in the log-book.

(c) Heavy oils employed by aircraft propelled by Diesel engines are always admitted free of duty.

(d) In the case of liquid fuel containing alcohol, supplementary duties are charged.

(e) In the case of foreign-going aircraft the duty paid on oil loaded for use on the voyage is refunded or, alternatively, such oil may be delivered under bond without payment of duty.

**Bulgaria.**

Exemption is granted in respect of liquid fuel used by foreign companies which carry on international traffic on the basis of a Convention with Bulgaria ("Cina", Luft-Hansa, "Lot").

**Denmark and Iceland.**

1. *Denmark.*

(a) No import duties are charged as a rule on liquid fuel.

(b) Exemption is granted in respect of supplies of liquid fuel liable to duty carried by aircraft coming from abroad and intended for their own use, but on condition that such liquid fuel is consumed in Denmark on board the aircraft or re-exported by it. Nevertheless, in the case of transport between two points within the country, import duty is levied on the quantities consumed.

(c) The quantities of liquid fuel carried for their own consumption on board aircraft coming from abroad are also exempted from the excise duty on petrol.

2. *Iceland.*

(a) Liquid fuel carried by aircraft for their own consumption is admitted duty free on arrival.

(b) Liquid fuel imported separately into the country with a view to consumption by foreign aircraft is liable to Customs duty.

**Spain.**

The reply states that the system applicable to liquid fuel used in air navigation, whether the aircraft enters Spain by way of import or transit, is that laid down in the Regulations on Air Navigation of November 25th, 1919, which stipulate that "fuel on board shall not be charged with Customs duty, provided the quantity does not exceed that needed for the journey as defined in the log-book".

**Estonia.**

The reply, which is of a general character, states that exemption is granted in respect of three days' supply of liquid fuel and lubricants carried on board aircraft crossing the frontier.

#### **Finland.**

(a) Exemption is granted in respect of the quantities of liquid fuel contained in the tanks of aircraft coming from abroad.

(b) The duties paid in respect of liquid fuel laden on departure for abroad are not as a rule refunded. Nevertheless, the Finance Ministry has granted this privilege to two foreign air navigation companies maintaining regular communications with abroad.

#### **France.**

(a) The fuel on board aircraft arriving from abroad is not charged with Customs duty, provided the quantity does not exceed that needed for the journey as defined in the log-book.

(b) Liquid fuel laden in France by aircraft setting out for a flight over the sea or to a foreign country is delivered free of all duty.

#### **Greece.**

(a) The reply states that the Customs exemption granted in principle to liquid fuel used by aircraft crossing the Greek frontier only applies to the liquid fuel contained in the ordinary tanks of the aircraft—*i.e.*, those which form an integral part of the latter—spare tins, etc., are therefore excluded.

(b) As regards the aircraft of foreign companies serving on regular air lines, a departure from the exemption rule is provided for in cases in which the said aircraft obtain a fresh supply of fuel in Greek territory; import duty is then charged on the quantity of fuel necessary for flying over Greece, from the point of entrance to the point of exit.

#### **Hungary.**

The reply reproduces a general provision of the Customs law which stipulates, *inter alia*, that means of transport—*i.e.*, railway, road, water and air vehicles—which cross the Customs frontier, including their liquid fuel, are exempt from Customs duty in cases in which it is clear that there is no intention of permanent import or export, and that it is not desired to evade the Customs provisions.

#### **Irish Free State.**

(a) Customs exemption is granted on arrival in respect of liquid fuel imported by aircraft for their own use, on condition that the quantity is reasonable and that it is not unladen.

(b) Exemption from the duties applicable to liquid fuel is granted in respect of the quantities laden on the aircraft's departure for abroad, for its own use.

#### **Italy.**

(a) Exemption is granted in respect of liquid fuel obtained in Italy by foreign aircraft flying on commercial lines and intended for their own consumption, subject to reciprocity.

(b) Fuel on board aircraft is not charged with Customs duty, provided the quantity does not exceed that needed for the journey (paragraph 7, Annex H, of the 1919 Convention).

(c) Exemption is granted in respect of liquid fuel used under Government control by Italian air navigation companies operating commercial lines, for the needs of their aircraft serving on these lines.

#### **Latvia.**

The reply, which is of a general character, is negative, and states that, for fiscal reasons and in order to protect the home liquid-fuel industry, it is not possible to admit liquid fuel duty free.

#### **Lithuania.**

The reply, which is of a general character, enumerates the Customs duties to which the various kinds of liquid fuel are subject on import into Lithuania. Otherwise there are no special restrictions imposed on such import. The reply also states that the import of liquid fuel by vehicles, and for the needs of these vehicles, is exempt from Customs duty.

#### Norway.

The reply, which is of a general character, states that liquid fuel (oils and petrol) pays no Customs duty. Nevertheless, a special tax is charged on petrol conveyed from abroad by aeroplanes and intended for their own use.

#### Netherlands.

The reply states that liquid fuel contained in aircraft at the time of their arrival in Netherlands territory, in so far as their quantity does not exceed normal travelling requirements, is admitted duty free without other formal restriction of the quantity imported.

#### Poland.

(a) The fuel on board aircraft is not charged with Customs duty, provided the quantity does not exceed that needed for the journey as defined in the log-book (paragraph 7, Annex H, of the 1919 Convention).

(b) On the basis of a Decree of 1931, to which the Polish Government's reply refers, the facility indicated under (a) is granted subject to reciprocity.

#### Portugal.

The reply states that, as long as special regulations for aircraft have not been published, the same regime will be applied to aircraft as to motor vessels—viz., exemption is granted in respect of petrol and oil for the use of the engines of motor vessels and carried in the tanks intended for their reception.

#### Roumania.

The reply states that full Customs exemption is granted in respect of fuel and other lubricants carried on board aircraft as supplies, provided the quantity does not exceed that needed for the journey as defined in the log-book.

#### Sweden.

Exemption from Customs duties and other taxes is granted in respect of the supplies of petrol and other supplies imported by means of transport with a view to their propulsion and for use on board.

The *International Chamber of Commerce* states in its reply that, in Sweden, the duties are also refunded (probably on departure for abroad).

#### Switzerland.

(a) Exemption from Customs and monopoly duties is granted in respect of liquid fuel introduced on board aircraft in their ordinary tanks, and used for their propulsion, on condition that there are no abuses and subject to reciprocity.

(b) Nevertheless, liquid fuel contained in special receptacles (tins) is liable to Customs duty.

#### Czechoslovakia.

(a) Exemption is granted in respect of "suitable quantities" of liquid fuel intended for consumption during the journey.

(b) Quantities in excess of those indicated above, as well as quantities obtained in Czechoslovak territory, are liable to duty.

#### Turkey.

Exemption is granted in respect of liquid fuel carried by aircraft flying over Turkish territory, on condition, however, that this fuel is not unladen in the country.

#### Union of Soviet Socialist Republics.

The reply of this country, which is of a general character, states that the Government, while reserving the question of the technical details of applying this exemption, sees no objection to the admission, free of duty at the frontier, of liquid fuel employed by motor vehicles travelling by land, water or air, and not exceeding the quantity capable of being contained in the ordinary tank of the engine. As regards lubricants, the quantity admitted free of duty must not exceed 10 kilogrammes.

#### Yugoslavia.

The liquid fuel utilised by aircraft is admitted free of duty on crossing the frontiers by air.

## V. SUGGESTIONS AND GENERAL OBSERVATIONS.

### Austria.

The Government would not be prepared to give greater facilities than those at present granted, but it would be glad if a unification of the rules could be achieved in Europe.

### Denmark.

(a) The Government would be prepared to accept an arrangement to exempt from import duties the liquid fuel carried by *automobiles* for their own consumption, corresponding to the facilities at present granted by it to the supplies of ships (see under Maritime Traffic, paragraph (b)), provided however that the quantities exempted do not exceed those required for the journey as far as the destination and for the return journey to a foreign country.

(b) As regards excise, the Government would be prepared to accept an arrangement to grant exemption in respect of liquid fuel carried by *ships* or *aircraft* for consumption on board. As regards fuel carried by *automobiles*, however, the Government could not grant such an exemption from excise duty, unless the latter was replaced by a fixed circulation tax on foreign automobiles. It is possible, however, that this tax would be less favourable to foreign motor vehicles than the present excise duty.

### Spain.

The reply states that, in Spain, there would be difficulties in the way of any proposal for a modification of the system applicable to coal and petroleum and their derivatives, and that the granting of Customs exemption would encounter an insurmountable obstacle in the fundamental provisions of the Customs Law of March 20th, 1906, which, in its third part, forbids exemption from, or reduction in, Customs duties.

### Estonia.

The Government regards as extremely desirable the establishment of uniform regulations governing the Customs treatment of liquid fuel at the frontiers of the different States.

### Finland.

(a) The Government would in general be prepared to adopt exemption for liquid fuel contained in the tanks of vehicles, on condition that such fuel was not sold in the country.

(b) If a general agreement could be concluded for the refunding of the duties in respect of fuel laden on departure for abroad, Finland would propose—at any rate, as regards *aviation*—that this refund should only be made to foreign companies maintaining regular communications with abroad and co-operating with national aviation companies. This only applies to fuel employed for foreign-going traffic and not for internal traffic.

### France.

(a) The Government hopes that the liberal treatment granted in France to *maritime* and *air traffic* as regards liquid fuel will be generally adopted by other countries.

(b) It considers that it would be an advantage to unify the rules applicable to *land* and *river traffic*; in this case, the Government would propose exemption for the fuel contained in the tanks of tourist, sporting and pleasure vehicles and craft. On the other hand, it would not be possible to consider granting the same facilities to commercial traffic, in view of the unfavourable position which would result for national enterprises operating only in France.

(c) In the Government's opinion, all these arrangements, if they are to be of any value, should be embodied in a draft plurilateral convention to be submitted to all the Governments concerned.

### Latvia.

For fiscal reasons and for the protection of the home liquid-fuel industry, the Government could not entertain the abolition of duties on liquid fuel.

### Poland.

The Government could not entertain suggestions aiming at the introduction of Customs exemption for liquid fuel as a general rule.

### **Sweden.**

Notwithstanding the great facilities already granted in Sweden, the Government might be disposed, in the event of a general agreement providing more extensive facilities on the basis of reciprocity, to extend the facilities at present granted in respect of petrol to other kinds of liquid fuel imported by vehicles for their propulsion.

### **Union of Soviet Socialist Republics.**

The reply of this country, which is of a general character, states that the Government, while reserving the question of the technical details of applying this exemption, sees no objection to the admission, free of duty at the frontier, of liquid fuel employed by motor vehicles travelling by land, water or air, and not exceeding the quantity capable of being contained in the ordinary tank of the engine. As regards lubricants, the quantity admitted duty free must not exceed 10 kilogrammes.

### **International Association of Recognised Automobile Clubs.**

This Association states in its reply that the present situation with regard to fuel for automobiles is satisfactory in all the continental countries and therefore calls for no modification.

### **International Danube Commission.**

In its reply to this Commission, the Bulgarian Government expresses the hope that all countries will introduce the same complete facilities as those granted in respect of liquid fuel in Bulgaria.

The French Government's reply to this Commission, based on the Statute of the Danube, expresses the opinion that all bunker fuel for Danubian vessels should be free from Customs duty.

### **International Oder Commission.**

This Commission states that, in the reply which it has received from the Polish Government, the latter recognises the importance of granting, subject to reciprocity, exemption from Customs duty for the quantities of liquid fuel required by an incoming vessel in order to reach its port of destination, or in the case of transit in order to cross Poland.

### **International Shipping Conference.**

This Conference states in its reply that, as a result of an enquiry it has made, owners of motor-vessels do not seem to have had any experience of difficulties in Europe regarding Customs clearance of liquid fuel. An owner expressed the opinion that it would seem preferable to introduce uniformity in the regulations covering this question in the various European countries.

### **International Commission for Air Navigation ("Cina").**

This Commission states in its reply that it has been studying since 1929 the question of exemption for liquid fuel used in aviation, and that a Special Committee is examining the following questions in this connection :

- (1) Exemption from Customs duty on hydrocarbides ;
- (2) Creation of free ports at certain aerodromes ;
- (3) Revision of Annex H of the 1919 Convention.

This Special Committee discussed the following proposal submitted to it on this subject by the French delegation :

" On arrival, the fuel and lubricants carried on board and intended for the organs of propulsion of aircraft shall not be liable to Customs or other duties, provided that the quantity does not exceed that needed for the journey as defined in the log-book.

" On departure, fuel and lubricants intended as supplies for aircraft proceeding to another contracting State shall be delivered free of all Customs or other duties. Nevertheless, in case of a stop in its own territory, the State in which the aircraft obtained its supplies may render the granting of exemption subject to certain specified conditions."

Following upon the Committee's debates, the delegations of the United Kingdom, Greece, Japan, Roumania and Yugoslavia, in addition to that of France, felt able to accept immediately the point of view stated in the French Government's proposal. On the other hand, the delegations of Belgium, Czechoslovakia, the Netherlands, Poland and Sweden preferred to refrain from pronouncing and reserved their opinion until a later date.

In its reply to the enquiry undertaken on this subject by the "Cina", the German Government also showed itself favourable to this proposal.

Nevertheless, the Committee, noting that the question was at present being studied by the League of Nations in connection with all international means of locomotion, thought that it would be advisable, before making a definite pronouncement on this question, to await the results of the studies being made so as not to anticipate any general solution which might be adopted.

Meanwhile, the Special Committee, in the report in which it submitted to the "Cina" the new draft text for Annex H, proposed for the article relating to liquid fuel the text of the first paragraph of the French proposal mentioned above.

The Legal Sub-Commission of the "Cina", which was called upon to examine the above-mentioned report of the Special Committee, proposed in its report the deletion at the end of the article in question of the words "as defined in the log-book", for the reasons stated in the report.

The study of this question is still being pursued by the "Cina".

#### **International Air Traffic Association.**

The Association states in its reply that, in the majority of the countries of Europe, total or partial exemption for liquid fuel used in international air traffic is at present granted to air companies. It emphasises the importance of drawing up a general agreement granting complete exemption of duty to fuel and lubricants used in international air traffic, without distinguishing between the oil and lubricants consumed over the country in which they were obtained, and those consumed beyond the land or sea frontiers of that country. It states that the German, Swedish and Polish Governments are in favour of this measure, and believes that other Governments would also be prepared to adopt it.

#### **International Tourist Alliance.**

This organisation desires (a) that exemptions should generally be granted in respect of the fuel contained in the ordinary tanks of *automobiles* and motor-boats and (b) that as regards *air traffic*, the provisions of paragraph 7 of Annex H of the International Convention on Air Navigation of 1919 should be maintained.

#### **International Chamber of Commerce.**

1. *River Traffic*.—The Chamber draws attention to the following resolution of its Conference on Danube Navigation held at Cracow in September 1930 :

"The question of the exemption from Customs and other duties of solid and liquid fuel and of lubricants required by vessels navigating on the Danube was discussed, and the Conference considers that it is important and urgent that this question should be carefully examined by the States concerned with a view to a favourable solution."

2. *Air Traffic*.—The Chamber expresses the desire that international regulations should be drawn up with regard to (a) exemption in respect of liquid fuel carried on board on entering the country, and (b) the refund of duty on liquid fuel obtained within the country for aeronautical purposes.

3. *Land Traffic*.—Pending the results of the enquiry undertaken by the Chamber, the latter expresses the opinion that it would be desirable to apply to automobiles the same facilities as those proposed for aviation in paragraph 2 above.

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Addendum.  
Genève, le 22 août 1933.

**SOCIÉTÉ DES NATIONS**

**ORGANISATION DES COMMUNICATIONS ET DU TRANSIT.**

Etude comparative des législations régissant, dans les différents pays d'Europe, la question de la franchise douanière pour les carburants utilisés par les véhicules à moteur dans le trafic terrestre, fluvial, maritime et aérien.

**ADDENDUM.**

**COMMUNICATION DU GOUVERNEMENT DE SA MAJESTÉ DANS LE ROYAUME-UNI DE GRANDE-BRETAGNE ET D'IRLANDE DU NORD.**

Foreign Office,  
Londres, le 17 août 1933.

"Me référant au document de la Société des Nations No.C.805.M.373.1932, du 26 novembre, concernant la franchise douanière pour les carburants, j'ai l'honneur, d'ordre du principal Secrétaire d'Etat de Sa Majesté aux Affaires étrangères, de vous demander de bien vouloir procéder à certaines rectifications concernant les renseignements relatifs à la situation du Royaume-Uni en cette matière.

"2. En raison du nouveau droit frappant les huiles lourdes en vertu du "Finance Act, 1933", je suis chargé de vous demander de supprimer les mentions spéciales relatives aux huiles lourdes qui figurent dans les notes, sous la rubrique "Royaume-Uni", aux pages 3 (alinéa b), 7 (alinéa b), 11 (alinéa b) et 14 (alinéa c) dudit document.

"3. Je suis également chargé de demander la suppression des trois premières lignes suivant immédiatement la rubrique "Royaume-Uni" à la page 7 du même document.

"(signé) P. LEIGH SMITH."

**LEAGUE OF NATIONS**

**ORGANISATION FOR COMMUNICATIONS AND TRANSIT.**

Comparative Study of the Laws in the Various European Countries governing the Question of Customs Exemption for Liquid Fuel used by Motor Vehicles in Traffic by Land, River, Sea and Air.

**ADDENDUM.**

**COMMUNICATION FROM HIS MAJESTY'S GOVERNMENT IN THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND.**

Foreign Office,  
London, August 17th, 1933.

"With reference to League document No. C.805.M.373.1932. of the 26th November concerning customs exemption for liquid fuel, I am directed by His Majesty's Principal Secretary of State for Foreign Affairs to request that certain amendments may be made in regard to the information which concerns the position of the United Kingdom in this matter.

"2. In view of the imposition of the new duty on heavy oils under the Finance Act, 1933, I am to request that the separate references to heavy oils in the notes under the heading of the United Kingdom on pages 3 [paragraph (b)], 7 [paragraph (b)], 11 [paragraph (b)], and 14 [paragraph (c)] of this document should be deleted.

"3. I am also to request that the first two lines immediately following the heading "The United Kingdom" on page 7 of this document may also be deleted.

"(signed) P. LEIGH SMITH".

Geneva, December 1st, 1932.

LEAGUE OF NATIONS

ORGANISATION FOR COMMUNICATIONS AND TRANSIT

UNIFORM SYSTEM OF BUOYAGE

DRAFT REGULATIONS AND EXPLANATORY NOTE

Drawn up by the French Lighthouse Service concerning :

- (1) A Uniform System of Lateral Buoyage<sup>1</sup> ;
- (2) A Uniform System of Cardinal Buoyage.

[Translation.]

DRAFT REGULATIONS.

Chapter I. — General.

ARTICLE 1. — DEFINITION.

The buoyage to which the present rules apply includes, with the exception of lighthouses and important lightships, all fixed or floating marks which serve to indicate either landfalls, or the limits or centres of channels practicable for navigation, or natural dangers, or artificial or accidental obstacles such as wrecks, or certain other points of importance to the navigator.

The principal marks utilisable for this purpose are fixed buoys and beacons, whether lighted or not, boat-buoys or small floating lights and floating buoys.

The present regulations notably do not apply to inland waters not frequented by seagoing ships.

ARTICLE 2. — BUOYAGE SYSTEMS.

There are two principal systems of buoyage :

The *lateral* system, which applies more particularly to well-defined channels, and in which buoyage-marks indicate the location of dangers in relation to the route to be followed by navigators in their vicinity ;

The *cardinal* system, which applies more particularly to coasts flanked by numerous rocks or isolated dangers, and in which the respective locations of the mark and of the danger are indicated according to the nearest true cardinal bearing of the one in relation to the other.

ARTICLE 3. — USE OF SYSTEMS.

In the same country, and according to preference or local requirements, use may be made of one or other or both systems, on condition that the limits of their respective use are clearly indicated in nautical documents and by means of appropriate marks.

ARTICLE 4. — CHARACTERISTICS UTILISED IN BUOYAGE.

Buoyage-marks are characterised in both systems :

(1) By day, simultaneously or alternatively :

(a) By the shape of the body of the mark or of an openwork superstructure secured to the latter (these two arrangements are regarded as equivalent), or by the shape of a topmark surmounting the mark ;

(b) By the colouring of the mark.

(2) By night :

By lights, which will be differentiated either by colour or by rhythm or by a combination of the two.

<sup>1</sup> This part of the document is intended to supplement the British proposals (document C.978.M.543.1931.VIII).

ARTICLE 5. — SHAPES OF THE BODY OF THE MARK.

1. *Lateral System.* — Three characteristic shapes may be distinguished : upper part of the mark pointed (“ conical ”); upper part of the mark flat (“ can ” (cylindrical)); and upper part of the mark rounded (“ spherical ”).

2. *Cardinal System.* — A distinction may be made between four characteristic shapes : pointed or conical, flat or cylindrical, domed and very elongated (“ spindle ”).

ARTICLE 6. — SHAPES OF TOPMARKS.

1. *Lateral System.* — The characteristic topmarks present the appearance of a cone with point upwards, a cylinder, a sphere, two cones base to base, and a St. George’s cross.

2. *Cardinal System.* — The characteristic topmarks present the appearance of a cone with point upwards, a cone with point downwards, two cones base to base, and two cones point to point.

*N.B.* — This appearance may be produced by intersecting plates or by cages presenting the above-mentioned visible contours.

In both systems, when local circumstances require it (particularly in waters exposed to ice), the topmarks may be replaced by brooms of dark colour, of a shape as nearly as possible approaching that of the topmarks for which they are substituted.

ARTICLE 7. — CHARACTERISTIC COLOURS.

1. *Lateral System.* — The characteristic colours by day for natural dangers are black and red, which for certain special indications may be combined with white. The characteristic colour by day for wreck-marks is green.

2. *Cardinal System.* — The characteristic colours by day for natural dangers are black combined with white and red combined with white in horizontal divisions. The characteristic colour by day for wreck-marks is green combined with white.

3. In both systems, and in all cases, the *topmarks* are painted with the darkest characteristic colour used for the corresponding mark. This provision is not obligatory when brooms are employed as topmarks.

ARTICLE 8. — LIGHTED BUOYS AND SPECIAL BUOYS.

It is of advantage to give the body of lighted buoys and special buoys (such as bell-buoys, whistle-buoys, etc.), when their mode of construction and conditions of use permit, the characteristic shape corresponding to their position in the buoyage system, or, failing that, to supply them with a corresponding topmark.

The same applies to boat-buoys or other floating marks which serve the same purpose as lighted buoys.

ARTICLE 9. — DIFFERENTIATION OF THE CHARACTERISTICS OF LIGHTS.

The main categories of lights are the following :

Flashing or intermittent lights, in which the appearances of light are definitely shorter than the periods of darkness ;

Occulting lights in which the eclipses are definitely shorter than the periods of light ;

Occulting lights in which the periods of light are equal to the periods of darkness ;

Quick-flashing lights, in which the alternations of light and darkness are very rapid and attain a rate of at least forty per minute ;

Interrupted quick-flashing lights, in which successions of quick flashes are separated by intervals of darkness.

In the case of lights with groups of flashes, occultations, or quick flashes, the interval between two groups should be equal to at least three times the interval of the variations in each group.

Chapter II. — Lateral System.

ARTICLE 10. — DEFINITION OF THE DIRECTION OF ARRIVAL.

In principle, the position of the marks in the lateral system is determined according to the general direction taken by a navigator coming from seaward ; it may also be determined, particularly when approaching a port or river-mouth, according to the direction of the main stream. The application of these principles shall be defined as far as may be necessary by nautical documents.

ARTICLE 11. — CHARACTERISTICS OF MARKS ON THE SIDES OF CHANNELS.

1. Marks on the two sides of a channel are differentiated as follows :

*Starboard-hand marks :*

- Conical shape (compulsory for ordinary buoys) ;
- Conical topmark : Colour black, or, particularly in the case of multiple channels, black and white chequers ;
- Lights : Either white with an odd number of variations, or green with a rhythm other than those reserved for the marking of wrecks.

*Port-hand marks :*

- Cylindrical shape (compulsory for ordinary buoys) ;
- Cylindrical topmark : Colour red, or, particularly in the case of multiple channels, red and white chequers ;
- Lights : Either red, or white with an even number of variations.

2. If marks at the side of a channel are *numbered* or lettered, this numbering or lettering shall commence from seaward ; odd numbers shall be on the starboard and even numbers on the port hand.

ARTICLE 12. — BIFURCATION- OR JUNCTION-MARKS OR MIDDLEGROUND-MARKS.

1. *Spherical shape* or *spherical topmark* placed under the other characteristic topmarks defined below.

2. *Colour :*

- Alternate red and white horizontal bands where the main channel is to the right or the channels are of equal importance ;
- Alternate black and white horizontal bands where the main channel is to the left.

3. *Topmarks :*

- (a) Main channel to the right :
  - At the bifurcation, a cylinder ;
  - At the junction, a St. George's cross.
- (b) Main channel to the left :
  - At the bifurcation, a cone, point upwards ;
  - At the junction, a cone, point downwards.
- (c) Channels of equal importance :
  - At the bifurcation, two cones base to base.
  - At the junction, a sphere.

4. *Lights.* — The choice and character of lights will be based both on the rules given above for lights marking the sides of channels (Article 11) and on the advisability of making a differentiation with neighbouring lights marking sides of channels.

**Chapter III. — Cardinal System.**

ARTICLE 13. — ASSIGNMENT OF CHARACTERISTICS AMONG THE QUADRANTS.

There are four quadrants, north, south, east and west, bounded respectively by the directions N.E., S.E., S.W. and N.W.

1. Danger-marks are characterised as follows in the different quadrants :

*Northern quadrant* (N.W. to N.E.) :

- Conical shape ;
- Conical topmark, point upwards ;
- Colour : Black with a wide white median band, or, for spars only, white with a wide black median band ;
- White light with even number of variations or quick-flashing.

*Southern quadrant* (S.E. to S.W.) :

- Cylindrical shape ;
- Conical topmark, point downwards ;
- Colour : Red with wide white median band ;
- Light with odd number of variations or interrupted quick flashes, red preferably, or white.

*Western quadrant* (S.W. to N.W.) :

- Spindle shape ;
- Topmark : Two cones, point to point ;
- Colour : Black above and white below ;
- White light with an odd number of variations or interrupted quick flashes.

*Eastern quadrant (N.E. to S.E.) :*

Dome shape ;  
Topmark : Two cones, base to base ;  
Colour : Red above, white below, or, for spars only, red below and white above ;  
Light with even number of variations or quick flashes, red preferably, or white.

2. As a simplification, only two characteristic forms may be used for the body of the mark, the same conical or dome shape being employed in the northern and eastern quadrants and the same cylindrical or spindle shape in the southern and western quadrants.

3. The use of topmarks is compulsory in cases in which the body of the mark is not one of the characteristic shapes.

The topmarks may be repeated above one another in order to facilitate differentiation between similar marks. It will then be sufficient to repeat the lower cone for the east or west.

Exceptionally, topmarks on spars may be omitted for climatic reasons, or owing to the special nature of the traffic.

### Chapter IV. — Wrecks.

#### ARTICLE 14. — GENERAL PROVISIONS.

Wrecks may be marked according to the lateral system or the cardinal system.

Nautical documents should indicate the system or systems in use in each country.

Wreck-marks shall be provided with special characteristics, at any rate as long as may be necessary to render their presence familiar to navigators. When this result has been achieved, wrecks may be marked in the same manner as natural dangers.

Wreck-marks shall be painted with the characteristic colour, green ; or, at any rate, green must predominate.

Wreck-marks shall, if possible, carry the letter " W " painted in white, or, in the case of vessels, an inscription at least containing this letter.

If lighted, they must always include at least one green light ; in the case of a lightship marking a wreck, the latter shall not carry the ordinary riding-light for vessels at anchor.

#### ARTICLE 15. — CHARACTERISTICS WHEN THE LATERAL SYSTEM IS USED.

1. *For buoys or beacons marking a wreck to be passed on the starboard hand :*

A conical shape or mark surmounted by a conical topmark ;  
Colour : Green, the lower part having compulsorily to be painted black if the characteristic shape has not been used ;  
Green light, with groups of three flashes.

2. *For buoys or beacons marking a wreck to be passed on the port hand :*

Cylindrical shape or mark surmounted by a cylindrical topmark ;  
Colour : Green, the lower part having compulsorily to be painted red if the characteristic shape has not been used ;  
Intermittent green light, with groups of two flashes (or appearances of light).

3. *For buoys or beacons marking a wreck to be passed on either hand :*

Spherical shape or mark surmounted by a spherical topmark where possible ;  
Colour : Green ;  
Occulting green light, in which the periods of light are equal to the periods of darkness.

4. *Vessel marking a wreck to be passed on the starboard hand. — It shall carry :*

One spherical shape between two conical shapes in a vertical line and painted green ;  
Three green lights in a vertical line.

5. *Vessel marking a wreck to be passed on the port hand. — It shall carry :*

A cylindrical shape above a spherical shape in a vertical line and painted green ;  
Two green lights in a vertical line.

6. *Vessel marking a wreck to be passed on either hand. — It shall carry :*

Spherical shapes painted green in pairs in a vertical line, with at least four showing ;  
Green lights arranged in the same way.

ARTICLE 16. — CHARACTERISTICS IN THE CASE OF THE CARDINAL SYSTEM.

1. *For buoys or beacons in the northern quadrant :*  
Conical shape ;  
Conical topmark with point upwards ;  
Colour : White with wide green median band ;  
Intermittent green light, with groups of four flashes (or appearances of light), or quick-flashing.
2. *For buoys or beacons in the southern quadrant :*  
Cylindrical shape ;  
Conical topmark with point downwards ;  
Colour : Green with wide white median band ;  
Intermittent green light, with groups of five flashes (or appearances of light), or quick-flashing with interruptions.
3. *For buoys or beacons in the western quadrant :*  
Spindle shape ;  
Topmark consisting of two cones point to point ;  
Colour : Upper half green, and lower half white ;  
Intermittent green light, with groups of five flashes (or appearances of light), or quick-flashing with interruptions.
4. *For buoys or beacons in the eastern quadrant :*  
Dome shape ;  
Topmark consisting of two cones base to base ;  
Colour : Upper half white, lower half green ;  
Intermittent green light, with groups of four flashes (or appearances of light), or quick-flashing.
5. *Vessel in the northern and eastern quadrants. — It shall carry :*  
A conical shape above a spherical shape in a vertical line and painted green ;  
Three green lights over a white light.
6. *Vessel in the southern and western quadrants. — It shall carry :*  
Two cylindrical shapes over a spherical shape in a vertical line and painted green ;  
Two green lights over a white light.

*N.B.* — For the sake of simplification, only two characteristic shapes may be utilised for the bodies of buoys ; the same conical or dome shape must be used in the northern and eastern quadrants and the same cylindrical or spindle shape in the southern and western quadrants.

ARTICLE 17. — FOG-SIGNALS ON WRECK-MARKING VESSELS.

In thick weather, a manned wreck-marking vessel shall ring a bell as follows :

- Three strokes if the vessel is to be passed on the starboard hand ;
- Two strokes if the vessel is to be passed on the port hand ;
- Four strokes if the vessel may be passed on either hand ;
- Six strokes if the vessel is to the north or east of the wreck ;
- Five strokes if the vessel is to the south or west of the wreck.

**Chapter V. — Special Marks and Miscellaneous Indications.**

ARTICLE 18. — LANDFALL BUOYS.

Landfall buoys shall be painted with black and white or red and white vertical bands.

ARTICLE 19. — MID-CHANNEL BUOYS.

Mid-channel buoys moored in safe waters shall, if possible, have a special shape distinct from the other principal characteristic shapes. Their topmark, if any, shall also have a shape different from the other characteristic shapes.

The marks in question shall be painted with black and white or red and white vertical bands.

ARTICLE 20. — ISOLATED DANGER-MARKS.

Isolated danger-marks shall have the following characteristics :

- Spherical shape or spherical topmark ;
- Colour : Wide black and red horizontal bands, separated by a narrow white band ;
- Light : White or red.

ARTICLE 21. — INTERMEDIATE BUOYS.

Buoys indicating the transition between the cardinal and lateral systems shall be painted with red and white or black and white spiral bands.

ARTICLE 22. — MISCELLANEOUS BUOYS.

Buoys whose use is not defined in the present regulations shall be painted with a colour not liable to be confused with the characteristic colours of the buoyage systems.

Quarantine buoys shall be painted yellow.

ARTICLE 23. — SECTOR LIGHTS IN HARBOURS.

As regards lights placed on works at the entrance of harbours and chiefly intended to indicate the boundary of a channel, the colours and rhythms shall, as far as possible, be allocated according to the rules of the lateral system.

When coloured sectors are placed on lights belonging to the lateral system, it is desirable, if circumstances permit, that their colouring should be allocated in accordance with the rules of that system. In cases in which such an allocation is not considered practicable, it is recommended that the colours should be assigned in accordance with a definite rule for the region in question, in order that the sectors should be arranged in the same way when circumstances are the same.

ARTICLE 24. — COLOURS OF SUPPORTS.

The fixed supports of lights belonging to the lateral or cardinal buoyage systems should, as far as possible, be painted with the colour belonging to their position in the system in question. If it is impossible to use the regulation colour, the use of the opposite colour should in any case be avoided.

ARTICLE 25. — GENERAL REMARKS.

1. Derogations from the above rules should remain the exception, and should only be allowed in cases of technical impossibility or of genuine danger to be apprehended for shipping, or of expenditure out of proportion with the traffic affected.

The attention of navigators should be particularly drawn to the existence of these derogations.

Every opportunity should be taken to put an end to them as soon as possible.

These derogations must not create confusion with the characteristics fixed in the present regulations.

2. If, in order that it may stand out better against the background, the upper part of a mark is coloured with a light or dark colour differing from its characteristic colours, this shall not be regarded as a derogation, provided that it only applies to a small part of the mark and allows its characteristic colours to predominate.

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EXPLANATORY NOTE.

PRELIMINARY REMARKS.

1. It has been assumed for the sake of convenience that the colour red will be assigned to the port side in the lateral system, but this must not be taken as a hard-and-fast rule as far as French arrangements are concerned, for they could quite well be made to fit in with an opposite assignment in order to facilitate a more general unification of buoyage systems.

2. It appears useful, in order to obviate the reservations and objections that have already been put forward on many occasions, to insert here, and perhaps reproduce in the final agreement, or in the explanatory memorandum annexed thereto, a declaration on the following lines :

“ The provisions defined herewith both for the various systems of buoyage and for the lighting of marks or fog-signals should not be interpreted as involving any obligation to adopt these various methods of signalling, but simply as constituting an invitation to conform to the characteristics indicated if the said methods should come to be adopted ”.

Ad *Article 1*. — It has been thought useful, in defining the different elements of buoyage, to deal separately with the case of important lightships, which are generally manned, and the case of small floating lights, or boats occasionally carrying a light, or the boat-buoys in use in certain estuaries; certain countries are opposed to the characteristic colours used chiefly for buoyage being applicable to large lightships, which are sufficiently recognisable by their shape, but there is no reason to abolish all characteristics in the way of colours or topmarks for boat-buoys, for example.

It has also been thought advisable to refer to the artificial obstacles which necessitate temporary or permanent buoyage, such as the works of ports under construction or submarine cables which have to be brought to the mariner's attention from the point of view of moorage zones.

Lastly, water surfaces inaccessible to seagoing vessels proper, or not frequented by them in practice, should be excluded from the sphere of application of the regulations.

Ad *Article 7*. — It will be noticed that white is used very differently by day (in association with the other characteristic colours) in the lateral system and in the cardinal system. The use of several white and dark bands (at least four bands) or of chequers is reserved for the lateral system; while the use of a broad white median band or the painting in white of a considerable part of the height of the work (at least one-third) is characteristic of the cardinal system.

Ad *Article 10*. — In defining the direction of arrival in the lateral system, no attempt has been made to go further than the general indication of arrival from seaward, or, in certain cases, the direction of the main stream; but, in doubtful cases, the technical services concerned may usefully avail themselves of the suggestions contained in § II, 3, of the annex, page 19 of the "General Report and Proposals of the Technical Committee" (document C.59.M.34.1929.VIII).

Ad *Article 11*. — Secondary channels may conveniently be distinguished from the principal channel by assigning thereto chequer patterns, for example; in other cases, these patterns, if assigned to one of the sides of a single important channel, can, with advantage, be used to facilitate the distinction between the marks on the one hand, which will be of uniform colour, and those on the other hand, which will be of the other characteristic colour with a chequer pattern.

It will be noted that shape is rendered obligatory only for ordinary buoys marking the sides of a channel — *i.e.*, for buoys which have to present cylindrical or conical characteristics; but an openwork superstructure of the same shape would be regarded as equivalent to that of the body of the buoy itself.

Ad *Article 12*. — As an illustration, the lights of bifurcation — and junction — marks may be distinguished from neighbouring lights marking the sides of channels by utilising, for example, apparatus showing alternate white and red lights or a number of white or coloured flashes greater than those of the marks on banks.

Ad *Article 13*. — In the cardinal system, the possibility had hitherto been allowed of employing for the bodies of the marks either four shapes only or two shapes, in which case the cylindrical and conical shapes only had been proposed. The latter, however, are the characteristic shapes of the lateral system; as it is important to distinguish as much as possible between the two systems of buoyage, it would seem advisable not to condemn the services using this simplification to employ precisely the shapes most used elsewhere, but to leave them free to use the other two shapes also, dome (ogival) and spar, which are least utilised and which there is no reason to reserve solely for the eastern and western quadrants when the four shapes are used.

An alternative has been provided as regards the arrangement of day colours in the northern and eastern quadrants in order to avoid confusion in the case of spars not provided with a topmark when, in certain lights, it would not be easy to identify the dark colour employed. By reversing the respective positions of white and of the dark colour, an additional chance is given to navigators to ascertain whether they are in the northern or southern quadrant on the one hand, or in the eastern or western quadrant on the other hand.

Ad *Articles 15 and 16*. — Rules have been proposed both for buoys or beacons capable of being used for marking wrecks and for the boats which are sometimes used for this purpose.

As regards the latter, it has been endeavoured to avoid confusion with the depth signals or entrance and departure signals regulated at Lisbon in 1930, and to find different arrangements for day signals and lights, both in the lateral system and in the cardinal system.

In any case, the lights one above the other provided for on boats marking wrecks will be placed at such a height and at such a distance from one another as to ensure their visibility; in this respect, the rules already laid down in this connection should be followed.

Among the lights which might also be used for the buoyage of wrecks in the cardinal system, mention may be made of alternate white and green lights.

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Geneva, October 6th, 1932.

LEAGUE OF NATIONS

**WORK OF THE COMMUNICATIONS AND TRANSIT  
ORGANISATION  
BETWEEN THE TWELFTH AND THIRTEENTH ORDINARY  
SESSIONS OF THE ASSEMBLY**

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**REPORT OF THE SECOND COMMITTEE TO THE ASSEMBLY**

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*Rapporteur*: His Excellency M. A. SCHMIDT (Estonia).

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The report on the work done by the Communications and Transit Organisation of the League between the twelfth and thirteenth ordinary sessions of the Assembly shows that, during the past year, the Organisation has effectively pursued its task, and has made considerable progress. I need hardly go into every detail of the report, which demonstrates that the Organisation has remained faithful to its methods of work, which have already been approved on many occasions by the Assembly; but I should like to draw the Assembly's attention to certain questions that appear to be of special interest.

First, in accordance with the Statute of the Organisation, the Fourth General Conference on Communications and Transit took place in 1931. Held at Geneva from October 12th to 24th, it was attended by the representatives of forty-three States (including the United States of America and Egypt as non-Members of the League, and also Turkey, who, in 1931, had not yet joined the League) and thirty international organisations. The names of those States and organisations are enumerated in the report; they show the great interest taken by Governments and the competent organisations in the expansion of the work of the Communications and Transit organisation of the League of Nations.

Among the questions on the agenda of the Fourth General Conference, several were of a statutory nature; the report on the work done by the Advisory and Technical Committee for Communications and Transit since the last General Conference, the report of the Secretary-General of the League on the measures taken in execution of the decisions of previous Conferences, and, lastly, the renewal of the membership of the Advisory and Technical Committee, whose present composition is mentioned in the report.

The Conference also had on its agenda the following points: (a) negotiable documents for the international transport of goods by rail; (b) barriers to maritime navigation, on which questions, after lengthy discussion, two resolutions were adopted; and (c) measures to be taken in cases of serious interruption of international transit routes, on which question a recommendation was voted by the Conference.

The only other item on the agenda which I need mention is that which gave the Fourth General Conference a somewhat special character—namely, calendar reform.

You will remember that the tenth Assembly noted the great interest taken by the economic circles of various countries in the enquiries undertaken regarding the simplification of the calendar, and requested the Fourth General Conference on Communications and Transit to consider any recommendations that might be made as a result of those enquiries. The examination made by the Fourth General Conference shows that the vast majority of the Governments represented considered that, from the economic and social standpoint, the common good demanded the stabilisation of movable feasts. The Council decided to bring the Act containing this declaration to the notice of the religious authorities. The Conference also requested the Council to notify the Governments invited to the Conference, before the end of April 1933, of any views expressed by the religious

authorities on this Act and on the action they might propose to take upon it. The general problem of simplifying the calendar met with a less favourable reception on the part of the Conference than the question of the stabilisation of movable feasts. Nearly all the delegations were of opinion that "the present was not a favourable time for making any change in the Gregorian calendar". However, as stated by the General Conference itself, the examination of the principle of the reform and the efforts made up to the present had not been in vain. The Advisory and Technical Committee for Communications and Transit will certainly not fail, in accordance with the wish expressed by the General Conference, to follow the efforts which will no doubt continue to be made to enlighten the public upon the advantages and drawbacks of a reform, and to keep the Governments regularly informed on the subject.

The Assembly is aware that, for some years past, questions relating to road traffic have been on the agenda of the Communications and Transit Organisation. The European Conference on Road Traffic held in 1931 marks an important stage on the way to the codification of road questions. It will be recollected that, as the outcome of the Conference, two international conventions and an agreement were signed.

The Advisory and Technical Committee for Communications and Transit subsequently requested its Permanent Committee on Road Traffic to study various problems, such as the international regime of commercial motor transport, which were referred to it by the European Conference held in 1931, and which, in view of the continual increase in motor traffic, an economic factor of such great importance, call for very careful consideration. For this purpose, the Secretariat will furnish the Permanent Committee with documentary material dealing with the various aspects of the problem.

By 1930, the work of the Communications and Transit Organisation in regard to the unification of river law had advanced sufficiently for a special Conference to be summoned. Although this Conference was wholly successful, certain important parts of river law having been regulated by means of international conventions, the problem of the unification of river law as a whole is still far from being solved. It is of the utmost importance that a draft convention dealing with certain measures of procedure should be drawn up in the near future; for, otherwise, it will not be possible to apply in international relations certain rules adopted at the 1930 Conference. The Advisory and Technical Committee for Communications and Transit accordingly asked its Committee on River Law to study the questions of attachment (*saisie conservatoire*) and of assistance and salvage, and, in agreement with the International Labour Organisation, entrusted to a joint committee the examination of the conditions of engagement and labour of inland navigation personnel in Europe.

The Advisory and Technical Committee for Communications and Transit, renewed as stated above by decision of the Fourth General Conference, held its seventeenth ordinary session from June 1st to 4th, 1932. At that session it proceeded to reorganise its various permanent committees, and, by a general reduction in the number of members of those committees, a considerable saving has been effected without in any way affecting the remarkably high level of competence and initiative of those committees. This result is the more gratifying in that its very satisfactory financial consequences will apply, not only to 1933, but also to the three years following, the statutory term of office of those committees being four years.

It is hardly necessary to enumerate in detail the various questions on the agenda of the seventeenth session of the Advisory and Technical Committee, or to examine all the work done by the Committee or its organs during the past year. Certain matters, however, call for fuller attention.

At the request of the Air Commission of the Conference for the Reduction and Limitation of Armaments, the Air Transport Co-operation Committee set up by the Transit Organisation met in May 1932 to engage in studies concerning the internationalisation of civil aviation and any other measure calculated to prevent the signatory States from utilising civil aviation for military purposes, with a view to informing the Conference of the results.

Among the questions examined by the Committee, mention should be made of the study of an international air network of essential connections, ground organisation, the operation of the principal international services, conditions for the admission of foreign undertakings engaged in regular international transport, the progress of international co-operation in the operation of air lines, and certain legal and administrative questions affecting the development of international co-operation in air navigation.

The various views expressed in the Committee, and the conclusions arrived at after very close discussion, are mentioned in the Committee's report on this session, which has been submitted, through the Secretary-General of the League, to the Conference for the Reduction and Limitation of Armaments.

In pursuance of the resolution adopted by the Fourth General Conference concerning the negotiability of railway transport documents, the Special Committee for the study of this question drew up, at its session in November 1931, a general report in which it expressed the opinion that it was possible to consider a solution that would give trade and production the transport document they desired for the purpose of facilitating the exchange of goods in international relations and carrying out certain financial operations or measures to be taken in the course of the transport of goods, without imposing on the railways burdens materially greater than those which they are themselves willing to assume. The Special Committee's report was brought to the notice of Governments and of the Council, which drew the Governments' attention to the importance of the

problem, requesting them to examine it in the most favourable spirit, and to take the necessary steps to enable the next conference for the revision of the Berne Convention (C.I.M.) to find an adequate solution. The Assembly will no doubt be prepared to endorse the Council's recommendation in this matter. Moreover, it should be noted that certain Governments were of opinion that, while awaiting the above-mentioned revision of the Berne Convention (C.I.M.), the Governments might, by means of direct agreements, adopt the recommendations of the Special Committee of Enquiry concerning the introduction of an endorsable transport document.

Considerable progress has been made by the Communications and Transit Organisation as regards the unification of statistics. The Committee for the Unification of Transport Statistics has completed a general report, including a draft International Convention relating to transport statistics for goods despatched by sea, rail, and inland waterways. The Advisory and Technical Committee for Communications and Transit decided to ask the Secretary-General of the League to transmit this report to the Governments concerned. The latter were requested to submit to the Committee any proposals they might think fit to make with regard to the method of applying the principles contained in that report. The Advisory and Technical Committee is certainly better qualified than any other body to appreciate the capital importance, from the economic standpoint, of the unification of statistics covering the three chief means of transport, and the difficulties and the considerable amount of work involved in preparing the general report on the question which was drawn up by the Committee. I do not think there can be any doubt but that, should the examination of the replies received from Governments appear to justify the hope that an international Conference on transport statistics would prove successful, the Advisory and Technical Committee will take the necessary steps with a view to the convening of such a Conference by the Council.

Since the Assembly has decided not to set up the Third Committee this year, I should like very briefly to inform the Assembly of two questions connected with the problem of communications affecting the working of the League at times of emergency.

At its twelfth session, the Assembly had before it the question of an aerodrome to be situated near the seat of the League and available for use by the latter at times of emergency. Proposals dealing with the technical aspect of the matter which were made by a committee of experts were then submitted to the Assembly. The latter, however, decided that the discussion must be postponed, as the examination of the non-technical problems at issue between the Swiss Federal Government and the League Secretariat had not yet been begun.

In the meantime, negotiations relating to these non-technical questions have been initiated between the Federal Government and the Secretariat, and are still in progress. The Assembly will doubtless take note of this position, and it seems to me that, in the circumstances, it would be best to postpone the examination of the question until the next session of the Assembly, so that the latter, having by that time complete data at its disposal, may be in a position to take a decision with a full knowledge of the facts.

As regards the wireless station, it should be noted that the work of installation and equipment was completed last spring. The results of the tests carried out by the Advisory Committee on Wireless Technical Questions of the Communications and Transit Organisation were entirely satisfactory as regards the construction material and the technical operation of the station, and the installations were accepted by the competent organs of the League. Since then, as stated in the report, the station has been providing direct communication with North and South America, China and Japan.

As regards collaboration between the Chinese National Government and the Communications and Transit Organisation, this has continued to progress satisfactorily. Experts have proceeded to China to advise the Government on various important technical problems. Engineers have also been sent to China, as representatives of the Communications and Transit Organisation accredited to the Chinese Government, for the purpose of co-operating with the latter in preparing and directing public works, chiefly road construction and hydraulic works. Appreciable results have already been obtained, and good progress continues to be made.

I must now turn to the question of large-scale public works, which was submitted to the Assembly at its last session by the Commission of Enquiry for European Union. In the resolution adopted on this matter on September 24th, 1931, the Assembly requested the Council to ask the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment set up by the Communications and Transit Organisation—which was to be supplemented for this purpose by representatives of the International Labour Organisation—to deal with this question.

In order to carry out these instructions, the Committee of Enquiry has held three sessions. During the first session, which took place on October 14th and 15th, 1931, it drew up the text of a circular inviting Governments to submit the schemes for public works contemplated by them to the Committee for its examination.

At its second session, held from March 30th to April 2nd, 1932, the Committee of Enquiry examined the schemes submitted up to that date, and selected a number of them, reserving the right to pronounce upon certain others after it had received additional information.

Lastly, at its third session, held from September 7th to 10th, 1932, the Committee examined these latter schemes, together with a certain number of new schemes submitted to it in the meantime by Governments in reply to a further invitation sent to them by the Secretary-General as the outcome of a Council decision of May 1932. Up to the present, the Committee has selected

a large number of schemes from among those submitted by the Governments of Austria, Bulgaria, Greece, Hungary, Latvia, Poland and Yugoslavia. Moreover, the Committee is still studying schemes submitted by certain of the above-mentioned Governments and by others.

The Council, to which, in accordance with the above-mentioned resolution of the Assembly, the Committee of Enquiry communicated the results of its work, examined them at its meeting on September 24th, 1932, with a view to deciding upon the action to be taken in the matter. Taking into consideration the fact that international action in regard to the problem of public works on a large scale has from the outset been envisaged as part of the general work of bringing about economic recovery, the Council, in the resolution which it adopted on this matter, requested the Secretary-General to transmit to the Commission of Experts set up by the Lausanne Conference and entrusted with the preparation of the Economic and Financial Conference the results so far reached by the Committee of Enquiry and those which may be achieved later, with a view to the possible inclusion of this question on the agenda of the Economic and Financial Conference.

As the question of the Economic and Financial Conference has also been laid before the Second Committee, which has decided to undertake a general discussion on all the questions which will probably come within the sphere of action of this Conference, the report which will be submitted to the Assembly by the Second Committee as a result of this discussion will also deal with the action which might be taken in regard to this problem.

In these circumstances, there is no more for me to say but to express my gratification—which I am sure that the Assembly will share—at the work done by the Committee of Enquiry.

In conclusion, I think I may say that the Assembly has before it an important series of practical results which demonstrate once again the efficacy of the methods followed by the Communications and Transit Organisation and the thoroughness with which it performs its work. I am sure that the Assembly will wish to offer the Organisation its thanks, and I accordingly beg to move the following resolution:

“ The Assembly,

“ Having considered the work accomplished by the Communications and Transit Organisation between the twelfth and thirteenth ordinary sessions of the Assembly:

“ Greatly appreciates the results obtained in the Organisation’s various spheres of activity;

“ Expresses, in particular, its satisfaction with the conclusions reached by the Fourth General Conference on Communications and Transit, and trusts that those conclusions will lead to good results;

“ Attaches special importance to the work accomplished by the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment;

“ Notes with satisfaction the close collaboration that has been established between the Organisation and the Chinese National Government, and expresses its conviction that this collaboration will be wholly successful.”

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VIII. TRANSIT

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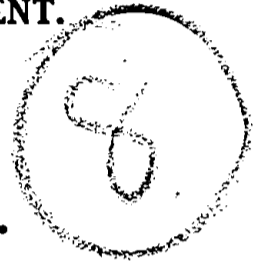
Geneva, June 10th, 1933.

**LEAGUE OF NATIONS**

**COMMUNICATIONS AND TRANSIT  
ORGANISATION.**

**COMMITTEE OF ENQUIRY INTO QUESTIONS RELATING TO  
PUBLIC WORKS AND NATIONAL TECHNICAL EQUIPMENT.**

**REPORT**  
**on the Fourth Session of the Committee.**



I.

The Council of the League of Nations, after examining, during its meeting on September 24th, 1932, the report which the Committee of Enquiry into Questions relating to Public Works and National Technical Equipment had submitted to it on its third session, adopted the following resolution :

“ The Council,

“ Having taken note of the report of the Committee of Enquiry into Questions relating to Public Works and National Technical Equipment on its third session :

“ Thanks the Committee for the work it has done and requests it to proceed with the examination of the schemes, the study of which has been suspended and of any which may still be laid before it ;

“ Requests the Secretary-General to transmit to the Commission of Experts set up in accordance with Annex V of the Lausanne Convention of July 9th, 1932, the results of the work of the Committee of Enquiry into Questions relating to Public Works and National Technical Equipment contained in the reports which have already been submitted to the Council or which will subsequently be submitted to it, with a view to the possible inclusion of that question in the agenda of the Economic and Financial Conference ;

“ Requests the Secretary-General to transmit the present report to the Assembly.”

Continuing its task, the Committee of Enquiry held its fourth session at Geneva from June 7th to 10th, 1933, with a view to examining a number of schemes which had been submitted to it previously, but the study of which had been suspended since the documentation was not yet complete, and also certain new schemes which had reached it since its third session.

During its examination, the Committee, pursuing the same procedure and basing its work on the same criteria as previously, as set forth in its former reports, arrived at the following conclusions.

II.

BULGARIA.

*Programme of Road and Bridge Construction.*

Having considered the new proposals made by the Bulgarian Government, the Committee was of opinion that it would recommend the west-east trunk road connecting Sofia with the Yugoslav and Turkish frontiers (estimate : 11 million Swiss francs, including the bridge-construction programme).

The Committee thought that the Black Sea coast road from Varna to Malko Tirnovo through Burgas and the road connecting Sofia with the Danube and the Roumanian frontier through Berkovitz, Ferdinand and Lom could be reserved for a second stage of the work to be done (estimate : 5 million Swiss francs).

#### ESTONIA.

*Programme of Road and Bridge Construction* (estimate : 8.1 million Swiss francs).

Having considered the additional information which has been produced, the Committee expressed itself in favour of the proposed construction work.

#### HUNGARY.

(a) *General Programme for the Reconstruction of Roads.*

Having before it the revised programme submitted by the Hungarian Government, the Committee expressed itself in favour of the following five main roads (estimate : 35 million Swiss francs, including the amount for the restricted programme previously approved by the Committee) :

- (1) Extension to the Roumanian and Yugoslav frontiers of the Pesth-Szeged road, which was provided for in the restricted programme already approved by the Committee, with two connections, one towards Timisoara, the other towards Senta and Subotica ;
- (2) Road from Lake Balaton to Györ ;
- (3) Road from Kecskomet to the Yugoslav frontier towards Zagreb ;
- (4) Extension of the Pesth to Puspök-Ladany road to the Roumanian frontier ;
- (5) Extension of the Pesth-Miskolc road to the Czechoslovak frontier.

(b) *Programme for the Improvement of the State Railway System* (estimate : 45 million Swiss francs).

The Committee, regarding this as essentially a proposal for the improvement of existing lines, could not express itself in favour of this scheme, unless it were to receive additional information proving the international character of the work requested, either in the form of considerable new facilities to be given to international traffic or in view of the possibility of counting on orders being placed in other countries.<sup>1</sup>

#### LATVIA.

*Scheme for the Construction of Railway Lines from Riga to Karsawa and Riga to Rujiena* (estimate : 33.4 million Swiss francs).

As a result of the additional information which had been supplied by the Latvian Government, the Committee approved this scheme. Nevertheless, since it had already agreed to a very important programme submitted by the Latvian Government for the construction of roads, some of which would run alongside the proposed railway lines, the Committee did not think that it could recommend the carrying out of both schemes at the same time, and held that the Latvian Government should state its preference either for the railway or for the road in each particular case.

#### POLAND.

(a) *Programme of Electrification Works for Poland* (estimate : 116 million Swiss francs).

In view of the results of the new memorandum submitted by the Polish Government, the Committee approved the programme which had been laid before it. It was nevertheless of opinion that, before carrying out this programme, it would be desirable to have a survey made on the spot, in order to ascertain the value of the former power stations and lines to be taken over and the conditions of working of existing plant.

(b) *Programme for the Extension of the Communal Power-Station of Stanislawow* (estimate : 1.7 million Swiss francs).

The Committee approved this scheme, which is indisputably urgent and which will result in orders being placed in foreign countries. Nevertheless, it was of opinion that, before carrying it out, it would be desirable to have an investigation made on the spot into the conditions of working of the existing plant.

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<sup>1</sup> This resolution was adopted by all the members of the Committee with the exception of M. Buttini, who was of opinion that the evidence which had been supplied in favour of the scheme was sufficient to enable the Committee already to approve the programme which had been contemplated, and that the decision of the Committee to refer this programme back was not entirely in accordance with the application of the principles which had been generally followed by the Committee during its work.



(c) *Scheme for the Solid Construction of the Streets of the Town of Stanislawow* (estimate : 1.3 million Swiss francs).

The Committee was of opinion that the scheme submitted was of too exclusively local a character to be approved.

(d) *Programme for the Extension of the Cracow Tramway System* (estimate : 9.8 million Swiss francs).

The Committee was of opinion that the scheme submitted was of too exclusively local a character to be approved.

(e) *Programme for the Reconstruction of the Gasworks at Lodz* (estimate : 2 million Swiss francs).

The Committee did not approve this scheme, which is of an essentially local character and the carrying out of which does not appear likely to have any considerable influence on unemployment.

(f) *Programme for the Extension of the Gas Supply and the Enlargement of the Municipal Gasworks of Cracow* (estimate : 1.5 million Swiss francs).

The Committee did not approve this scheme, which is of an essentially local character and the carrying out of which does not appear likely to have any considerable influence on unemployment.

#### ROUMANIA.

*Programme for Railway Construction* (estimate : 280 million Swiss francs).

As a result of the request made to it, the Roumanian Government has reduced the programme for the first stage of railway construction from 730 million Swiss francs to 280 million Swiss francs. The Committee approved this construction work, it being understood that, should the carrying out of the whole of the work appear to be still too onerous, it would be always possible to carry it out by successive stages.

#### TURKEY.

(a) *Programme for Railway Construction* (estimate : 250 million Swiss francs).

In the absence of sufficient information, the Committee has not yet been able to express an opinion on the programme submitted to it. It would therefore be desirable to request the Turkish Government to supply the necessary detailed information.

(b) *Programme for the Development of Ports* (estimate : 100 million Swiss francs).

The Committee will only be able to express an opinion on the programme submitted to it when it has received the additional information which has already been requested from the Turkish Government.

\* \* \*

The Committee further noted that it was necessary to correct the figure for the expenditure to be provided for in connection with the part of the scheme for the supply of gas in the Polish coalfields which had been approved by it (see page 4 of document C.646.M.323.1932.VIII, report on the third session of the Committee), and to increase that figure from 12 million Swiss francs to 18 millions.

#### III.

In pursuance of the Assembly resolution of September 24th, 1931, and the Council resolution of September 24th, 1932, the Committee, at the end of its fourth session, acquaints the Council with the results of its work and submits the present report.

Furthermore, under the third paragraph of the above-mentioned Council resolution, which provides that the Committee's reports should be transmitted to the Preparatory Commission of Experts of the Monetary and Economic Conference, and taking account of the fact that the Preparatory Commission mentioned the question of public works in its annotated draft agenda among those questions which might be examined by the Conference, the Committee has also drawn up during its fourth session a general report on its work which is intended for submission by the Secretary-General of the League to the President of the Monetary and Economic Conference (see document C.377.M.186.1933.VIII, C.C.T./T.P.O.N.50(2)). This general report was adopted unanimously, one member of the Committee, M. Buttini, having, however, on that occasion, referred to the observations he had previously submitted concerning the programme for the improvement of the Hungarian State railway system (see note on previous page).

Geneva, June 15th, 1933.

**LEAGUE OF NATIONS.**

**ADVISORY AND TECHNICAL COMMITTEE FOR  
COMMUNICATIONS AND TRANSIT.**

**PERMANENT COMMITTEE ON ROAD TRAFFIC**

**REPORT**

**ON THE EIGHTH SESSION OF THE COMMITTEE**

*Held at Geneva from May 29th to June 1st, 1933.*

Present: All the members of the Committee, with the exception of M. Roubik, replaced by M. Z. JANAK, Chief Adviser to the Air and Automobile Department of the Ministry of Public Works of the Czechoslovak Republic.

Also attended the meeting:

*For the International Tourist Alliance:*

M. James QUINLET, Secretary-General of the Swiss Touring Club at Geneva;

*For the International Society of Recognised Automobile Clubs:*

Colonel G. PÉRON, Secretary-General of the Association;

*For the International Chamber of Commerce:*

M. A. KÜNDIG, President of the International Federation for Commercial Motor Transport.

*For the Permanent International Commission for First Aid on Roads:*

M. CLOUZOT, member of the Commission;

*For the International Labour Office:*

M. J. DRBOHLAV.

**I. OPENING SPEECH BY THE CHAIRMAN.**

The Chairman made an opening speech, in which he paid a tribute to the memory of M. Pflug member of the Committee appointed by the German Government, and to that of M. Romein Secretary of the Committee.

**2. INTERPRETATION OF THE INTERNATIONAL CONVENTION OF 1926 ON MOTOR TRAFFIC AND OF THE CONVENTION OF 1931 CONCERNING THE UNIFICATION OF ROAD SIGNALS.**

*Guarded and Unguarded Level-Crossings.*

The Committee noted the correspondence on this subject exchanged between M. Pflug, M. Rothmund and the Secretariat (Annex 1).

After having also heard the interpretation of the words "guarded level-crossings" given by the countries of which the members of the Committee were nationals, the Committee noted that all these countries, with the exception of Switzerland, interpreted this term as meaning "level-crossings guarded by gates". The Committee interpreted the 1926 Convention to the effect that only level-crossings provided with a gate should be held to be "guarded", but those without gates should be signalled by the figure showing a locomotive, even if provided with sound or light signals.

The Committee then considered whether it would be desirable to create an additional signal for unguarded level-crossings when the crossing was provided with a system of sound and light signals, but was of opinion that it was most important to avoid multiplication of signals. Furthermore, the question of additional signals for level-crossings is on the agenda of the Committee and will be carefully investigated. The Committee drew attention to the necessity for a uniform interpretation of the 1926 Convention.

### 3. EXAMINATION OF THE DESIRABILITY OF ADDITIONAL SIGNALS FOR LEVEL-CROSSINGS.

After an exchange of views, the Committee adopted the following resolution :

“ The Permanent Committee on Road Traffic,

“ After having taken cognisance of the Secretariat's note of May 1st, 1933 (Annex 2), referring to the question of a possible examination of the desirability of additional signals at level-crossings, from which it would appear that, at the twelfth session of the Railway Congress, held at Cairo in January 1933, the Railway Administrations, among others :

“ (1) Recognised that the most satisfactory solution of the problem of road and rail crossings would consist in the total abolition of level-crossings and the construction of under and over bridges, but that this solution could not be made a more or less general rule in view of the exorbitant cost it would involve;

“ (2) Was of opinion that the abolition of gates at level-crossings would mark definite progress, as the stoppage of road traffic would be reduced to a minimum and the risk of accidents caused by closed gates across the road, quite apart from the passage of trains, would be eliminated;

“ (3) Recommended the use of automatic signalling for certain categories of level-crossings;

“ Since, for the use of such signals, no uniform principle of regulation internationally adopted at present exists, either in respect of the types of signals or in respect of the legislation or regulations concerning them;

“ And whereas the fortunate results of the unification of road signals might be reduced in value and the danger both for road traffic and for railways at the moment of passing a level-crossing considerably increased should automatic signalling at level-crossings not be established on the same principles in all countries;

“ Recognising, furthermore, that this danger would be still further increased by the more and more frequent use of rail motors travelling at very great speed, even on small railway lines;

“ And being of opinion that this problem does not fall within its exclusive competence :

“ Considers it desirable that the whole problem should be examined by a special committee composed of a limited number of particularly competent experts, both from the point of view of railways and from the point of view of roads;

“ And therefore requests the Advisory and Technical Committee for Communications and Transit to set up such a Committee very shortly.

“ The Permanent Committee on Road Traffic authorises its Chairman to suggest to the Chairman of the Advisory and Technical Committee three experts as members of the Special Committee. The same number of experts might be suggested by the Permanent Committee for Transport by Rail.”

### 4. RESOLUTION ADOPTED BY THE EUROPEAN CONFERENCE ON ROAD TRAFFIC WITH REGARD TO LIGHT SIGNALS.

The Committee took cognisance of a statement by Dr. Boström, of Stockholm, on colour-blindness (Annex 3), a summary of which was communicated by the Secretariat (document C.C.T./C.R.80), from which it would appear that the system of three-colour light signals (red, amber, green) is particularly difficult to be understood by colour-blind persons, whereas the one-colour system does not involve any difficulties for such drivers.

On the other hand, the Committee noted that, according to statistics compiled in the United Kingdom and in Sweden, the number of persons suffering from colour-blindness represented a very small minority (between 4 and 5 per cent for men and less than 1 per cent for women), and that furthermore it has not been shown that colour-blindness is the cause or even one of the contributory causes of the accidents that have been reported. Further, in certain countries the issue of a driving-licence either for all drivers or for those who drive certain kinds of vehicles, such as motor lorries and heavy public passenger vehicles, is made subject to a medical examination including a sight test.

For these reasons, the Committee did not think that the disadvantages for colour-blind persons of the three-colour system were sufficient for it to recommend the abolition of this system, which had been adopted by a great number of countries.

The Committee further noted that, in cases where the three-colour system was used, the meaning of the amber light varied slightly from one country to another and that the same was the case so far as concerns the order in which the three colours follow each other. Thus, in the United Kingdom, the red light first appears alone, then at the same time as the amber to show clearly that the prohibition to go forward is still in force; then the red and amber disappear and the green appears alone; it is only at that moment that motorists are allowed to proceed. Then amber appears before red; motorists are not allowed to go forward, nevertheless those who are in a crossing must clear it. In the other countries where the three colours generally follow each other without two of them appearing at the same time, amber alone replaces amber and red in the British system.

In view of the uniformity already existing in the use of the three-colour system, which is sufficiently general to enable motorists to drive in international traffic without danger, the

Committee thought that it should merely make the meaning of the amber colour clear, and adopted the following resolution :

“ The Permanent Committee on Road Traffic,

“ After having taken cognisance of the recommendation on light signals adopted by the European Conference on Road Traffic, of the Secretariat's note of May 20th, 1933, and of the statement made by Dr. Boström of Stockholm, communicated with the said note :

“ Notes that it is clear from the information supplied by the members of the Committee that, so far as concerns the question of regulating traffic at cross-roads by means of light signals, there are at present in Europe two main systems :

“ (1) The single-colour system which is used, for instance, in France, the only colour used being red—meaning stop;

“ (2) The three-colour system, which is used, among other countries, in the United Kingdom, Germany and Italy, in which red means stop, green means all clear, and, as an intermediary signal, amber, the exact meaning of which should be made uniform and decided on.

“ The Committee is of opinion that the one-colour system has the advantage of being simple; the three-colour system has the advantage of making it possible to make finer distinctions in the information given, thus making it easier for drivers to stop less abruptly and in sufficient time in all cases.

“ On the other hand, in countries which do not make the driving licence for all kinds of vehicles subject to medical examination at suitable intervals, or which do not contemplate refusing the driving licence to colour-blind persons, the Committee considers that the one-colour system should be recommended. In any case, the Committee is of opinion that the two systems defined above, as between which the Governments should remain free to choose, are the only ones which should be contemplated, for, otherwise, unfortunate complications would arise, and that the system should be uniform as within each country.

“ As for the exact meaning of the amber signal, the Committee, after having been informed of the use which is made of it in the chief countries which use the three-colour system, is of opinion that the meaning should be the following :

“ (1) For a driver who has not yet entered the cross-roads the amber signal forbids him to enter the said cross-roads;

“ (2) In the case of a driver who has already entered the cross-roads, the amber signal orders him to clear the crossing.

“ So far as concerns signals for obstacles round which the driver has to drive his car, such as a refuge, the Committee draws attention to the fact that it is undesirable to use either red or green; orange might be used. In any case, such obstacles should be signalled in the same manner throughout each individual country.”

#### *Signal Beacons.*

During its sixth session, the Committee discussed a memorandum prepared by the Ministry of Transport of the United Kingdom<sup>1</sup> concerning light signals, where it was recommended that use should be made of red flashing warning beacons, the use of which was contemplated by the United Kingdom. The Committee expressed the opinion that the red light, whether flashing or not, should be reserved for signals forbidding vehicles to pass. The British Government then sent to the Secretariat a letter by which it expressed its regret at not being able, by reason of special circumstances, such as intense night traffic and climate, to give up using such beacons.

The British member of the Committee explained that the United Kingdom intended to continue using such red beacons in view of the fact that the white lights with which experiments had been made had proved to be insufficiently visible. After a fresh examination of the question, the Committee continued to be of opinion that the use of a red circular light other than a stop signal was dangerous, since it might lead to misunderstanding. It therefore requested the British member to draw the attention of his Government to the fact that the Committee had expressed this opinion.

#### 5. HEIGHT AT WHICH SIGNALS ARE PLACED.

One member of the Committee having drawn attention to the fact that signals were often placed too high to be seen by drivers of low-bodied vehicles, such as are at present being built, the Committee decided to draw the attention of Governments and tourist associations to the desirability of finding a remedy for the difficulties arising out of this state of things.

#### 6. RECOMMENDATION ADOPTED BY THE EUROPEAN CONFERENCE ON ROAD TRAFFIC, CONCERNING SIGNALS TO BE MADE BY OFFICIALS DIRECTING TRAFFIC AND THE SIGNALS TO BE MADE BY DRIVERS OF MOTOR VEHICLES.

##### *I. Signals to be made by Traffic Police.*

It would appear from the statements made by members of the Committee that the system of signals to be made by traffic police as shown in Table V of document C.23.M.17.1929.VIII is applied so far as its central characteristics are concerned in the United Kingdom, Czechoslovakia,

<sup>1</sup> See document C.C.T./C.T. 45 (1).

Finland, France, Roumania, Sweden and Switzerland, whereas a simplified system which reduces the number of signals to be made by police officers is in force in Germany and Italy, and will probably be introduced in Spain.

The representatives of the tourist organisations present said that those organisations had no criticisms to make with regard to the system shown in Table V of the document.

There is no contradiction between the practice at present followed by countries represented in the Committee and the system shown in Table V of document C.23.M.17.1929.VIII. The Committee were thus of opinion that this system, which provides a satisfactory means of signalling, should be maintained as a general basis and followed so far as its general principles are concerned. The actual practice in each country may, however, be simplified on certain points and it is understood that the following recommendations will be followed :

- (1) The traffic policeman should be so dressed and so placed as to be fully visible to all road-users;
- (2) The signals should be easily understood and as few as possible;
- (3) Each country should have a single system of signals to be used by traffic police;
- (4) The system shown in Table V does not exclude the possibility that police officers may make additional signals which may be required by local traffic conditions.

## 2. Signals to be made by Drivers of Motor Vehicles.

The Committee noted that there were certain disadvantages attached to the proposal for two systems of signals to be made by drivers of motor vehicles, one kind of signals for road-users and the other for traffic police, since these different signals would have to be made almost at the same time.

Furthermore, whereas drivers of closed cars and of most motor lorries cannot make the necessary signals in such a manner as to be fully visible both from the front and from the rear in order to show their intention of changing direction or stopping, unless they use mechanical devices, the Committee adopted the following resolution :

“ The Committee,

“ Considers that the signals shown in Tables 6 and 7 of document C.23.M.17.1929.VIII, which must be made either to give information to road-users or to warn traffic police, lead in practice to difficulties, seeing that both signals cannot be made simultaneously or almost simultaneously;

“ And that it is preferable to employ a single signalling system to give the necessary information to road-users, including pedestrians and traffic police.

“ At present, in order to give notice of a change of direction in the absence of mechanical device, Table 6 provides that the driver, whether he intends to turn to the left or to the right, should put out his arm on the side on which he is sitting, the only difference between the warnings ‘ I am going to the left,’ and ‘ I am going to the right ’, being that, in the one case, the arm is kept steady while, in the other case, it is moved up and down. This distinction between the motionless arm and the moving arm is, however, apt to cause confusion. In practice, two systems are actually used :

“ (1) The first consists in holding the arm out of the vehicle on the side on which the driver is sitting, there being nothing to show whether he intends to turn to the left or the right; this system is inadequate;

“ (2) In the second, the driver holds his arm out of the vehicle on the left side if he intends to move to the left and on the right if he intends to move to the right. This system works well with motor-cycles and cycles with auxiliary motors and may prove satisfactory in the case of certain vehicles with an open body when the driver can make visible arm-signals on both sides of the vehicle. It is, however, impracticable for all closed-in vehicles and most lorries.

“ On the other hand, mechanical devices (these were also dealt with in document C.23.M.17.1929.VIII) which enable drivers to indicate their intentions clearly in the case of every kind of vehicle and every kind of motor-car body are already employed extensively.

“ The Committee accordingly recommends, at least for all closed-in vehicles and for lorries where arm-signalling by the driver is not completely visible from the front and from the rear, the general employment of mechanical devices projecting on both sides beyond the body of the vehicle and the load, and visible day and night, in order to give notice of a change of direction. These appliances which the driver will control from his seat, before changing direction, will serve to warn drivers of other vehicles, pedestrians and traffic police.

“ The Committee brings this recommendation to the attention of Governments with a view to regulations being arrived at on these lines at the earliest possible moment.

“ Naturally, this system of indicating change of direction does not release the driver from the obligation to indicate by means of arm-signalling his intention to slacken speed or to allow an overtaking vehicle to pass.

“ Moreover, it is desirable that general use should be made at the rear of vehicles of a ‘ stop ’ signal indicating that the brakes are being applied.

“Cycles and motor-cycles are not affected by the foregoing. Cyclists and motor-cyclists, as well as all drivers of vehicles who are in a position to give perfectly visible arm-signals, should be instructed, when intending to change their direction, to hold out their arm on the side to which they wish to go, and, if they slacken speed or wish an overtaking vehicle to pass them, to make other appropriate arm-signals.

“Document C.23.M.17.1929.VIII will have to be corrected by another document taking into account the foregoing observations.”

7. NEW EDITION OF THE REVISED REPORT OF THE PERMANENT COMMITTEE  
ON ROAD SIGNALLING (Document C.23.M.17.1929.VIII).

Since the report of the Committee on Signalling has been communicated officially to Members of the League, and has to a great extent formed the basis of the regulations for signalling in a number of countries, the Committee requests the Advisory and Technical Committee for Communications and Transit to take the necessary measures for the publication of a new edition of this report in the form of a pamphlet to replace the 1929 edition.

8. COMMERCIAL MOTOR TRANSPORT.

After an exchange of views in which M. Kündig, representing the International Chamber of Commerce, took part, the Committee adopted the following resolution :

“The Permanent Committee on Road Traffic,

“After having taken cognisance of the resolutions concerning commercial motor traffic adopted by the European Conference on Road Traffic, which was held at Geneva in March 1931, and by the Advisory and Technical Committee for Communications and Transit during its sixteenth session, held in May and June 1931;

“Whereas the question of commercial motor traffic is in full evolution and, as the problem at present stands—since it is characterised on the one hand by very different legal conceptions in respect of this matter in the various countries, and, on the other hand, by the fact that it is impossible to make a sufficiently definite forecast as to what will be the economic development of such traffic and its effects on transport in general and therefore on the whole economic life of the various countries—it would be undesirable to draw up international regulations which would be likely rather to hamper than to facilitate the national development of such traffic in accordance with legal, technical and economic possibilities;

“Decides for the moment not to continue an investigation of this question, but to keep it on its agenda with a view to a detailed enquiry at a moment which the Committee may consider more favourable for such an enquiry.”

9. TRIPTYCH SYSTEM.

The Committee took cognisance of the summary of replies received from Governments to the Circular Letter (Appendix, Annex 4) communicating the resolution of the Advisory and Technical Committee for Communications and Transit (Annex 4), of the full reply of the French Government to the said Circular Letter (Annex 5) and of the recommendation adopted by the International Touring Association at its general assembly at Copenhagen in May 1932 (Annex 6).

It would appear from the explanations given by the French member of the Committee that his Government is contemplating the adoption of a new law allowing the French Customs to take proceedings in respect of abuses committed under the triptych system and that, once this law has been passed, the French Customs authorities will consider the extension of the triptych system. The Committee therefore contends that it is not necessary to recommend the Advisory and Technical Committee to alter the terms of its resolution but confine itself to expressing its hope that the States which have not yet adopted the system recommended by the Advisory and Technical Committee will proceed to a fresh examination of the question based on the principles set forth in the Advisory Committee's resolution.

The Committee also took cognisance of a resolution with regard to this question adopted by the Fifth Congress of the International Chamber of Commerce and dealing with the extension of the triptych system to all motor vehicles. The Committee was of opinion that the present time was not a suitable one for considering such an extension of the triptych system.

10. RESOLUTION ADOPTED BY THE PERMANENT INTERNATIONAL COMMISSION FOR FIRST AID  
ON HIGHWAYS REGARDING THE MARKING OF AMBULANCE VEHICLES AND  
FACILITIES TO BE GRANTED TO THEM WHEN CROSSING FRONTIERS.

After having considered the resolution adopted by the International Commission for First Aid on Highways and the summary of the discussions of that Commission (Annex 7) and having heard the additional explanations given by its representative, the Committee decided to request the Governments to consider the adoption of bilateral agreements facilitating the crossing of frontiers by ambulance vehicles, as defined in the Permanent International Commission's resolution (Annex 7, Appendix) such agreements being based on the previously existing agreement on this subject between France and Belgium.

II. INSTRUMENTS ADOPTED AT THE EUROPEAN CONFERENCE ON ROAD TRAFFIC :  
PRESENT SITUATION WITH REGARD TO SIGNATURES, RATIFICATIONS OR ACCESSIONS.

The Committee noted the present situation with regard to signatures, ratifications or accessions as set out in the note by the Secretariat (Annex 8).

The French member of the Committee explained that, so far as concerns the Convention on road signals, a bill for ratification was at present before the French Parliament, and that, in any case, the Convention was applied in practice.

The Italian member stated that the two Conventions concluded by the European Conference were at present in process of ratification and that the Convention on signals was already applied in practice on national highways and in towns.

The Swiss member stated that the two Conventions were already applied in practice, but that the procedure for ratification had been delayed by reason of the necessity of preparing translations in German and Italian.

So far as concerns Germany, the necessity of preparing a translation of the text of the Conventions had also delayed the procedure of ratification.

12. RESOLUTION OF THE SIXTH CONGRESS OF THE INTERNATIONAL CHAMBER  
OF COMMERCE CONCERNING HIGHWAY FINANCE.

The Committee noted this resolution, which had been communicated to it for information (Annex 9).

13. CLAIMS PUT FORWARD BY MOTOR-DRIVERS.

The Committee noted a programme of claims by professional motor-drivers which had been communicated to it by the International Transport Workers' Federation (Annex 10), and a letter from the Director of the International Labour Office on the same question (Annex 11).

The Advisory and Technical Committee for Communications and Transit considered this question at its sixteenth session and adopted a resolution (Annex 12), by which it had divided the questions raised into three groups, the first of which should be studied exclusively by the International Labour Office; the second should be studied jointly by the International Labour Office and the Communications and Transit Organisation; and the third group should be studied exclusively by the Communications and Transit Organisation.

The Advisory and Technical Committee for Communications and Transit instructed the Permanent Committee on Road Traffic to take action in pursuance of this resolution on all matters concerning the Communications and Transit Organisation.

The representative of the International Labour Office, who was present at the meeting at which this question was discussed, stated that the International Labour Office had no objections to make with regard to the allocation of questions made by the Advisory and Technical Committee for Communications and Transit.

The Permanent Committee proceeded to a summary examination of those questions in respect of which co-operation with the International Labour Office was contemplated, and of those which fell exclusively within its own sphere. This examination showed that, among those questions, some would appear to be such as should be left for settlement by the national regulations of the various countries.<sup>1</sup>

In the case of the second group of questions, the Committee was of opinion that it was desirable to make a study of them.

Point 5 : *Physical Fitness of Motor-Drivers.*—The Secretariat was instructed to collect documentation with regard to the legislation in force in the various countries.

Point 6 : *Age required for obtaining a Driving-Licence for a Mechanically-propelled Vehicle.*—The Committee noted this question with a view to considering it later, but was, however, of opinion that it could only be settled by means of a revision of the 1926 Convention.

Point 11 : *Desirability of a Compulsory Examination for All Candidates desiring to obtain a Driving-Licence.*—Since this question was very important from the point of view of international safety, the Committee recommended States to comply strictly with the 1926 Convention so far as concerns the issue of an international driving-certificate.

Point 13 : *Introduction of a Different Driving-Licence for Professional Drivers intending to drive Different Categories of Vehicles.*—The Committee was of opinion that there was no reason to change the principles contained in the 1926 Convention.

Point 14 : *Issue and Withdrawal of Motor-Drivers' Licences.*—The Committee instructed the Secretariat to collect documentation with regard to the manner in which this question was regulated in various countries, particularly so far as concerns the withdrawal of the driver's licence, and the driver's right of appeal.

Points 15 and 21 : *Issue by All Countries of International Driving-Certificates valid in All Countries which have acceded to the 1926 Convention.*—The Committee did not think that it was possible to allow countries which had not acceded to the 1926 Convention to issue driving-certificates valid in the countries which had acceded to it.

<sup>1</sup> Questions 3 (b) (Insurance of the Vehicle), 4, 7, 8, 9, 10, 12, 16, 17, 20, 25, 29.

Point 18 : *Drawing up by the Competent Authorities of Statistics of Traffic Accidents and their Causes.*—The Committee recommended the compilation of such statistics.

Point 28 : *Desirability of insisting on the Presence of a Brakesman on a Trailer if the Brake of the Trailer cannot be worked from the Driver's Seat of the Motor Vehicle.*—The Committee thought that this question was a very important one and should be examined with a view to a revision of the 1926 Convention.

Point 30 : *Annual Verification of the Reliable Working of all Motor Vehicles.*—The Committee, without desiring to recommend such examination for all categories of vehicles or to insist on it being carried out at regular intervals, was of opinion that it was desirable from time to time for motor vehicles used for regular passenger or goods services.

In the case of a third group, the Committee found that the questions raised had already been settled or were being studied elsewhere. For instance, questions 22 and 26 had been settled by international Conventions (1926 Convention concerning road traffic, 1931 Convention concerning the unification of road signals).

Point 27 raised the question of mechanical devices making it possible to indicate change of direction. This question was covered by the resolution adopted by the Committee at its present session concerning signals to be made by drivers of motor vehicles.

The Committee decided that the results of its discussion of these questions on which it has already expressed an opinion and which will have to be studied in co-operation with the International Labour Office should be communicated to that Office, which might submit its observations. When the reply of the International Labour Office reaches the Secretariat, the Secretariat will get into touch with the Chairman of the Permanent Committee, who will decide on the procedure to be followed in the future. He will be able either to communicate the opinion of the Committee to the Chairman of the Advisory and Technical Committee, having authority, if necessary, to make drafting changes taking account of the views of the International Labour Office, or he might set up a sub-committee to consider the question along with the International Labour Office, or refer the question back to the Committee for a fresh examination. The questions in respect of which the Secretariat has been instructed to collect documentation will be examined at a later session of the Committee.

#### 14. SECURITY OF PEDESTRIANS.

The Committee took note of the documentation collected by the Secretariat at the request of Mr. Franklin (Annex 13). It was of opinion that the consideration of this question should be adjourned to a future session.

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**Annex 1.**

INTERPRETATION OF THE INTERNATIONAL CONVENTION OF 1926  
ON MOTOR TRAFFIC AND OF THE CONVENTION OF 1931 CONCERNING  
THE UNIFICATION OF ROAD SIGNALS

[C.C.T./C.R.78.]  
May 9th, 1933.

SIGNALLING OF GUARDED AND UNGUARDED LEVEL-CROSSINGS.

In a letter dated August 27th, 1931, the late M. Pflug drew the Secretariat's attention to the fact that he had informed it that the Swiss authorities used a triangular sign with the figure of a gate at level crossings which were not provided with gates, and which were guarded by light or sound signals; while Sweden, which employed a large number of light and sound signals at level-crossings not provided with gates, considered them as unguarded and employed as a warning sign at these crossings a triangular plate with the figure of a locomotive. In Germany, the tendency was to keep signs showing the figure of a gate for level-crossings actually provided with a gate. M. Pflug expressed the desire that this question should be studied by the Permanent Committee on Road Traffic.

The Secretariat communicated the contents of M. Pflug's letter to M. Rothmund, who consulted the authorities of the Swiss Federal Railways on the subject.

Their opinion was communicated in turn to M. Pflug, who obtained the opinion of the German railway authorities on the memorandum transmitted by M. Rothmund, and himself prepared a memorandum on the question. M. Pflug, in a letter dated December 10th, 1931, emphasised the necessity of a study of this question by the Permanent Committee on Road Traffic, in order to ensure a uniform interpretation and application of the Convention in the future. He regarded this examination as particularly important, as the signalling of level-crossings by the use of flashing lights would spread to the majority of countries, and it would be easier to arrive at an international agreement during the period of development of this system than later on. M. Pflug also prepared a draft questionnaire, which is communicated to the members of the Committee below.

Lastly, M. Rothmund sent to the Secretariat the observations of the Railway Division of the Federal Department of Posts and Railways on the opinion expressed by the late M. Pflug. M. Rothmund adds, in his letter of January 26th, 1932 :

“ The Railway Division maintains the view already outlined in its letter of October 9th, 1931. In my opinion, reasoned arguments may be put forward in favour of both solutions. As the question is not without importance, particularly owing to the fact that, according to our technical railway advisers, an increasing number of level-crossings will in future be provided with sound and light signals, I should be glad if you would refer this matter as soon as possible to the Permanent Committee on Road Traffic for a preliminary opinion.”

We attach below the following documents giving the opinions of the German and Swiss authorities, and showing the practice adopted in certain other countries :

I. Letter, dated October 9th, 1931, from the Director of the Railway Division to M. Rothmund, the Chief of the Police Division of the Federal Department of Justice and Police at Berne;

II. Letter, dated November 25th, 1931, from the General Directorate of the German Reich Railway Company to the Minister of Communications of the Reich;

III. Observations by M. Pflug on the remarks of the Director of the Railway Division of the Swiss Federal Department of Posts and Railways concerning warning signs at guarded and unguarded level-crossings;

IV. Questionnaire prepared by M. Pflug;

V. Memorandum by the Railway Division of the Swiss Federal Department of Posts and Railways.

*I. Letter, dated October 9th, 1931, from the Director of the Railway Division to M. Rothmund, Chief of the Police Division of the Federal Department of Justice and Police at Berne.*

[*Translation.*]

1. It should be observed, in the first place, that, apart from negligence on the part of drivers of road vehicles, the cause of most of the accidents occurring at level-crossings is that drivers fail to notice in time gates which are being opened or closed, or which are already closed. This is the cause of all the accidents or risks of accident which are usually described by the statement that a vehicle has broken through the gates or has been shut in between the gates. To prevent such accidents or risks, improvements have been made in the signalling of gates which should enable a careful driver to notice a gate in time and also to discern whether the gate is closed. For this purpose a triangular sign, with a red light or red reflectors, is installed at the barrier itself, as prescribed in Article 4 (a) of the Federal Council's Ordinance of May 7th, 1929, on level-crossings. To prevent accidents, it was therefore necessary to indicate by means of a sign that the level-crossing was literally closed by means of a gate. Nevertheless, if the driver does not notice the sign, the drawback or danger presented by the gate itself remains. For modern road traffic, however, there is a growing tendency to mark crossings by signs, and the gate itself should nowadays constitute essentially a sign and not as previously an actual obstacle, since a collision occurs if the gate, as a sign, is not noticed in time. Nowadays, therefore, the gate constitutes nothing more than a sign, with a drastic and compulsory stop—*i.e.*, a collision—if it is not noticed in time. If gates are replaced by light and sound signals, worked by the railway staff or automatically by the train, the drawbacks and dangers of the gates disappear. The experience acquired up to the present in Switzerland confirms this assertion. In spite of a better marking of gates, the number of accidents has not decreased, whereas no accidents have yet occurred at level-crossings provided with light and sound signals. The latter, as prescribed by the above-mentioned ordinance regarding level-crossings, are therefore—apart, of course, from very special cases—preferable to gates from the point of view both of traffic and of safety. This, of course, is the case only if these signals work properly and are obeyed by road-users. It therefore seems advisable—if only for the reasons stated above—to assimilate level-crossings with light and sound signals to level-crossings provided with gates—*i.e.*, to guarded level-crossings.

2. With a view to throwing further light on this question from the formal and technical points of view, the following particulars may be added :

In Switzerland, as in some other countries, an unguarded level-crossing is marked by a cross. By this sign the railway administration simply gives the public a general warning to exercise care in crossing the line. On the other hand, this sign provides no indication to road-users as to whether a train is approaching the level-crossing. All that is indicated is the presence of the crossing; but, before using it, the road-user must, on his own responsibility, satisfy himself that no train is approaching and that he can cross the line without danger. In the case of a guarded level-crossing, on the other hand, the railway administration stops traffic by closing the gates or by placing a keeper at the crossing with a red flag or a red light before the passage of trains. In the same way, the crossing is *closed* before the arrival of a train by means of light and sound signals which are worked by the railway staff or automatically by the train, the only difference

being that these signals constitute not an actual barrier, like the gate, but a barrier by signal. In principle, however, the crossing is closed on the passage of the train both by closing the gates and by light and sound signals. In No. 1 above, we have explained that closing by signals should be regarded in the same way as closing by means of an actual barrier, and that the former is even superior from the point of view of traffic and safety. Light and sound signals therefore do not merely represent a warning, as it is usually described abroad, but are equivalent to an absolute barrier by signalling. In other words, they constitute a signal barrier having the same effect as an actual gate, since they forbid the crossing of the line. Like the closing of the gate, the operation of the light and sound signals is carried out by the railways; it has the same meaning as the closed gate. It follows that a level-crossing provided with light and sound signals, as defined in Switzerland by the Federal Council's Ordinance under the name of "barrier by signal", cannot logically be regarded otherwise than as a level-crossing guarded by the railway. Hence, a level-crossing provided with these safety arrangements must be regarded like a level-crossing closed by gates, as a guarded level-crossing.

Only in this way is it possible to indicate and mark level-crossings and the closing of passages over the line in an absolutely logical manner, as is done in the Federal Council's Ordinance of May 7th, 1929—namely :

- Unguarded level-crossing* : Simple indication, Article 2, No. 3;  
*Sign in the form of a cross* : General warning, Article 4 (c) and Article 5 (c) ;
- Guarded level-crossing* : Triangular signs;  
*Gate* : Actual barrier, Article 4 (a) ;  
*Flashing light signals* : Barrier by signal, Article 4 (b).

The crossing is closed by the railway administration before the passage of the train : Article 2, Nos. 1 and 2.

3. If the installation of light and sound signals is considered to constitute the guarding of the line, simple and clear provisions can also be laid down as regards railway police and as regards penal consequences. In this connection, we would refer to Article 11 of the Ordinance of May 7th, 1929, concerning level-crossings. Under No. 2 (a) of this article, light and sound signalling by means of flashing lights and bells ensures the barring of a level-crossing within the meaning of Articles 3 and 4 of the Railway Police Law to the same extent as a closed gate. The only difference resides in the fact that, in the former case, the barring is effected by means of a signal, whereas the gate constitutes an actual barrier. When the light and sound signal is working, traffic on foot or by vehicle is therefore prohibited in the same way as by a gate which is closed or which is in process of being closed or opened. If no notice is taken of the flashing light signal when the latter is working, the situation is the same as when someone opens the gate or passes under it when it is closed, or breaks it down. If light and sound signals were regarded, not as appliances constituting a guarding of the line, but simply as warning signals, there would be two different categories of unguarded level-crossings, which would lead to confusion, particularly from the penal point of view. As far as we know, Sweden, which of course was the first country to use light and sound signals, punishes the non-observance of these signals in the same way as is done in Switzerland.

We hope that, in the foregoing outline, we have explained to you the reasons why Switzerland has decided to place advance signs for guarded level-crossings before crossings with light and sound signals. We think that, if foreign countries could accept the Swiss view, it would be to the general advantage. There is a growing tendency to regard gates as obsolete. A sign is more suitable for modern traffic requirements. Just as it is frequently necessary for road traffic in other circumstances, a sign can advantageously replace gates, which are often actually dangerous, at level-crossings. This system presupposes, however, that the closing of the line by means of light and sound signals will be assimilated to closing by means of gates, and that level-crossings provided with such appliances will be considered to be guarded level-crossings, it being understood that closing by signals is equivalent to a real barrier—*i.e.*, that it orders the driver to stop and is not intended simply to warn him. We would urge you to support this view, which was shared by all those present when the matter was discussed, and has also been approved by the Federal Council.

(Signed) HUNZIKER.

II. Letter, dated November 25th, 1931, from the Head Office of the Deutsche Reichsbahn Gesellschaft to the German Minister of Communications.

[Translation.]

As desired, we have enquired of various European railway authorities regarding the use of the different types of automobile warning signs at level-crossings.

From the replies it appears that, in Austria, Belgium, Denmark, Estonia, Finland, the Netherlands and France, the locomotive sign is employed at level-crossings which are not equipped

with gates and where the safeguards used are light signals. In future, it is proposed to employ the same method in Norway, Czechoslovakia, the Saar Territory and Sweden wherever light signals are in use. The only exception is Switzerland, where in such cases the gate sign is preferred (cf. *Reichsbahn* 1929, No. 23, page 437). In the case of level-crossings not equipped with gates, where a crossing-keeper is on guard permanently or merely when certain trains are due, the locomotive sign is also used in Czechoslovakia, Denmark and Estonia, as in Germany. In the other countries, such intermittently guarded level-crossings do not exist. In these countries, all crossings with keepers are equipped with gates.

It is clear from the above that, in all countries, with the exception of Switzerland, the *passages gardés* and *passages non gardés* used in the original French text of the International Convention on Motor Traffic are merely regarded as a means of distinguishing between level-crossings with and without gates.

Italy and Poland have not yet replied to our enquiries. We shall transmit their replies in a later communication.<sup>1</sup>

(Signed) KRAEFT.

III. *Observations by M. Pflug on the Remarks of the Director of the Railway Division of the Swiss Federal Department of Posts and Railways concerning Warning Signs for Guarded and Unguarded Level-Crossings.*

[Translation.]

Berlin, December 10th, 1931.

In Germany's view, the impression produced by the sign on the driver of a motor vehicle is the decisive factor in determining whether level-crossings provided with flashing lights should be notified to road traffic by means of a triangular plate with the figure of a locomotive. The important point is to find the most rational solution from the point of view of road traffic. A picture of a gate gives the driver of a motor vehicle the impression of the existence of a gate. If this sign is employed when there is no gate, it confuses the driver, who looks for a gate and does not find one. It would therefore be better to employ the figure of a locomotive at level-crossings provided with flashing lights. In Germany, complete agreement prevails on this point between the Reich Railways, the Reich Ministry of Communications and all the other parties concerned, although differences of opinion still exist with regard to the value of flashing lights and the legal consequences which should be attached thereto.

Although I believe, unlike the Swiss Railway Administration, that, for the problem we have to solve, the question of what value and what legal significance should be attached to flashing lights is not of decisive importance, I venture to submit herewith a few detailed observations on the view put forward by the Swiss Railway Administration.

At present, there are in Germany five flashing light installations which have been installed as an experiment and have been operating for some time as auxiliary safety appliances at level-crossings not provided with gates. In so far as it is possible to form an opinion on the basis of these experiments, it may be concluded that there is no reason to anticipate that cases in which flashing lights fail to function owing to mechanical or electrical defects will be more frequent than cases of failure to close gates worked by hand owing to inattention or negligence on the part of those in charge. It is proposed in Germany to proceed shortly to more numerous experiments, and to replace gates protecting single-line crossings by flashing lights. Opinion in Germany is still far from unanimous as to the value of flashing lights and the part they may be called upon to play as auxiliary safety appliances or as installations to replace gates. For this reason, I should like to emphasise that what I give below is only my personal opinion.

Flashing lights have the advantage over gates in that their operation is less expensive, since they enable gate-keepers to be dispensed with; furthermore, the closing of the road is automatically reduced to the time absolutely indispensable; lastly, it is not possible for motor-cars to find themselves shut in on the line, as happens with gates. On the other hand, flashing lights have the drawback that they do not notify the closing of the crossing in such a definite, practical and unmistakable manner as a visible gate. It has not yet been proved, at any rate in Germany, that the driver of a motor or horse-drawn vehicle or the other users of the road will recognise flashing lights with sufficient certainty as signs that the crossing is closed and will obey them in consequence. Moreover, with flashing lights it is not yet possible to obtain sufficient safety at level-crossings over two or more lines. At such level-crossings a train may conceal from the motor-driver's sight another train coming from the opposite direction on another line; hence the driver of a car may imagine after the passage of a train that he can cross the line without

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<sup>1</sup> In a letter dated December 21st, 1931, the Head Office of the Reichsbahn informed the German Minister of Communications that, according to their replies, Italy and Poland use the gate sign exclusively to indicate crossings equipped with gates and the locomotive sign to indicate crossings not so equipped, whether provided with light signals or not.

danger, whereas in reality a train is already arriving in the other direction. It is true that light signal appliances have been proposed for double tracks also, but the possibility of the practical utilisation of these appliances is doubtful. The opinion expressed above as to the value of flashing lights is therefore substantially different from that of the Railway Division of the Federal Department. As regards the details of the Swiss standpoint, I venture to submit the following observations.

*Ad 1.*—The Swiss memorandum duly recognises the undeniable advantage of closed gates as possessing the maximum efficacy, since they have what is termed the compulsory stop by a collision if they are disregarded. This advantage is not, however, considered as giving the preference to the gate system, which could not be fully replaced by a system of flashing lights. The drawbacks to the gate system pointed out in the Swiss memorandum, and the dangers presented during the opening and closing of the gates, can be avoided by careful attention on the part of the staff and by making the gates themselves sufficiently visible, particularly if they are properly lighted at night. Owing to the advantage presented by a well-designed gate visibly closing the road by a barrier—an advantage which cannot be achieved by a flashing light—I am unable, at any rate for the moment, to accept the Swiss view that the flashing light is preferable to the gate from the point of view of traffic technique and safety.

*Ad 2.*—In Germany, all level-crossings are marked by St. Andrew's crosses arranged differently according to the category of level-crossing (single-track unguarded crossings, multiple-track crossings, or crossings with gates). Although these crosses are described as warning signals, their principal purpose is not a warning but (according to the text of the Decree) an indication, in accordance with the traffic regulations, of the place at which vehicles and animals should stop when the crossing is closed, when at a crossing with gates the sound signal is heard or when a train is approaching. At a crossing without gates but with a flashing light operated by the train, the actual warning is given by this light. As has already been explained above, we cannot, at any rate for the moment, regard this flashing light as having the same efficacy as a gate. Furthermore, from the legal point of view, the warning given by the flashing light cannot be interpreted as a prohibition to use the level-crossing taking effect at the moment when the light changes. It is hardly possible to place on the same footing the actual closing of the line (gate) and the closing which is only *signalled* (flashing light). The closing of the line by signals cannot be regarded as a guarding of the crossing in the true sense, for it does not provide the safety based on actual observation of the traffic.

*Ad 3.*—As will be seen from the foregoing, we do not regard it as possible to assign to the flashing light the same significance as to a gate as a prohibition signal from the point of view of the railway police and penal law. This is justified by the very fact that those in charge of the gates can personally take into account the traffic conditions on the road at the actual moment when they operate the gate, and that, indeed, they must do so if they obey their instructions properly. The flashing light is put into operation by the approaching train according to arrangements made in advance irrespective of the circumstances mentioned above; and, although it is supposed to signify, as soon as it comes into action, a complete stoppage of traffic on the road and hence a prohibition to pass over the level-crossing hurriedly before the train arrives, it may, owing to its rigidly automatic character, lead to accidents contrary to the purpose it is supposed to fulfil.

Contrary to the Swiss view, we feel bound to express the opinion that, by the utilisation of flashing lights, two categories of unguarded crossings are created according to the greater or less danger which they present; but even that one of the two categories which, thanks to this additional measure, offers the best guarantees of safety to road traffic is still far from equal to a level-crossing provided with a gate. It is therefore impossible to designate both categories with the same warning sign (triangle with figure of a gate). This sign, which should inform the road-user that he is approaching a level-crossing where the most complete and effective safety measures available have been taken in his interest, must be reserved for level-crossings supplied with a gate. As apart from this sign there is only one other sign used in international agreements for denoting railway crossings (a triangle with figure of a locomotive), this latter sign must be the only one utilised in all other cases, even for level-crossings the safety of which may be better ensured by means of the flashing light but which are nevertheless unprovided with a gate. Even Sweden, which, according to the Swiss memorandum, provides the same penalties as Switzerland for persons who do not obey flashing-light signals, marks these level-crossings with the international triangular sign with the figure of a locomotive—*i.e.*, the sign which is also proposed for this purpose by Germany. This fact should suffice to demonstrate that the legal value assigned to flashing-light signals is not necessarily the decisive factor in determining whether use should be made of a triangle with a figure of a gate or a triangle with a figure of a locomotive.

#### IV. Questionnaire prepared by M. Pflug.

##### A. Signalling of Level-Crossings.

There can be no doubt that, under the international Convention relative to motor traffic, the triangular warning sign with the words "Guarded level-crossing" should be set up at the entrance to all level-crossings provided with gates and operated by a keeper in immediate proximity

to the crossing itself. On the other hand, the only warning signal which can be legitimately employed for level-crossings not provided with gates or other apparatus and not operated by a keeper is a triangular "Unguarded level-crossing" sign. With a view to elucidating the methods employed to signal other level-crossings, answers are requested to the following questions :

1. In your country, are there also level-crossings which :

(a) Are provided with gates operated from a distance without there being any keeper in the immediate proximity of the crossing?

(b) Are provided with gates operated from a distance and a flashing light signal at the crossing itself, but which have no keeper?

(c) Are not provided with gates but with a flashing light and a keeper at the crossing itself?

(d) Have no gates or keeper but are equipped with a flashing light at the crossing itself?

2. Which warning signs are employed in your country for level-crossings under the international Convention relative to motor traffic :

In case 1 (a),

In case 1 (b),

In case 1 (c),

In case 1 (d)?

3. In your personal opinion, which warning signal is it appropriate to use :

In case 1 (a),

In case 1 (b),

In case 1 (c),

In case 1 (d)?

#### B. Exchange of Information regarding Experience of Flashing Lights.

For this purpose answers are requested to the following questions :

1. Are flashing lights used in your country at multiple-track crossings or merely at single-track crossings?

2. Have the flashing lights proved technically satisfactory? Do they produce a sufficient effect upon all road-users, even at crossings where the traffic is heavy?

3. Have gates in your country already been removed and replaced permanently by flashing lights; if so, to what extent and with what results?

4. Have flashing lights already been assigned a legal significance in your country; and if so, what? Are they merely used as a warning, or does the red light signify police prohibition to cross the line after the change of light, or a police injunction to stop if possible on the near side of the railway line?

5. If such is not the case, what legal significance should, in your opinion, be assigned to the flashing light?

*V. Letter, dated January 16th, 1932, from the Railway Section of the Federal Posts and Railways Department to the Police Section of the Federal Justice and Police Department at Berne.*

#### *Advance Signs for Guarded and Unguarded Level-Crossings.*

The international Convention of April 24th, 1926, relative to motor traffic merely distinguishes between *guarded* and *unguarded* level crossings. The advance sign in the case of the former is to be the figure of a *gate* and in the latter the figure of a *locomotive*. In other words, the gate and the locomotive stand for "guarded" and "unguarded" respectively—not for "barred" and "unbarred". The supposition that the gate sign indicates a level-crossing with a gate is not therefore in accordance with the terms of the international Convention. It has no doubt arisen owing to the fact that, hitherto, gates have generally been used to close guarded level-crossings. According to the text of the international Convention, therefore, the light and sound signalling of a level-crossing, provided such signalling is a valid means of guarding the line, must be denoted on the advance sign by a gate. As under the Federal Council's Ordinance of May 7th, 1929, light and sound signalling takes the place of gates and is a valid means of guarding the line, Switzerland can claim to have complied fully with the terms of the international Convention of 1926 by her use of the gate sign as the advance sign in such cases.

No objections or apprehensions with regard to this measure were expressed at the time of the discussion of the draft of the Swiss level-crossing Ordinance, either by the railway management,

the public highway authorities or the various automobile associations; nor has it since then in practice proved a source of danger or even uncertainty of any kind. The flashing light sign with three red lights in the form of a triangle has been found, by both day and night and under the most unfavourable weather conditions to be more effective as regards visibility than any gate, however clearly indicated. On the other hand, gates are proving to an increasing degree unsuited to modern road traffic. In many circumstances, they are not sufficiently visible, as is shown by the numerous attempts which have been made to indicate their whereabouts (*e.g.*, by special signs at the gates themselves) no less than by the frequent accidents caused by cars driving into closed gates. Further, the publication and discussion of the Swiss signalling regulations for level-crossings in the daily Press, in technical papers and elsewhere has not only given rise to no criticism but has commanded approval. The Federal Council's Ordinance on this subject is regarded by the technical experts on road traffic as entirely satisfactory in every respect.

The above considerations all point to the conclusion that there is no objection, from the standpoint of traffic safety, either in form or in fact, to the use of the gate sign as an advance sign in connection with light and sound signalling. On the contrary, its use is both correct and satisfactory in all cases where light and sound signalling is recognised as a means of guarding the line.]

2. The question whether light and sound signals should be regarded as indicating the closing of the line—*i.e.*, as a substitute for gates, and *pro tanto* as a means of guarding the line—was fully examined both in its legal aspects and from the standpoint of rail and road traffic. The conclusion was that the rigid legal interpretation of the expression "guarding" as implying personal guard of the level-crossing on the spot had long been superseded, and that barriers operated from a distance, or operated automatically by the train, must be regarded as coming under the term "guard". Consequently, the personal guarding of level-crossings by keepers on the spot is no longer the distinguishing feature, either in the legal or in the technical sense, of the guarding of railway lines. The point is whether the railway authorities do or do not close the level-crossing before the passage of the train in some manner which meets road traffic requirements. It must be remembered that the personal guarding of a level-crossing by a man on the spot is not the same in the case of modern motor traffic as it used to be in the case of animal-drawn vehicles—to say nothing of the admittedly frequent cases where the keeper fails to close the barrier when it should be closed. Often the keeper's signals (shouts, red flag or red light) are not noticed or are misunderstood, or are noticed or understood too late—a single red light, for example, is often confused with the rear light of a motor-car—and substantially the only remaining function of the keeper is the closing of the gate. Nor is the keeper ordinarily able, with the means of signalling at his disposal, to stop a train in emergency, owing to the shortness of the time in which he has to act and the speed at which the train is moving.

The principal condition governing the protection of a level-crossing adapted to the requirements of modern road traffic is, therefore, not the existence of a keeper or gate, but the regular closing of the line by the railway administration for the passage of every train by means which are in all circumstances effective for motor traffic, as opposed to an unguarded level-crossing, which the railway administration simply marks as such, leaving to the user of the road the responsibility of ascertaining that no train is coming. By the system of light and sound signalling brought into operation before the passage of the train and stopped immediately after the last vehicle of the train has passed over the level-crossing, the railway administration ensures that the crossing will be closed by means of a signal. The requisite condition for the guarding of the line is fulfilled if this signal—in Switzerland a light signal consisting of three flashing red lights—is regarded as at least equivalent to a gate. The light and sound signalling of a level-crossing must be considered to constitute the guarding of the line at the level-crossing if there is no inconsistency or lack of clearness in the marking of level-crossings and the meaning of signals.

3. As regards determining the value of flashing signal appliances, we should like to point out, first of all, that the classification of light and sound signals replacing barriers as a protection for the line, in the form prescribed in the Ordinance of the Federal Council dated May 7th, 1929, was adopted after a long period of experiment in signal working on different systems. This decision was the outcome of the successful results obtained in Sweden with flashing light signals and of the constantly growing number of accidents at level-crossing gates. While it seems impossible at any reasonable cost to ensure that gates will really be adequately visible to motor traffic, the "Signum" system of flashing signs which has been chosen has proved far more effective than the use of gates. The light signal consisting of three flashing lights in the form of a triangle is visible, whatever the atmospheric conditions, at a much greater distance than a gate, and the red light is an internationally recognised stop sign. Apart from this advantage, the use of the flashing signal removes the element of danger which is unavoidable when the gate is being closed or opened. A large proportion of the accidents at crossing gates are due to this cause. It has often happened that a well-meaning gatekeeper, out of consideration for the road traffic, has been unable to close the gates until too late, and has thus shut a vehicle in between them or has at the last moment let one of them fall upon a vehicle. The closing of a crossing by flashing signals obviates the danger of collision from the actual closing by means of gates, because a vehicle travelling on the road can still, even when the lights have begun to flash, pass over the level-crossing without danger if it has



no time to brake. This is confirmed by the experiments hitherto made with flashing signals, and with them no accident has yet happened.

In theory, as in practice, light and sound signalling has proved superior to the employment of gates because it is more effective and obviates the dangers presented by gates. It is therefore wholly justifiable in that respect to allow such signalling to be used in place of gates and to admit it as a means of guarding the railway.

4. The use of light and sound signalling is subject in Switzerland to approval by the supervisory authority in each individual case; in other words, it must be ascertained in every case whether, in view of local conditions and traffic requirements, safety can be ensured better by light and sound signalling or by the use of gates. This procedure also ensures that the flashing signals installed will be of uniform types. At present we are not using flashing signals for double-or multiple-track level-crossings, although we see no fundamental objection to their use. This innovation must first come into current use for single-track level-crossings. Moreover, it is proposed gradually to abolish multiple-track level-crossings altogether; a further point is that, in these cases, flashing light appliances are fairly costly on account of the necessity of allowing for railway traffic not using the normal line. Even in the case of single-track level-crossings, the introduction of the flashing signal system is at present proceeding comparatively slowly. So far, in Switzerland, some twenty gates have been replaced by flashing light appliances. Light signals of this kind have also been installed on about ten crossings not previously guarded. The further replacement of gates is to be continued, and requests to that effect are constantly under consideration. The experiments so far carried out with flashing signals have produced very favourable results; there have been no accidents, no disorganisation and no complaints. Flashing signals are preferred to gates wherever they are installed. It is therefore anticipated that there will be a growing demand for their installation and the abolition of gates.

In conclusion, this question should be regarded as of decisive importance, from both the formal and the practical points of view, in the following respects :

(a) The figure of a gate or a locomotive on an advance sign means, respectively, according to the international Convention of April 24th, 1926, "guarded" and "unguarded". The use of an advance sign bearing a figure of a gate for level-crossings with light and sound signalling is therefore quite expedient and, from the formal point of view, correct, provided that that method of signalling is accepted—as is the case in Switzerland—as an effective substitute for gates and is regarded as a means of guarding the railway. The use on advance signs of the figure of a locomotive for level-crossings with light and sound signalling and the exclusive use of the advance sign with the figure of a gate for level-crossings with gates would thus entail a modification of the principle underlying advance signs—namely, that the figure of a gate implies the idea "guarded" and that of a locomotive "unguarded". But this modification of the meaning of the sign must be regarded as inconsistent with the terms of the international Convention.

(b) The replacement of gates by light and sound signalling and the acceptance of such signalling as a regular means of guarding the line are justifiable both as regards form and for practical purposes. As regards form, because the railway administration closes the level-crossing before the passage of the train and opens it again immediately afterwards, the only difference being that the line is closed by signals instead of by gates. It is justifiable from the practical point of view, because, for modern road traffic, closing by signals is in itself better than actual closing by gates, and also because, with the signalling system, the dangers of collision and of vehicles being shut in between the two gates are abolished.

As the result of successful experiments carried out with light and sound signalling, we are convinced that this system of signalling will be widely adopted in the future to supersede gates; and we ask you to submit our view for international discussion, because we feel we ought to show that it seems unjustifiable not to regard the closing of crossings by signalling as being like the gate system, a means of guarding the line, since it is already proving superior to the barrier system.

In order to remove any misunderstanding, we venture to add, in conclusion, that Switzerland would, of course, have to accept any decision prescribing the use of advance signs with the figure of a locomotive for level-crossings with light and sound signalling; but we should have to reserve the right, as in the past, to admit light and sound signalling as an adequate substitute for gates and to regard it as a means of guarding the line within the meaning of the Federal Council's Ordinance of May 7th, 1929.

(Signed) HUNZIKER.



Annex 2.

EXAMINATION OF THE DESIRABILITY OF ADDITIONAL SIGNALS  
AT LEVEL-CROSSINGS

NOTE BY THE SECRETARIAT.

[C.C.T./C.R.77.]

May 1st, 1933.

In accordance with the resolution adopted by the Advisory and Technical Committee for Communications and Transit at its seventeenth session, held in June 1932, the Secretary of the Permanent Committee for Transport by Rail attended the twelfth session of the International Association of the Railway Congress, which was held at Cairo in January 1933. Among other subjects, this Congress studied in detail, in the light of modern developments in motor traffic, the increasingly important problem of roads and rail-crossings and adopted certain conclusions the text of which is attached as an appendix.

The Congress examined, in particular, the question of the most effective methods of warning for protecting users of the road and also the railways against the dangers of level-crossings and, while reviewing the various forms and systems of signalling and other appliances used in most countries of the world, finally raised the question of the degree of protection afforded by gates, and their advantages and disadvantages. The Conference noted that in certain countries of America, "a gate is not considered adequate or satisfactory for fast road traffic", and that for that reason the gate is "replaced by a notice board or by a flashing sign or by a keeper on the site to stop the road traffic when a train is approaching", whereas in Europe "level-crossings are still generally guarded by gates, a method dating from a time when the road traffic was very different from what it is to-day", and that efforts are now being made to announce "the approach of trains to guarded level-crossings where there is heavy traffic on either railway or road, and the railway-line is not sufficiently visible from the road", and arrived at the following conclusion, which seems likely to modify very considerably the existing practice in Europe :

"The abolition of gates would mark definite progress as the stoppage of road traffic would be reduced to a minimum and the risk of accidents caused by closed gates across the road, quite apart from the passage of trains, would be eliminated."

The Congress, while classifying level-crossings according to their visibility and to the volume of the rail and motor traffic, recommended as a suitable means of warning for certain categories of level-crossings, and particularly for cases where railway and motor traffic is heavy and visibility insufficient, the use of automatic signalling apparatus—that is to say, of signalling apparatus, not only indicating the existence of the level-crossing itself, as in the case of fixed signs (St. Andrew's Cross and the two triangular signs provided for in the 1926 Convention), but also giving warning of the approach of trains.

Further, the Congress was informed that attempts were at present being made in a number of countries to find the best system of automatic signalling and that, in several of those countries, definite conclusions had, in fact, been reached. The solutions contemplated by the different countries, although varying little in their broad outlines, differed considerably in detail. That was not the least important of the considerations which led the Congress to approach all countries with the request that "they should adopt legal provisions and regulations based on uniform principles with regard to the protection of level-crossings and types of signs".

Such an appeal cannot be ignored by the competent organs of the League of Nations, which have always been anxious to ensure that the successful results of the unification of road signalling should not be jeopardised and that the future work of the Transit Organisation with a view to such unification should not be unnecessarily hindered by recent developments.

Such would certainly be the case if the respective countries were to adopt different principles either with regard to the systems of warning by additional signs at level-crossings or as regards the legal and administrative provisions governing the matter. Finally, the installation of automatic signs would entail considerable expense and, when carried out, subsequent changes with a view to obtaining a uniform international system might meet, in particular, with greater financial difficulties.

Consequently, the Secretariat of the Permanent Committee on Road Traffic has thought fit to communicate the above-mentioned information to the Committee, thus enabling it to take such steps as it may deem necessary with a view to a further study of the question.

*Appendix.*

CONCLUSIONS ADOPTED AT THE TWELFTH SESSION OF THE INTERNATIONAL RAILWAY CONGRESS ASSOCIATION (CAIRO, JANUARY 1933) REGARDING THE PROTECTION OF RAILWAY LEVEL-CROSSINGS IN VIEW OF THE MODERN DEVELOPMENT OF ROAD TRAFFIC.

1. As, owing to the use of motor vehicles, road traffic which was formerly local has become fast, long-distance traffic and is becoming more and more international, the Congress invites all countries to adopt legal provisions and regulations based on uniform principles with regard to the protection of level-crossings and types of signs.

2. The most satisfactory solution as regards rail and road crossings—the construction of over- and under-bridges—can be carried out only in cases limited to crossings or roads carrying very heavy traffic and railway main lines. This solution cannot be contemplated as a more or less general rule in view of the exorbitant cost it would involve.

3. In the United States, the number of level-crossings guarded by gates is decreasing every year; in 1927, it was only 5,957 out of a total of 232,000 level-crossings. In some States, a gate is not considered adequate or satisfactory for fast road traffic and is replaced by a notice board or flashing sign or by a keeper on the site to stop the road traffic when a train is approaching.

In Europe, on the other hand, level-crossings are still generally guarded by gates, a method dating from a time when the road traffic was very different from what it is to-day. Attempts are now being made to announce the approach of trains to guarded level-crossings where there is heavy traffic on either railway or road and the railway is not sufficiently visible from the road. The abolition of gates would mark definite progress, as the stoppage of road traffic would be reduced to a minimum and the risk of accidents caused by closed gates across the road, quite apart from the passage of trains, would be eliminated.

4. In the case of level-crossings where the road traffic is of average intensity, it should be borne in mind that an appropriate means of signalling gives a degree of protection not inferior to that afforded by gates, and has the advantage that it interferes less with road traffic and prevents the accidents so frequently caused by collisions with gates.

If the signalling of level-crossings is required by law, it must be understood that the railway administration is not liable in respect of accidents occurring at level-crossings, just as the road administration is not responsible for accidents occurring at public cross-roads.

5. Fixed signs in the form of a St. Andrew's cross preceded by an advance warning sign on roads on which there is heavy motor traffic must be considered as affording sufficient protection, provided that visibility is satisfactory.

6. If visibility is insufficient in view of the speed of the trains, fixed signs may suffice where the rail traffic is small or the road traffic not heavy.

7. If, however, visibility is insufficient and both rail and road traffic are heavy, the use of automatic signalling is recommended.

8. The gates should be retained at crossings with very heavy road and rail traffic when automatic signalling is not sufficient, and when keepers and the regulation of the road traffic appear necessary.

9. It is desirable that keepers should be assisted by having the trains announced to them from the adjacent signal boxes if near enough, or by a system of automatic signals.

10. To increase their visibility, signs and gates should be painted in alternate stripes of two colours to make them more conspicuous, and they should also, wherever possible, be fitted with cat's-eye reflectors.

11. As the organisation of protection on the above lines might be very costly, and the construction of over- and under-bridges would be even more so, and as, furthermore, fast road motor traffic does not select the shortest route, but prefers a good road even if longer, and as consequently road traffic is concentrated on a small number of level-crossings, an endeavour should be made to reduce as much as possible the number of road and rail crossings by abolishing level-crossings with little traffic, by diverting the traffic towards those which, having a heavier road traffic, are equipped with adequate signalling systems and warning devices or gates, and by building under- and over-bridges at places where the heaviest road traffic is concentrated. When schemes for building and rebuilding roads are being drawn up, these circumstances should be taken into account.

12. Consequently, and in accordance with American practice (State of New York), level-crossings might be classified in three groups:

I. Unguarded level-crossings, without gates and without automatic means of signalling the approach of trains;

II. Unguarded level-crossings, without gates but with automatic means of signalling the approach of trains;

III. Guarded level-crossings with or without gates.

The first category comprises level-crossings where the visibility of the railway is good and where the number of trains per day does not exceed 100, and the number of trains multiplied by the number of the road vehicles is under 70,000, and also level-crossings with insufficient visibility, but with light rail and road traffic.

The second category comprises level-crossings where the railway is not sufficiently visible and where the other above-mentioned conditions are fulfilled.

The third category comprises the remaining level-crossings with heavier traffic. The most important of these are generally replaced by over- or under-bridges.

13. As the increased difficulties at level-crossings have been caused by the growth of the road traffic, the road authorities should bear the cost of constructing the over- and under-bridges as well as of the additional protection of the crossings required by the growth of the road traffic.

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### Annex 3.

#### RECOMMENDATION ADOPTED BY THE EUROPEAN CONFERENCE ON ROAD TRAFFIC WITH REGARD TO LIGHT SIGNALLING.

NOTE BY THE SECRETARIAT.

[C.C.T./C.R. 80.]

May 20th, 1933.

The Chairman of the Permanent Committee on Road Traffic has sent to the Secretariat the text of a statement made by Dr. Boström, of Stockholm, to the representatives of the automobile clubs of the Northern countries on colour-blindness and light signalling. These representatives, and those of other motorists' associations, have transmitted this text to M. Nordberg for submission to the Permanent Committee on Road Traffic when light signalling comes up for discussion before this Committee.

The Secretariat has the honour to communicate a summary of this statement herewith to the members of the Committee.

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#### NATURE AND FREQUENCY OF COLOUR-BLINDNESS.

While persons having a normal sense of colour distinguish the following colours in the spectrum: red, orange, yellow, green, blue, indigo and violet, persons whose sense of colour is defective only distinguish, apart from shades going from black to white, two colours, and sometimes only one. This latter case is that of a person afflicted with total colour-blindness. The spectrum appears to him as a colourless band of more or less grey appearance. He only distinguishes the luminous strength of the colours. This form of colour-blindness is very rare. Persons usually known as colour-blind, the "red-green" blind, only distinguish two colours in the spectrum—usually yellow (corresponding for a person with normal sight to red, orange, yellow and green) and blue (corresponding for a person with normal sight to blue, indigo and violet), separated by a grey or whitish-grey zone (greenish-blue to the ordinary eye).

How do coloured lights appear to the colour-blind? In the first place, it is not true to say, as is usually done, that they are not able to tell red from green. Most of them distinguish these colours fairly well, at any rate at the short distances at which they are accustomed to look, and they see a red light as having a yellowish or orange colour, and a green light, which is often of a greenish-blue, as having a whitish colour. Such a difference is usually enough for them if conditions of observation are favourable. But it is very difficult for them to distinguish a so-called white light ("free passage") from a red or green light. White lights are in most cases yellowish, and appear to the colour-blind as being between red (which to them is yellow) and green (which to them is whitish). The difference is then too small for a person who is colour-blind. Conditions are still less favourable for such a person if the signals have a different luminous strength, or if they are placed at different distances. In this case, a false appreciation of colours may easily occur, since a person who is colour-blind endeavours to guide himself by his perception of the luminous strength of the signal. He then easily makes a mistake, and, even if he does not, and judges correctly, he does so after hesitation, with slowness and uncertainty. This is hardly surprising, as a person who is colour-blind (to red-green) sees the three colours which are most often utilised for road signalling as different shades of yellow. These three colours are situated on the same side of the so-called neutral zone of the spectrum (blue-green zone to the normal eye). If a red light and a green light are placed side by side, and if the strength of one of these lights is gradually diminished, a colour-blind person may easily say that both lights are identical.

About 3.25 per cent of men and less than 0.5 per cent of women suffer from colour-blindness in the true sense of the term. Apart from the colour-blind properly so called, there is a group of persons afflicted by partial colour-blindness. These persons have a weak sense of colour, and must be placed halfway between the colour-blind proper and persons with normal sight.

About 4 per cent of men suffer from partial colour-blindness. Their sense of colour must be regarded as normal, but as quantitatively diminished.

These persons sometimes react like the colour-blind and sometimes differently, but their characteristic is a slow and hesitating perception of colour. They are unable to apprehend properly a light suddenly appearing before them and disappearing equally suddenly. To perceive coloured lights correctly, persons having a weak sense of colour must see them from a wider optical angle than persons with ordinary sight. It is also interesting to note the effect on these persons of what is known as a reinforced contrast of colours. Thus, next to a yellow light, a red light appears of greenish colour, and next to a green light it appears pink. Similarly, a yellow light may be seen as red or green. Finally, it has been found that persons having a weak sense of colour easily become tired in perceiving colours, and that their judgment is very unfavourably influenced by physical fatigue, frequent loss of sleep, etc. It follows from the foregoing that persons with a weak sense of colour present as great dangers from the point of view of traffic as persons who are completely colour-blind.

What has been said above relates to inborn defects. There are also defects of the sense of colour which are acquired. The normal sense of colour may decline as time goes on. Acquired colour-blindness may be due to certain poisonings, particularly alcoholism and excessive use of tobacco, or from certain diseases of the optic nerve, of the brain, or of secondary cavities of the nose caused by contusions to the head—for example, concussion of the brain; or, again, it may be due to dazzle (lightning, short-circuits, etc.).

In the case of acquired colour-blindness, unlike inborn colour-blindness, the keenness of vision diminishes at the same time as the judgment of colours, and the acquired defectiveness of the sense of colour may have dangerous consequences when the keenness of vision falls as low as 0.3, 0.5.

It should, however, be noted that a defective sense of colour may remain even if the keenness of vision has returned to normal or almost to normal after convalescence.

#### RISKS ARISING OUT OF THE ISSUE OF DRIVING LICENCES TO PERSONS WITH A DEFECTIVE SENSE OF COLOUR.

For drivers of motor vehicles having a weak sense of colour, the risk is far from being as great as in maritime services and railways. A motorist sees coloured signals from a much wider optical angle than engine-drivers, navigators or look-out men. In view of the enormous extension of motor traffic in the last few years, it is nevertheless evident that a motor-driver's power of recognising light signals of the colours most usually employed in road signalling becomes an important question from the point of view of the safety of traffic.

It should, however, be added that in none of the collisions which have taken place in recent years between motor vehicles and trains has it been possible to prove that the driver's colour-blindness was either the main or a contributory cause of the accident.

In this connection it should be remarked that, according to the observations of doctors, most persons who have a defective sense of colour are not aware of it themselves. This defect is only discovered after a special examination, and the person affected is always very astonished and vehemently protests when he is told that he is colour-blind.

Moreover, colour-blind drivers are rarely alone when they drive through the streets, and the actions of other drivers and road-users help them to interpret the signals. Lastly, road light-signals are comparatively recent, and it has therefore not yet been possible to gain an adequate idea of the risks which they offer for colour-blind drivers.

#### MEASURES TO BE CONSIDERED.

If it was decided henceforward to issue driving licences only to persons having passed a medical examination certifying that they have a normal sense of colour, this would not prevent present holders of driving licences suffering from colour-blindness from constituting a danger to traffic.

On the other hand, it would be very difficult to oblige persons already holding a driving licence to undergo an examination. There is one category of motor-drivers, however, who should be made to undergo a compulsory examination—that of the drivers of public transport vehicles. Another solution would be to modify the system of light signalling so as to obviate the risks mentioned above.

In place of the system of signalling by means of different coloured lights, a more simple system might be considered. If a coloured light signified "Free passage", two lights of the same colour, side by side, like a lowered semaphore arm, might signify "Stop", and greater security would be ensured. These signals, known as "shape" signals, have been carefully studied by the Swedish Railway Administration. It was found that it was economically possible to establish such intermittent light signals with the Aga light. It is probable that electric "shape" signals would not be satisfactory, either from the economic point of view or from that of safety. An electric lamp is always fragile, and the current may be interrupted. The risks of a break-down increase with each new lamp.

What has just been said of electric "shape" signals also applies to the signals proposed by the American Engineering Council, which are a combination of "shape" signals and colour

signals. The signals tried at New Orleans are also a combination of "shape" signals and colour signals, and have shown themselves superior to those of the American Engineering Council.

The coloured signals employed at New Orleans differ both in shape and colour. The green signal is a lozenge, the yellow signal a rectangle and the red signal a circle. The correct and rapid understanding of these signals nevertheless requires good visibility and, particularly for a colour-blind person, a keen vision. Formerly, doctors had already drawn the attention of the authorities in Sweden to the fact that the choice of colours for light signals was unfavourable for the colour-blind, since the three colours, red, green and yellow, are all in the same category for persons blind to red and green, who form the majority among the colour-blind.

In those days, the difficulty consisted in the impossibility of obtaining a sufficiently strong blue or white light. At present, acetylene gas lights fulfil the requisite conditions. They emit a very intense white light, due to the heat of combustion (2,000 to 3,000 degrees). This light permits of the use of a blue filter up to a certain extent, without too greatly diminishing the luminous strength.

Experiments have been made by Dr. Boström, assisted by an engineer specialist, on behalf of the Swedish Railway Administration. They found that white Aga lights, if they were strong enough to be visible by day, became blinding by night, unless they were dimmed. Through dull and colourless glasses the light took on a yellowish shade. Experiments undertaken by the Aga Company gave the same results. Hence, this light could not be accepted, in view of the risks which it presented to persons suffering from colour-blindness.

Dr. Boström and the engineer having concluded their experiments, they decided in favour of an Aga light coloured with a blue filter and slightly dimmed. They also endeavoured to give this light the same range as the red light. The red light employed by the Aga Company for lighthouses was very strong and had a long range, but was of a slightly pink shade. By day, and particularly in misty weather, it even had a tendency towards yellow or orange. As it is unnecessary to have the same range for signals employed on roads as for those employed in the maritime services, it was possible to accept a glass giving a deeper red more similar to the red of the spectrum. The experiments made proved that the intensity of an acetylene-gas flame permitted of the use of such a glass.

In order to avoid all risk of confusion for the colour-blind, green has been replaced by a bluish-white light in new signals on level-crossings, in order to make it still easier to distinguish bluish-white lights from red lights. At level-crossings these lights are also differentiated by rhythm; the red lights have thirty flashes a minute and the bluish-white seventy-five.

The experiments made showed that, even without differentiation by rhythm, the colour-blind were able to distinguish the lights in question without any hesitation.

The Swedish Parliamentary Commission appointed to study the question of light signalling at level-crossings, and also the railway experts, recommended the adoption of the system proposed by Dr. Boström.

In a memorandum sent to the Swedish Government by all the administrations concerned in signalling, attention is drawn to the fact that it is not sufficient to obviate the risks due to colour-blindness by modifying the signals at level-crossings, but that, wherever light signals have been established for road and urban traffic, the colours employed for light signalling should be standardised in order to obviate risks of confusion due to colour-blindness.

The railway administration drew the Swedish Government's attention in 1929 to the advisability of replacing the red light at the rear of vehicles by another colour. Red signifies "stop" and it would be desirable for this light to be employed only in cases where a real danger exists. A diminution of respect for the red light diminishes safety of traffic. Cases of confusion may arise, for example, between a red lantern placed on a barrier or swing-bridge and the red rear-light of a motor vehicle, which does not signify a prohibition. This question has, indeed, been discussed at the International Railway Union, and the National Conference of Street and Highway Safety of the United States pronounced in favour of abolishing the red rear-light in 1926. In 1927, Swedish experts on motor traffic asked the Government to make representations to this effect to the contracting parties of the international Convention of 1926 on motor traffic, which stipulates that motor vehicles must show a red rear-light.

The memorandum addressed by Dr. Boström in 1929 to the Higher Medical Board of Sweden on the question of the colour sense contains the following recommendation with regard to motor-drivers :

"Motor-drivers are never called upon to distinguish light signals at distances as great as those which have to be taken into account for flying or railway traffic. However, at trifling cost, something could be done to diminish the risks presented by the driving of motor vehicles by persons suffering to a greater or less extent from colour-blindness. For example, the replacement of the red rear-light by a bluish-white light might be considered, and greater use might be made of red signals capable of being distinguished even by the colour-blind, such as ruby-red and bluish-white signals adopted by the Swedish State Railways."

Lastly, Dr. Boström emphasises that, in view of the comparative frequency of persons having a defective sense of colour, the least satisfactory system for the signalling of urban traffic is the system of red, green and yellow. This system can, however, be used to great advantage in railway and maritime traffic, since all those who have to observe these signals and interpret them rapidly and correctly undergo a special examination of their sense of colour.

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#### Annex 4.

#### TRIPTYCH SYSTEM.

SUMMARY OF REPLIES FROM GOVERNMENTS TO CIRCULAR LETTER No. 277.1930.VIII,  
DATED OCTOBER 20TH, 1930.

[C.C.T.488(I).]

February 14th, 1933.

In accordance with a resolution relating to the triptych system adopted by the Advisory and Technical Committee at its fifteenth session, the Secretary-General of the League forwarded to various Governments a Circular Letter (see Appendix) acquainting them with the resolution in question and asking them to be good enough to inform him whether they were prepared to apply the rules set out in the resolution.

The Governments of the following States have declared that they have already applied, or are prepared to apply, these or similar rules: Belgium, the United Kingdom, Bulgaria, Denmark, Estonia, Germany, Greece, Hungary, Latvia, Luxemburg, Norway, Poland, Roumania, Spain, Sweden, Switzerland and Yugoslavia.

The *German* Government, while stating that it accepts the proposed rules, points out that the system in force in Germany is in several respects more favourable; it also states that it does not at present propose to introduce the six-month limit.

The *Belgian* and *Danish* Governments state that in no case can there be any question of admitting motor vehicles for commercial purposes, such as transport against payment, sale, etc.

The *Spanish* Government points out that Spanish legislation permits a foreign national to utilise the triptych system whenever he re-enters Spanish territory, provided that his country grants reciprocal treatment to Spanish nationals. The Government considers that it should be expressly stated that, for a foreign national to claim temporary exemption, his motor-car must be registered in his country of origin.

The *Hungarian* Government permits persons domiciled in Hungary and at the same time having a regular domicile abroad to utilise the triptych system.

The *Norwegian* Government does not wish to limit the length of stay to six months.

*Sweden* permits the use of the triptych by all foreigners making only a *temporary* stay in the country for not more than a year, whether or not they have a residence in Sweden. Swedish nationals may also be granted exemption from Customs duty during three months in respect of a motor-car imported under the triptych system; the Customs authorities may prolong this period for special reasons, but not beyond a year.

*Yugoslavia* grants the benefit of the triptych system to any person who has not a permanent residence in the country. *De facto* residence not exceeding a year is deemed to be temporary residence; residence ceases to be temporary once a residence permit has been granted for an indefinite period.

The following Governments, while approving the principles which guided the Advisory and Technical Committee, propose certain amendments:

The *Austrian* Government suggests that, after the words "a person temporarily", shall be inserted the words: "—that is, not regularly or repeatedly—". The Federal Government considers that, in the absence of such a reservation, it would often be difficult, if not impossible, to determine whether there was or was not *de facto* domicile.

The *Egyptian* Government is not prepared to grant the benefit of the triptych to persons having a business domicile in Egypt, even if they only visit the country at long intervals. It considers that the activities in which they engage in the country are definitely commercial in character.

The Government of *Finland* desires, on the ground that the benefit of the triptych system is only intended for genuine tourists, and that the first paragraph of the rules drawn up by the Committee does not allow the granting of the triptych to persons on business, to reserve the right to exclude commercial travellers. Further, provided that all countries agree that persons on business are excluded from the benefits of the triptych system, the Finnish Government would prefer the elimination of the six-month limit of stay. This limit has actually been adopted in Finland with special reference to all classes of professional traders.

The *French* Government desires the introduction of certain amendments limiting the use of the triptych system to persons domiciled abroad who are owners of a motor-car and who come to France for pleasure and remain for not more than a year.

The same rules would apply in the *Saar Territory*.

The Government of the *Irish Free State* does not grant the benefit of the triptych to persons visiting the country on business and would not be prepared to authorise a stay of more than four months for persons temporarily domiciled in the country. It considers that a longer stay might arouse doubts as to the temporary nature of the residence.

The *Lithuanian* Government proposes an amendment whereby the category of persons deemed to have a business domicile in the country to which the car is brought would include any person practising a calling or profession, and, in particular, a State official or a member of a liberal profession.

The *Portuguese* Government asks that the period of stay shall be limited to four months.

The following countries do not accept the rules proposed by the Transit Committee :

The *Union of South Africa* does not accept them because local conditions render the introduction of the triptych system useless.

In *Italy*, the advantages of the triptych system are granted only to persons living abroad and coming to Italy for a limited stay as tourists, to the exclusion of proprietors and possessors of motor-cars having their legal, business or *de facto* domicile in Italy.

The *Netherlands* does not accept the rules because the Government considers the system proposed less liberal than that in force in the Netherlands.

*Czechoslovakia* does not accept them because the Government considers the system in force in Czechoslovakia more favourable both to the Customs authorities and to persons with two or more domiciles in different countries; only foreigners may benefit by the triptych system. Persons living outside Czechoslovak Customs territory are deemed to be foreigners if their intention so to reside in a permanent manner can be proved, or if such intention is clearly shown by special circumstances.

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*Appendix.*

TRIPTYCH SYSTEM.

[C.L.277.1930.VIII.]

October 20th, 1930.

At the request of the Chairman of the Advisory and Technical Committee for Communications and Transit, the Secretary-General has the honour to acquaint the Government with the terms of the following resolution, which was adopted by the Advisory and Technical Committee at its fifteenth session, held at Geneva from September 4th to 6th, 1930 :

“ The Advisory and Technical Committee, on the proposal of the Permanent Committee on Road Traffic, has framed the following rules concerning the triptych system, and decides to bring them to the notice of the Governments concerned and to ask the latter to say whether they are prepared to apply them :

“ The benefit of the triptych system may be withheld from owners or holders of vehicles who are legally domiciled in the country into which the vehicle has been temporarily taken or who possess a business or *de facto* domicile there.

“ The following are regarded as having a business domicile in the country into which the vehicle has been taken : persons actually employed continuously in a commercial or industrial business in that country as directors, assistant directors, managers, etc., but not persons who are merely members of boards of directors and whose services are required only at fairly long intervals.

“ A person temporarily residing in a country for a holiday or for the purposes of study, medical treatment, etc., is not regarded as having a *de facto* domicile, even if he owns or rents a house or flat.

“ The Committee considers that no other case of exclusion should be provided for, though, in its opinion, it might be possible to admit—as an exceptional measure, and more particularly in the case of countries which do not refuse the benefits of the triptych system to persons who have a business or *de facto* domicile in their territory—a rule whereby the period during which the car might remain in the country would be limited to six months (whether consecutive or not) each year or else during the period of validity of the triptych.”

In conformity with the above resolution, the Secretary-General requests the Government to inform him, if possible before February 1st, 1931, whether it is prepared to apply the rules set out above to the triptych system.

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Annex 5.

TRIPTYCH SYSTEM.

REPLY FROM THE FRENCH GOVERNMENT TO CIRCULAR LETTER No. 277.1930.VIII,  
OF OCTOBER 20TH, 1930.

[C.C.T./C.R.81.]

May 27th, 1933.

In France, the triptych system is reserved exclusively for persons domiciled abroad, who are proprietors of their motor vehicles and enter this country for a holiday and whose stay is limited to a year.

The resolution adopted by the Transit Committee implicitly recognises that the possessor of a vehicle who is not the proprietor thereof has the right to benefit by the triptych system, as well as persons whose stay in this country is due to commercial interests (commercial representatives who exercise their activity in France intermittently, such as shareholders going to general assemblies or boards of directors, students, etc.). This resolution has too general a character to concord with the fundamental rule followed by France when granting tourist facilities.

In these circumstances, the French Government considers that the text of the resolution should be modified and proposes the following draft :

“ The benefit of the triptych system may be withheld from proprietors or possessors of vehicles who possess in the country into which the vehicle has been temporarily taken a legal domicile, or a business or *de facto* domicile.

“ The following are regarded as having a business domicile in the country into which the vehicle has been taken : persons actually employed continuously or intermittently in a commercial or industrial business in that country, as directors, assistant directors, managers or representatives, including persons who are members of boards of directors and whose services are required only at fairly long intervals.

“ A person residing in a country for a holiday or for medical treatment is not regarded as having a *de facto* domicile providing that his stay does not exceed a year, even if he owns or rents a house or flat which he occupies entirely.”

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Annex 6.

TRIPTYCH SYSTEM.

[C.C.T./C.R.70.]

January 10th, 1933.

LETTER FROM THE GENERAL SECRETARY OF THE INTERNATIONAL TOURING ASSOCIATION  
DATED SEPTEMBER 17TH, 1932.

[Translation.]

“ On October 20th, 1930, you were good enough to forward to the various Governments the text of a resolution adopted by the Advisory and Technical Committee on the subject of rules relating to the triptych system.

“ This resolution contained a suggestion that the benefits of the system referred to might be granted to motorists visiting a country for professional or business reasons, provided that such persons shall not have a legal, business or *de facto* domicile in the country into which the vehicle is temporarily imported.

“ This matter was further considered at the last general assembly of the International Touring Association, held at Copenhagen in May 1932. Its Secretariat was instructed to make renewed representations to the League of Nations in favour of the adoption of the resolution in question by the various Governments.

“ We therefore venture to appeal to you to make once more an urgent recommendation to the various Governments, and particularly to that of France, for the inclusion in the triptych system of the provisions referred to above.

(Signed) Paul DUCHAÎNE.”

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Annex 7.

RESOLUTION ADOPTED ON NOVEMBER 24<sup>TH</sup>, 1932, BY THE PERMANENT INTERNATIONAL COMMISSION FOR FIRST AID ON HIGHWAYS, REGARDING THE MARKING OF AMBULANCE VEHICLES AND THE FACILITIES TO BE GRANTED TO THEM WHEN CROSSING FRONTIERS.

[C.C.T./C.R.74.]

April 29<sup>th</sup>, 1933.

The Secretary of the Permanent Committee on Road Traffic has the honour to communicate to the members of the Committee the text of a resolution adopted by the Permanent International Commission for First Aid on Highways, together with a summary of the Commission's discussions on the subject :

RESOLUTION.

The Permanent International Commission for First Aid on Roads,  
Considering it desirable that ambulances should be similarly marked in all countries, and, further, that their equipment and personnel should be able to cross frontiers rapidly and with the minimum of formalities :

Requests the Permanent Committee on Road Traffic of the Communications and Transit Organisation of the League of Nations to examine the possibility of an *agreement* between the various countries relative to the marking of the above vehicles and also to Customs and police formalities.

SUMMARY OF THE DISCUSSIONS.

On November 24<sup>th</sup>, 1932, under the chairmanship of Dr. Pierre Béhague, delegate of the Conseil central du Tourisme international, a meeting of the Permanent International Commission for First Aid on Highways was held in Paris, at which the following organisations were represented : the International Red Cross Committee, the League of Red Cross Societies, the Belgian Red Cross, the Conseil central du Tourisme international, the German Red Cross, the Polish Red Cross, the British Red Cross, the Danich Red Cross, the Netherlands Touring Club, the Royal Netherlands Automobile Club, the (English) Automobile Association, the French Red Cross.

A representative of the Direction générale des Douanes françaises was also present, together with a member of the Communications and Transit Section.

In April 1932, the Permanent International Commission for First Aid on Highways adopted resolutions regarding the marking and definition of ambulance vehicles and the traffic facilities to be granted to these vehicles, particularly when crossing frontiers (see Appendix). The Chairman reminded the meeting that the Conseil central du Tourisme international had considered these resolutions at its eighth general assembly in June 1932.

*Definition of Ambulance Vehicles.*—As regards the definition of ambulance vehicles, the resolution passed by the Permanent International Commission for First Aid on Highways was approved by the Central Council without amendment.

*Marking of Ambulance Vehicles.*—The President explained that the Conseil central du Tourisme international had made the following observations on this subject :

“ The specification of bells as an audible signal gave rise to a discussion during which the following observations were made :

“ A bell is not a sufficiently loud signal for a motor vehicle which has to overtake other vehicles; it will not be heard. A very loud signal is needed, such as a fire-brigade siren.

“ In Belgium, all hospital vehicles have bells which are very clearly heard.

“ A signal should be chosen which is known in the district where the vehicles travel—the usual fire-brigade signal—as signals may differ from one country to another.

“ The bell has been adopted as corresponding to the practice in France, Italy, Switzerland and also in Germany, the idea being, for international purposes, to standardise the sound. The essential point is the loudness of the sound, whether a bell or other sound instrument is used.”

The Conseil central adopted the resolution submitted, with the omission of the word “ bell ”. Paragraph (2) will thus read as follows :

“ (2) *A special audible signal*, the tone of which will be scientifically studied and defined and which will be exclusively reserved for ambulance vehicles.”

*Marking of Ambulance Vehicles.*—On the subject of the marking of ambulance vehicles (the definition of which is given in the resolution contained in the Appendix), the Permanent International Commission for First Aid on Highways recommended that the Permanent Committee on Road Traffic should settle this question by an agreement which could be speedily put into effect.

*Rapid Crossing of Frontiers by Ambulance Vehicles.*—The representative of the Direction générale des Douanes françaises suggested that Customs authorities should give foreign motor ambulance vehicles temporary Customs exemption, either on the basis of a Customs document or without such a document. In the latter case, Red Cross societies would apply to the Customs authority of the country into which the vehicles were to be imported, stating that they wished to import temporarily a specified number of vehicles, with particulars of such vehicles, and undertaking to re-export them at the earliest possible moment. The French Customs authorities had already exempted the ambulances of the Belgian and Swiss Red Cross societies from the payment of a deposit—*i.e.*, these vehicles enter France in virtue of a warranty without security (*acquitt sans caution*), a Customs document drawn up on the basis of the particulars given by the driver of the vehicle. A certain amount of time, however, is needed to make up this document and its total abolition might be contemplated.

The representative of the French Customs Department thought that there might be two alternatives: either to issue a Customs document or to dispense with such a document in view of the general undertakings given by the Society using the ambulance vehicles.

During the discussion it was pointed out that some Red Cross Societies do not own their ambulances and could therefore not give an undertaking to the Customs. The Commission considered that in that case touring clubs should ask for exemption from the deposit of security.

The representative of the Belgian Red Cross mentioned that his own Society adopted the following practice: it gave the driver of the ambulance a certificate to the effect that he was driving a vehicle of such and such a number to convey a sick or wounded person. The representative added that, during the five years in which the arrangement had operated between France and Belgium, no ambulance had ever been stopped at the frontier.

The member of the Communications and Transit Section drew the Commission's attention to the fact that, in addition to its Customs aspect, the question also concerned the frontier police. The Commission requested the Permanent Committee on Road Traffic to study both these aspects of the problem. It also expressed the hope that the question would be settled as speedily as possible—for example, by an arrangement similar to that adopted at the European Conference on Road Traffic with reference to the procedure in the case of undischarged or lost triptychs.

#### *Appendix.*

#### RESOLUTIONS ADOPTED BY THE PERMANENT INTERNATIONAL COMMISSION FOR FIRST AID ON HIGHWAYS (November 24th, 1932).

I. The Permanent International Commission for First Aid on Highways defines ambulance vehicles as follows:

“The following will be regarded as ambulances and assimilated to first-aid posts mentioned in Article 24, paragraph 4, of the Geneva Convention of July 27th, 1929, to the exclusion of all others:

“(a) Those which are attached to Red Cross (‘Crescent’, ‘Lion’ and ‘Sun’) societies and which are exclusively reserved for the gratuitous transport of the sick and injured or first-aid personnel and equipment;

“(b) Those attached to touring associations which have concluded an agreement with the national Red Cross (‘Crescent’, ‘Lion’ and ‘Sun’) Society authorising them, under the terms of Article 24, paragraph 4, above mentioned and in conformity with the conditions therein stipulated, to utilise the emblem of the Geneva Convention.

“These ambulance vehicles will have the right to make use of this emblem during such time as they are exclusively engaged in the free and public transport of the sick or injured, or in the conveyance of first-aid personnel and equipment intended for mobile units, first-aid stations or fixed hospital establishments, on condition that these are open to the public.”

II. The Commission deems that ambulance vehicles so defined should be marked in the following manner, identical in all countries:

1. A. *By day*, the Red Cross on white ground (emblem of the Geneva Convention), at least 20 centimetres high, painted on each of the four sides of the vehicle, and, in addition, a Red Cross flag, 30 centimetres square, projecting above the top of the vehicle.

B. *By night*, at the front of the vehicle, the Red Cross on white ground must be brightly illuminated; at the rear of the vehicle, the Red Cross will be illuminated by the lamp of the police number-plate or otherwise rendered visible.

2. A special audible signal, the tone of which will be scientifically studied and defined and which will be exclusively reserved for ambulance vehicles.

Annex 8.

INSTRUMENTS ADOPTED AT THE EUROPEAN CONFERENCE ON  
ROAD TRAFFIC, HELD AT GENEVA FROM MARCH 16TH TO 30TH, 1931 :  
SITUATION WITH REGARD TO SIGNATURES, RATIFICATIONS OR  
ACCESSION ON JUNE 1ST, 1933

[C.C.T./C.R.76.]

I. CONVENTION CONCERNING THE UNIFICATION OF ROAD SIGNALS.<sup>1</sup>

Ratifications or definitive accessions	Signatures or accessions not yet perfected by ratification
MONACO (January 19th, 1932 <i>a</i> ) PORTUGAL (April 18th, 1932 <i>a</i> ) Does not include the Portuguese colonies.	BELGIUM Subject to subsequent accession for the colonies and territories under mandate. CZECHOSLOVAKIA DENMARK FREE CITY OF DANZIG (through the inter- mediary of Poland) FRANCE Does not assume any obligation in regard to Algeria, colonies, protectorates and territories under its mandate. GERMANY HUNGARY ITALY LUXEMBURG NETHERLANDS (for the Kingdom in Europe) POLAND SPAIN SWITZERLAND TURKEY YUGOSLAVIA

II. CONVENTION ON THE TAXATION OF FOREIGN MOTOR VEHICLES.<sup>2</sup>

Ratifications or definitive accessions	Signatures or accessions not yet perfected by ratification
BELGIUM (November 9th, 1932) GREAT BRITAIN AND NORTHERN IRELAND (April 20th, 1932) Does not include any colonies, protectorates or overseas territories or territories under suzerainty or mandate. BULGARIA (March 5th, 1932 <i>a</i> ) DENMARK (December 4th, 1931) LUXEMBURG (March 31st, 1933) NEWFOUNDLAND (January 9th, 1933 <i>a</i> ) PORTUGAL (January 23rd, 1932) Does not assume any obligation as regards its colonies. SOUTHERN RHODESIA (August 6th, 1932 <i>a</i> ) YUGOSLAVIA (May 9th, 1933 <i>a</i> )	CZECHOSLOVAKIA FREE CITY OF DANZIG (through the interme- diary of Poland) ITALY THE NETHERLANDS POLAND SPAIN SWEDEN SWITZERLAND TURKEY

<sup>1</sup> This Convention shall enter into force six months after the deposit of the fifth ratification or accession (Article 11).

<sup>2</sup> This Convention shall enter into force six months after the deposit of the fifth accession or ratification (Article 14).

III. AGREEMENT BETWEEN CUSTOMS AUTHORITIES IN ORDER TO FACILITATE  
THE PROCEDURE IN THE CASE OF UNDISCHARGED OR LOST TRIPTYCHS.<sup>1</sup>

Definitive signatures	Signature <i>ad referendum</i>
AUSTRIA (August 4th, 1931)	YUGOSLAVIA
BELGIUM (March 28th, 1931)	
GREAT BRITAIN and NORTHERN IRELAND (March 28th, 1931)	
BULGARIA (February 27th, 1932)	
DENMARK (March 28th, 1931)	
FRANCE (April 15th, 1931)	
GERMANY (March 28th, 1931)	
GREECE (August 18th, 1931)	
HUNGARY (August 14th, 1931)	
IRISH FREE STATE (May 6th, 1931)	
ITALY (May 27th, 1931)	
LUXEMBURG (March 28th, 1931)	
NORWAY (September 27th, 1932)	
THE NETHERLANDS (June 11th, 1931)	
POLAND (September 9th, 1932)	
PORTUGAL (August 26th, 1931)	
SPAIN (July 8th, 1931)	
SWEDEN (February 12th, 1932)	
SWITZERLAND (March 28th, 1931)	
TURKEY (May 15th, 1932)	

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Annex 9.

. RESOLUTION OF THE SIXTH CONGRESS OF THE INTERNATIONAL CHAMBER  
OF COMMERCE CONCERNING HIGHWAY FINANCE.

[C.C.T./C.R.69.]

August 19th, 1931.

The Secretary of the Permanent Committee on Road Traffic has the honour to communicate to the members of the Committee a letter, dated July 22nd, 1931, from the Secretary-General of the International Chamber of Commerce :

[*Translation.*]

“ I have the honour to forward for your information a resolution concerning Highway Finance, adopted by the Sixth Congress of the International Chamber of Commerce :

“ ‘ The International Chamber of Commerce,

“ ‘ Having considered the reports on methods of highway finance in twenty-three countries, sent in by national committees and organisation members;

“ ‘ Having also considered the reports on the same subject presented at the sixth Road Congress :

“ ‘ Thanks national committees and organisation members for the important work they have done that enabled the Committee to base its conclusions upon almost complete documentary information;

“ ‘ Having had the benefit of the general report on methods of highway finance established on the basis of these documents,

“ ‘ Adopts the following general conclusions :

“ ‘ I. *Road Administration.*

“ ‘ A. It is important to establish from the start a general plan of the road system, including existing roads and providing for their future development.

“ ‘ B. A rational classification of roads is desirable, taking into account the origin, destination, nature and density of traffic.

“ ‘ Where a developed road system already exists, a scientific traffic survey is the basis of this work.

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<sup>1</sup> This Agreement entered into force on June 26th, 1931, on the ninetieth day after its signature on behalf of three Customs administrations (Article III). See *Treaty Series of the League of Nations*, Vol. CXIX, page 47.

“ ‘ C. Tendency in favour of financial and administrative centralisation would seem to correspond to a necessity, at least as far as the main-road system is concerned.

“ ‘ D. Autonomous governmental organisations for the administration and management of roads provided with separate budgets are increasing in number, but their very principle is still discussed in certain countries.

“ ‘ II. *Road Construction.*

“ ‘ A. Before constructing or improving a road, it is necessary to make sure that its location and type are such as will attract sufficient traffic to justify the work. The first step is to get some sort of usable highway communication, thus making available at the earliest possible time a large mileage of roads, even though it be of a primitive character, in those countries which are at the outset of the work. This done, the road can then be improved to the economic degree necessary to meet traffic requirements.

“ ‘ B. It is important to determine for several years in advance the programme of the work to be undertaken.

“ ‘ C. The total of road maintenance and vehicle operation cost is reduced when a worn and ancient road is replaced by a modern surface of a type justified by the character and volume of traffic.

“ ‘ III. *Road Budget.*

“ ‘ A. The crux of the problem is to apportion the cost of roads fairly between the three principal interests concerned—the general public, real-estate owners and road-users. Roads are public property and it is logical that their cost should be met in part out of general revenue in proportion to the general public benefits. Real-estate owners in localities opened up by the roads should also participate to a certain extent in road expenditures, because of the special advantages they derive therefrom. Contributions from users are justified for the same reason, and with increasing use should assume a progressively larger share of the road budget.

“ ‘ B. Special taxes on highway-users should be limited to such amounts as will not tend to deprive the public of the benefits of normal development of motor transportation. Such special taxes should be used exclusively for road purposes.

“ ‘ C. Bond issues based on reasonable general or real-estate taxes make it possible to gain several years in the construction of the road system of a new country. However, experience would seem to show that the bond method becomes more generally desirable when, with the development of traffic, it becomes practicable in increasing degree to base the loans on special taxes on road-users. In any case, all maintenance costs should be met from current revenues.

“ ‘ When a country has developed its road system to a high degree and has but little construction work to do, it should meet road-construction expenditures out of current revenue when the latter suffices, and have recourse to loans only in exceptional circumstances.

“ ‘ D. Experience has shown that a considerable portion—representing probably about half of the original cost—of properly constructed roads can continue to be used for a great many years, and this fact may be taken into consideration in determining the programme of amortisation.

“ ‘ The International Chamber urges the national committees and organisation members in countries desiring to develop their road system, and particularly in new countries, to take into account the results shown by the enquiries undertaken, and be guided by the above conclusions.’

“ I should be very glad if you could bring this resolution to the notice of the members of the Permanent Committee on Road Traffic.”

## Annex 10.

### PROGRAMME OF CLAIMS PUT FORWARD BY MOTOR-DRIVERS (Communicated by the Secretary of the International Transport Workers' Federation)

[C.C.T./C.R.47.]

August 16th, 1929.

#### A. SOCIAL QUESTIONS.

##### I. *Legal Questions regarding Conditions of Labour and Employment.*

1. When legislation for the protection of workers is introduced and/or collective contracts concluded, it should be the object of all countries to ensure due consideration being given to the following minimum demands :

- Eight-hour day or forty-eight-hour week;
- The fixing of a maximum number of overtime hours per day and per week;
- Payment for overtime;
- Annual leave on full pay;
- Suitable rest-periods during working hours;
- Weekly day of rest;
- The fixing of conditions of employment and dismissal;
- Pay to continue during illness, absence from work owing to measures taken by the authorities, etc.;
- Protection against weather.

Further, the social legislation applicable to industrial workers should be similarly applicable to professional motor-drivers.

##### II. *Social Insurance, Civil Liability, Protection of the Life and Health of the Professional Driver, Prevention of Accidents and Sickness.*

2. Institution of satisfactory legal systems of insurance against professional invalidity and death, and of old-age pensions.
3. Legal obligation for all motor-owners to take out an insurance policy for both the driver and the vehicle.
4. Prohibition of motor-driven vehicles by combustion engines if not provided with self-starters.

#### B. ISSUE OF DRIVING LICENCES.

##### *Apprenticeship, Motor-driving Schools, Examinations, Driving Licence, International Driving Certificate.*

5. All candidates wishing to obtain a licence to drive a mechanically-propelled vehicle must submit themselves to medical inspection as a test of their physical qualifications. This inspection should mainly relate to sight, hearing, state of the heart and general condition. In the course of the general examination, it should be ascertained whether the candidate suffers from any disease or physical defect likely to make a motor vehicle driven by him a source of danger to the public.

6. Persons under 21 years of age may not in any circumstances be given a driving licence for a mechanically-propelled vehicle of any kind whatever.

7. Establishment of uniform regulations for the training and medical, theoretical and practical examination of candidates as drivers.

8. Public institutions (the State, provinces, communes or public welfare organisations) shall alone be authorised to establish and conduct motor-driving schools. All such schools must be under the supervision of the authorities. The boards entrusted with the supervision of schools shall include, in addition to representatives of the competent authorities, associations of motor-car owners and owner-drivers, representatives also of professional organisations of motor-car drivers.

9. Persons entrusted with practical instruction in driving schools must have followed for at least five years the occupation of motor-driving and must pass an examination as to their teaching capacities.

10. Persons not possessing the teaching qualifications mentioned in paragraph 9 and not officially authorised to give lessons in driving schools shall be forbidden, under pain of severe penalties, to teach driving.

11. All candidates wishing to obtain a driving licence must pass a theoretical and practical examination. They must produce a certificate confirming that they have successfully passed through a motor-driving school.

12. Representatives of professional drivers' organisations should be admitted as examiners at the practical and theoretical tests to be passed by candidates.

13. After having successfully passed the practical and theoretical tests, candidates shall be entitled to a driving licence. Licences, of different types for amateur and professional drivers, shall be issued for the following categories : (a) motor-cycles, (b) light cars, (c) all other motor vehicles.

14. At the seat of all authorities entitled to issue, on the recommendation of the examining board, driving licences, or to withdraw such licences, a commission shall be formed, which shall include also representatives of the professional drivers' trade union, and shall have the sole right to decide whether the withdrawal of a licence is warranted.

15. Issue in all countries of international driving certificates valid for all countries which have acceded to the International Convention on Motor Traffic.

#### C. OTHER QUESTIONS OF PROFESSIONAL INTEREST.

16. Exemption of the professional driver from joint responsibility arising from the laws regarding compulsory insurance and liability in case of accident.

17. Formation in all countries, at the seat of the central administration, of advisory committees on which professional drivers' organisations shall be suitably represented.

18. Governments to draw up statistics of traffic accidents and their probable causes, classified as motor accidents, tramway accidents and other traffic accidents (horse-drawn vehicles and bicycles).

#### D. CLAIMS REGARDING THE INTERNATIONAL CONVENTION OF OCTOBER 11TH, 1909, ON MOTOR TRAFFIC.

The International Convention of October 11th, 1909, on Motor Traffic should be supplemented as follows :

19. Professional motor-car drivers making a stay abroad in the exercise of their occupation shall continue to enjoy all the rights secured them by their contract of employment and by the legislation of their own country.

20. Establishment of uniform regulations regarding apprenticeship; minimum uniform stipulations respecting the practical, theoretical and medical test for driver-candidates.

21. Issue in all countries of international driving certificates for professional drivers valid for all countries which have acceded to the International Convention on Motor Traffic.

22. Conclusion of an International Convention on road traffic generally (motor vehicles, horse-drawn vehicles, cyclists, pedestrians).

23. Adoption in all continental countries of uniform regulations stipulating the right-hand rule of the road.

24. Institution of international rules on the right of way at bifurcations and cross-roads.

25. Improvement of roads in all countries by modern paving.

26. Compulsory enforcement of the provisions regarding the placing of road signs and pictorial signs (without written directions, so that chauffeurs of all countries may be aware of the danger) at level-crossings and dangerous points on the roads.

27. Fitting of motor vehicles with mechanical signalling devices which can be illuminated at night.

28. If the brake of a trailer cannot be worked from the driver's seat of the motor vehicle, the trailer should carry a brakesman, irrespective of the total weight. The driver of the motor vehicle and the brakesman on the trailer must be able to communicate with one another.

29. Drivers' seats on motor lorries and on trailers should be padded, fitted with springs and protected against wind and weather.

30. The reliable working of all motor vehicles should be verified every year, as often as their age and degree of wear require it, by an officially authorised technical institution or by qualified technical officials.

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#### Annex 11.

#### CLAIMS PUT FORWARD BY MOTOR-DRIVERS.

[C.C.T.480.]  
April 20th, 1931.

LETTER FROM THE DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE.

Geneva, February 21st, 1931.

In your letter of January 3rd, 1931, you were good enough to transmit to me a copy of the programme of claims put forward by motor-drivers (Annex 10) received by you from the International Transport Workers' Federation. You added that this programme had been submitted to the Advisory and Technical Committee for Communications and Transit which, at its fifteenth session, decided to postpone consideration of it and to request the Secretariat of the Committee to obtain the views of the International Labour Office on the matter.

As soon as I received this communication, I requested my services to examine the motor-drivers' claims. In point of fact, the programme put forward covers the whole of the claims of those workers. It includes questions exclusively within the province of the International Labour Organisation, others which are partly within its province, and others again, which appear to be outside it. I have had lists of the first two groups of questions drawn up; these lists must not, of course, be regarded as final, but should, I think, make it possible to determine to some extent the organisations competent to deal with these questions.

Of the questions included in the programme of the International Transport Workers' Federation, the majority are of interest to the International Labour Office and appear to me to fall either wholly or partly within its competence. I should like to analyse those questions by examining the grounds on which our competence rests and whether international labour conventions or recommendations applicable to them are already in existence, and also whether it would be possible for the Labour Office to investigate them. From the point of view of the International Labour Organisation, these questions can, I think, be divided into five groups.

The first group consists of questions connected more or less directly with the professional drivers' labour contract or conditions of employment. These are questions 1, 14 and 17. As regards the first question, this certainly falls wholly within the province of the International Labour Organisation. It is a matter of labour law in the strict sense of the term (individual labour contracts or collective agreements). There is at present no international labour convention or recommendation dealing with this matter. It is probable, however, that we shall shortly examine the problems of collective agreements, at all events from the general standpoint, if not from the special point of view of drivers. This general study should, however, furnish much useful information to professional drivers.

As regards question 14 (establishment of a commission to decide questions relating to driving licences, this commission to include representatives of professional drivers' trade unions), the International Labour Office is at least partly competent to deal with this question, as it relates to the co-operation of workers with employers in professional questions (paritary committees, conciliation and arbitration, works' councils). No international labour convention or recommendation has as yet been adopted in this connection, but we are going to publish very shortly studies on conciliation and arbitration. In this case also, these studies will deal with general problems and not with questions of special interest to drivers.

The same reply can be given to question 17, which deals with the formation of an advisory committee on which professional drivers' organisations would be represented.

The second group of questions relates either directly or indirectly to the problem of social insurance. These are questions 2, 3, 16 and 19. There is no doubt that, at all events as regards question 2, the International Labour Office is fully competent to deal with the matter, and is also competent to a large extent as regards questions 3, 16 and 19. The position of professional motor-drivers differs in some respects according to whether they are in the employ of undertakings or of private persons. In the first case, they invariably benefit by existing social insurance laws. In the second case, they are usually assimilated to domestic servants, who, in many countries, are excluded from the benefit of social insurance laws, and in particular from sickness insurance or accident insurance. I therefore consider that motor-drivers belonging to the first category at least are covered by the two International Labour Conventions adopted in 1925 and 1927, the former dealing with workmen's compensation for accidents and the latter with sickness insurance. The former covers all paid workers of undertakings and therefore does not apply to motor-drivers in the service of private persons, since it was not possible in the existing state of national law to extend the Convention to domestic servants. However, the second Convention applies, not only to workers in the service of industrial and commercial undertakings, but also to domestic servants and consequently covers motor-drivers, even if they are in the service of private persons. The International Labour Office has not so far examined the special situation of motor-drivers from the point of view of social insurance. These investigations would be somewhat lengthy and complicated, since they would have to cover, not only the situation of motor-drivers under existing social insurance laws and the special examination of the problem of accident insurance and the responsibility of the driver in the case of accident, but also the possible conflict of national law, as regards drivers on routes situated partly in foreign countries.

The third group of questions relates to industrial hygiene. These are questions 5, 6, 7 and 29. The International Labour Organisation is undoubtedly competent to deal with them. All that concerns the medical examination of industrial workers is within its province, and this consequently applies to the medical inspection of candidates prior to the issue of the driving licence. At the present time, there is no international labour convention and no recommendation governing these four questions. The problem of medical examination is, however, now being raised in many countries, and has been and is still being discussed by medical associations both professional and scientific. We will merely mention the discussions which have recently taken place in France and Belgium. Moreover, there are countries in which medical examination is already required by law. The International Labour Office is at present collecting information on the matter. A brief summary has already been given in the article "Transport" which is being prepared for the "Encyclopædia of Industrial Hygiene", and the Labour Office is collecting further particulars with a view to more detailed investigations which we may possibly be asked to undertake.

The fourth group refers to the prevention of accidents: these are questions 4, 18, 28 and 30. As regards question 4, this appears to lie entirely within our province, as the sole object is to make it possible for the driver to use the self-starting apparatus. This is not a question of public safety or of road safety, but of safety for the driver, that is to say, for a paid worker. I should



also like to make certain reservations with regard to the technical wording of this question. It seems to me that the precautions to be taken should apply in particular to cases in which the self-starter fails to act.

As regards questions 18, 28 and 30, they appear to concern chiefly paid drivers and are consequently of interest to us. Except in the matter of labour accidents, these questions are not at present regulated by any international labour convention. Questions 28 and 30 deal with actual conditions of safety for the direct protection of paid drivers.

Finally, the last group of questions deals with the professional training of motor-drivers. These are questions 8, 9, 10 and 20. As you are aware, professional training forms part of the programme laid down for us in Part XIII of the Peace Treaty. There is as yet no international labour convention governing these questions. The professional training of motor-drivers has not been specially examined by us, but it is to a large extent covered by the general survey which we have begun of the methods employed in vocational training. If necessary, we could easily collect information and make a special study of the question.

In short, of the questions mentioned in the Federation's programme, a certain number appear to fall solely within our province: these are questions 1, 2, 4 and 19. There are others with which we are competent to deal at any rate in part; these are questions 3, 5, 6, 7, 8, 9, 10, 14, 15, 16, 17, 18, 20, 22, 23, 24, 26, 27, 28, 29 and 30. In the case of the first group, I do not think the Advisory and Technical Committee for Communications and Transit is called upon to take any action whatsoever. If it should think fit to deal with the second group, the International Labour Office should, I think, be asked to give its opinion and probably to co-operate with the Committee.

These are the initial observations which seem to me to be called for by the programme of motor-drivers' claims. Needless to say, I shall be happy to furnish any additional explanations you may desire and in particular to examine, in conjunction with yourself, the conditions of any co-operation which might be arranged in this matter between the Communications and Transit Organisation and the International Labour Office.

(Signed) Albert THOMAS.

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## Annex 12.

### PROGRAMME OF CLAIMS A PUT FORWARD BY MOTOR-DRIVERS.

#### RESOLUTION ADOPTED BY THE ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT AT ITS SIXTEENTH SESSION.

[C.C.T./C.R.67.]

June 20th, 1931.

The Advisory and Technical Committee,

Having noted the letter of the Director of the International Labour Office, dated February 21st, 1931, replying to the request made to him in conformity with the decision adopted by the Committee at its last session:

Considers:

(a) That questions 1, 2, 3a<sup>1</sup> and 19 should be studied exclusively by the International Labour Office;

(b) That questions 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 16, 17, 18, 20, 28, 29 and 30 should be studied jointly by the International Labour Office and the Communications and Transit Organisation;

(c) That questions 3b,<sup>2</sup> 15, 21, 22, 23, 24, 25, 26 and 27 should be studied exclusively by the Communications and Transit Organisation.

The Advisory and Technical Committee requests the Permanent Committee on Road Traffic to take the necessary action on the present resolution as far as the Communications and Transit Organisation is concerned.

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<sup>1</sup> Insurance of the driver.

<sup>2</sup> Insurance of the vehicle.

**Annex 13.**

REGULATIONS FOR PEDESTRIANS.

[C.C.T./C.R.60.]  
April 30th, 1930.

The Secretary of the Committee has the honour to communicate to Members of the Committee the following information concerning the regulation of pedestrian traffic, which he has received from certain Members of the Committee.

**Germany.**

LETTER FROM DR. PFLUG TO THE SECRETARY OF THE PERMANENT COMMITTEE  
ON ROAD TRAFFIC.

Berlin, March 13th, 1930.

[*Translation.*]

All police regulations concerning traffic are more or less for the protection of pedestrians. In the enclosed decree<sup>1</sup> issued by the Berlin police, I have marked various important regulations which concern pedestrian traffic, but I take it that you are only interested in special provisions whereby pedestrians may cross at points where the traffic is very heavy. Generally speaking, these crossing-points for pedestrians are at street corners, and, in Berlin, this is regulated by light signals where the traffic is very dense, and by hand signals on the part of police officers if the traffic is merely heavy. Facilities however must also be provided for pedestrians to cross the road at other points. For instance, at about the middle of the Leipzigerstrasse, between the Leipzigerplatz and the Wilhelmstrasse, there is a large departmental store. In order that pedestrians may cross more easily from this store to the opposite side of the road, a special footway has been created by setting up notice-boards marking this crossing on both sides of the road; you will find an illustration of this on the last page of the small leaflet which is bound up with the enclosed police decrees.<sup>1</sup> On each side of the road, there are two such notice-boards, which define the space within which pedestrians may circulate. In the middle of the street where there is a footway, a lamp has been set up which shows the same light signals as traffic regulation lamps at cross-roads (green, yellow, red, yellow, green, yellow).

**Austria.**

LETTER FROM M. GRÜNEBAUM TO THE SECRETARY OF THE PERMANENT COMMITTEE  
ON ROAD TRAFFIC.

Vienna, April 5th, 1930.

[*Translation.*]

Vienna is, as far as I know, the only place in Austria where special measures have been adopted for ensuring the safety of pedestrians, as traffic is not heavy in other Austrian towns. The measures adopted at Vienna are few, being chiefly confined to safety lines showing where pedestrians can cross the street: these lines consist of white bands painted on the road, or of rows of metal nails which are usually fixed in the asphalt. At certain particularly difficult crossings, signs indicating the direction to be followed, or even chains shutting off prohibited crossings are put up to show pedestrians where to cross in safety.

These measures have only been adopted at crossings where traffic police are stationed. When the police stop the cross traffic, vehicles pull up before the line indicating the safety passage for pedestrians. There are no special provisions in Austria for warning drivers of vehicles that they are approaching a crossing for pedestrians.

**France.**

I. LETTER FROM M. WALCKENAER TO MR. FRANKLIN.

Paris, January 29th, 1930.

[*Translation.*]

The crossing-places for pedestrians at first consisted of white lines pointed across the street; but this system was abandoned because the paint became obliterated. At present, these crossing-places are marked by lines of metal knobs similar in shape to big nail-heads or drops of tallow and arranged in two rows.

These knobs are made of rustless steel. They have to be solidly fixed in the roadway, which is easily done when the latter is made of wooden paving-blocks. The width of the crossing-places is usually three metres, but this is not an absolute rule.

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<sup>1</sup> These regulations are not annexed to the present document but may be consulted in the archives of the Secretariat of the League of Nations.

At the present time, there are several hundreds of these crossing-places for pedestrians in Paris, but active steps are being taken to increase them, and they will eventually number several thousands. Hitherto, as these crossing-places are comparatively few in number and often at a great distance apart, the police have not made their use by the public compulsory; but it has been found that the public appreciates their advantages and has become accustomed of its own accord to choose the passages marked by lines of knobs when crossing the roadway. When the crossing-places thus marked are sufficiently numerous, the Prefecture of Police intends to oblige pedestrians to cross at these places only.

The green lights are a different matter. They are signals addressed to the drivers of vehicles recommending caution. In most cases, they warn drivers that they are approaching a point to be circumvented. Supposing, for example, that a road used for two-way traffic widens at a certain point and an "island" for pedestrians is placed at the beginning of the widened part, so as to separate and regulate the two streams of traffic; in this case, a pillar of about 120 or 130 centimetres in height is placed at each end of the "island", carrying a spherical lantern with a green light. At certain cross-roads, where gyratory movement has to be enforced, a turning-post with a green light is placed in the centre of the cross-roads on the roadway itself; this post is built low and very strong, so that, if a clumsy or careless driver runs into it, no damage will be done.

## II. LETTER FROM M. WALCKENAER TO MR. FRANKLIN.

Paris, March 14th, 1930.

[*Translation.*]

I have the honour to inform you that, in Paris, no special signal is employed to warn drivers that they are approaching a crossing-place for pedestrians marked by two lines of nail-heads. The metal of which the nail-heads are made (rustless steel) is sufficiently polished and bright for the crossing-place to be clearly visible at a sufficient distance. This is the case, not only during the daytime, but also at night, owing to the brilliant illumination of public thoroughfares.

It is true that certain "islands" in the middle of the road are provided with globes with green lights, mounted on posts rather more than a metre in height; but these green lights are intended to warn drivers of the presence of the "islands", which constitutes an obstacle to be circumvented. In practice, it often happens that there is a crossing-place for pedestrians at the same place as the "island"; but many of these crossings are at places where there is no "island" or green light.

### Italy.

#### LETTER FROM M. MELLINI TO THE SECRETARY OF THE PERMANENT COMMITTEE ON ROAD TRAFFIC.

Rome, April 2nd, 1930.

[*Translation.*]

The regulation of crossings for pedestrians in streets with dense traffic has just been begun in the large towns of Italy, and particularly in Rome and Milan.

In Rome, at the more congested cross-roads, such as the corner of the Via Nazionale and the Via Quattro Fontane, luminous signs have been installed of three colours (red, yellow and green), which have the ordinary international meanings. When the sign regarding the direction of traffic in the street which the pedestrian is crossing is red, he may cross over the part of the road enclosed between two lines of small white paving-stones. Even so, he must cross to the opposite pavement quickly, since the yellow colour which follows allows vehicles in the arrested stream of traffic wishing to turn to the right, to move forward.

At Milan, a similar system is being tried. Instead of small white paving-stones, old tram lines with the groundplates uppermost have been sunk in the cement of the roadway (Corso Vittorio Emanuele-Largo Santa Baliba). We are only at the beginning of these experiments, however, and some time will have to elapse before the final decision is taken.

I enclose the regulations at present in force as regards the circulation of pedestrians on roads in general (Code of Road Regulations) (see Appendix I), in the towns of Rome and Milan (see Appendices II and III), although I am afraid they will not be of much use to Mr. Franklin.

#### *Appendix I.*

#### ARTICLE 56 OF ROAD REGULATIONS: EXTRACTS FROM ROAD REGULATIONS FOR PEDESTRIANS (ROYAL DECREE OF DECEMBER 2ND, 1928, M.3179).

[*Translation.*]

Pedestrians should keep to the pavements and to places allotted to them. When these places do not exist or are insufficient, pedestrians should walk on the side of the street in order to hinder vehicular traffic as little as possible.

Pedestrians should keep to the left except where regulations to the contrary are in force : an exception to this rule is made when a tramway line runs along one side of the street.

Pedestrians may not walk or stand about in that part of the street reserved for the circulation of vehicular traffic, except in cases of necessity.

It is also prohibited for pedestrians to cross streets, squares or open places diagonally; they should choose the shortest crossing and use every care.

Infringements of the provisions in the first part of the first and second paragraphs of this article are subject to a fine of from 10 to 100 lire.

#### *Appendix II.*

##### TOWN POLICE REGULATIONS FOR THE CITY OF ROME : REGULATIONS PRESCRIBED BY THE GOVERNOR OF ROME, JULY 31ST, 1929.

[*Translation.*]

In order to lessen the difficulties of circulation, minimise the possibility of accidents and further ensure their personal safety, pedestrians should observe the following regulations :

###### (a) *Compulsory Rules :*

1. From 10 a.m. to 9 p.m. pedestrians should walk in one direction only on the pavements, keeping to the left in the following streets : Via del Tritone, Corso Umberto Ier.

2. It is prohibited to stand about on the pavements in the streets and during the hours mentioned above.

3. Pedestrians may not stand about at street-corners or in places where vehicles pass. When crossing a street, a free passage should be left for vehicles, and pedestrians should step aside promptly when a driver calls to them or warns them by sound signals.

4. When hearing the special sound-signal used by fire-engines, pedestrians should leave the roadway immediately and should refrain from crossing during the passage of these vehicles.

5. Pedestrians should immediately obey all signals made or orders given by the traffic police.

###### (b) *Rules which Pedestrians are advised to follow :*

6. It is desirable that pedestrians should keep to the left, even in streets where this is not compulsory, and they should keep to the edge of the street, using the pavement where it exists.

7. In very busy streets, pedestrians are advised not to stand about on the pavements in such a way as to hinder the circulation of traffic, even where such action is not actually prohibited.

8. In streets where traffic is heavy, pedestrians are advised to cross only in places where traffic police are stationed.

9. It is desirable that pedestrians should not cross streets diagonally, but at right angles. They should also avoid crossing open squares in the middle and should follow the marked footways, where they exist, or keep beside the houses.

10. It is desirable that pedestrians should conform to the signals of the traffic police.

Penalties for not complying with the regulations in this decree are not applicable to infringements of the rules, given under (b).

#### *Appendix III.*

##### TOWN POLICE REGULATIONS FOR THE CITY OF MILAN.

[*Translation.*]

*Article 33.*—Pedestrians should normally circulate on the pavements and the local authorities may prescribe that, in certain streets, the circulation should be on the right-hand side.

Covered walks and arcades are considered as equivalent to pavements in this respect.

Pedestrians may not stand about in that part of the street reserved for vehicles, nor should they cross where it is forbidden to do so by notices, and they should not cause any hindrance to traffic.

At cross-roads, where circulation is controlled by a policeman, pedestrians should obey his signals.

At the cross-roads of the Piazza del Duomo—Via Orefici, Via Torino—Piazza del Duomo, Via Mercanti, Via Mengoni—Corso Vittorio Emanuele, Corso Venezia, Via Monte Napoleone, Via Durini, pedestrians may only cross when traffic is stopped and in conformity with the signals made by the police.

*Article 72.*—Since the coming into force of Article 7 of the Royal Decree of December 31st, 1923, No. 3043, and of Articles 32, 33, 34 and 35 of the present regulations, the term "right hand" should be substituted for "left hand" and *vice versa*.

## Netherlands.

### I. LETTER FROM M. SIRKS, CHIEF COMMISSIONER OF THE ROTTERDAM POLICE TO M. SCHÖNFELD.

Rotterdam, March 12th/13th, 1930.

[Translation.]

I have the honour to communicate the following information concerning the safety of pedestrians :

At crossings of thoroughfares where traffic is dense, a police officer is usually stationed to direct the traffic. The alignment of the houses is produced across the road by " stop lines ", and a notice-board is put up instructing drivers of vehicles to stop behind these lines when the officer gives the signal. Thus a " safety zone " for pedestrians of the width of the pavement has been established across the road. When the traffic coming from different directions is stopped, the pedestrians can cross in safety.

At other points, such as the Stieltjesplein and Hofplein at Rotterdam, where the police are so busy controlling the traffic that they cannot give their immediate attention to pedestrians, boards with arrows have been put up requesting pedestrians to cross at those points. At the Stieltjesplein, where " roundabout " traffic has been introduced, dotted lines have been drawn across the street near the boards marking passage where pedestrians can cross in safety. Other users of the road must pay attention to these crossings.

A new traffic lamp is now being installed at the Oldenbarneveltstraat-Coolsingel corner, and is being so constructed as to be of service to pedestrians also. Vehicular traffic is regulated by means of signals with lamps from the road, while beacons are being put up at the edge of the pavement showing in what direction the pedestrian can safely cross at any given time.

It is estimated that this apparatus will be working in three or four weeks.

### II. LETTER FROM M. BESSELING, CHIEF COMMISSIONER OF POLICE OF THE HAGUE TO M. SCHÖNFELD.

The Hague, March 18th, 1930.

[Translation.]

I have the honour to inform you that the measures adopted in this city for the regulation of traffic at points where pedestrians cross the street may be divided into two groups.

The first group comprises the measures taken to enable pedestrians to cross at cross-roads, and the second group those relating to other points on the road where pedestrians cross.

With regard to the first, it should be noted that pedestrians can usually cross when a police officer has stopped vehicular traffic behind a " stop line " on one or more of the approach roads. At two points where the pedestrian traffic is heavy, a special bell is also used. This is not a signal to vehicular traffic to stop, but serves exclusively as an indication to pedestrians that vehicular traffic has been stopped in all directions and that they can cross in safety.

As regards the second group, there are no special signals either for pedestrians or for drivers of vehicles in connection with pedestrians. Wherever necessary and possible, " islands " have also been constructed in the middle of the thoroughfare, which can be used by pedestrians as places of refuge when crossing the road.

### III. LETTER TO M. SCHÖNFELD FROM M. VERSTEEG, CHIEF COMMISSIONER OF THE AMSTERDAM POLICE.

Amsterdam, March 15th, 1930.

[Translation.]

I have the honour to send you the following information :

At *cross-roads*, where the traffic is regulated by a police officer, the following measures have been adopted to assist pedestrians to cross in safety :

1. An order to stop given by the officer, whether with a signalling apparatus (" stop board ") or otherwise, applies equally to vehicles desiring to turn to the *right*;

(2) " Stop lines " are marked—as a rule prolonging the alignment of the houses—in such a way as to provide a sufficiently broad lane for pedestrians. This " lane " is thus only marked by a " stop line " on one side, and the desirability of making a second line parallel to the " stop line " already marked at such crossings in the interests of still greater visibility is being seriously considered.

The " stop lines " are marked with orange-yellow paint on the road or by metal plates about 10 × 10 centimetres made of stainless-steel studs.

(3) Trams must also stop before the " stop lines ".

Moreover, police officers in general, and traffic police in particular, have been specially instructed to look after pedestrians and if necessary to assist them when crossing the road.

It has also been arranged with a local organisation for the blind that blind people led by half-blind or nearly-blind people who wish to cross at a point where the traffic is heavy shall, for this purpose, draw attention to themselves by waving a small green and white flag.

Further, at certain places *which are not cross-roads*, but where large numbers of pedestrians are in the habit of crossing—such as the bridge in front of the Leidscheplein, police officers are stationed during the hours of heavy traffic, to stop vehicular traffic from time to time, so as to enable pedestrians to cross. These points are not indicated to drivers by “ stop lines ” or in any other way.

Wherever necessary and possible, “ islands ” are provided for the use of pedestrians.

It has not yet been found necessary to construct subways under, or bridges over, thoroughfares.

Finally, for your further information, I am sending you some copies of a “ folder ”, thousands of copies of which were distributed among the public by the police, when the system of “ stop boards ” was introduced.

IV. LETTER TO M. SCHÖNFELD FROM M. SCHUITEMAKER, CHIEF COMMISSIONER  
OF THE UTRECHT POLICE.

Utrecht, March 20th, 1930.

[*Translation.*]

I have the honour to communicate the following information :

In this town, it is one of the duties of the traffic police to enable pedestrians to cross in safety, and, for this purpose, vehicular traffic is stopped in certain directions or in all directions, as need may arise, near places where traffic police are stationed. “ Stop lines ” have been drawn in most of these places, prolonging the alignment of the houses. “ Islands ” have also, where possible, been constructed in the middle of broad streets converging upon heavily-trafficked cross-roads near traffic police, who are naturally posted at such places.

Apart from the fact that police officers assist old and infirm people and children to cross heavily-trafficked roads, no measures are taken other than those mentioned above.

Nevertheless, the placing of railings along the pavements near certain heavily-trafficked cross-roads, such as are already in use in Berlin, Hamburg, Munich, Dortmund and many other German towns, to oblige pedestrians to cross at particular points, is being considered. These places would be indicated by boards of the colour and shape of the signals prescribed by the Central Traffic Regulation Committee and so displayed as to serve at the same time as an indication to drivers of motor-cars, etc.

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Geneva, July 31st, 1933.

**LEAGUE OF NATIONS**

**COMMUNICATIONS AND TRANSIT ORGANISATION**

**REPORT OF THE PREPARATORY COMMITTEE  
ON THE UNIFICATION OF BUOYAGE RULES**

10

With a view to giving effect to the discussions on coast buoyage at the Lisbon Conference, held from October 6th to 23rd, 1930, which it was not possible to conclude at the time, and having regard to the resolution adopted by that Conference on October 23rd, 1930, concerning the continuance of work on the unification of buoyage, the Preparatory Committee set up by the Advisory and Technical Committee for Communications and Transit of the League of Nations has prepared and adopted the draft Agreement and rules attached to the present report.

The members of the Committee attended as experts and not as official representatives of their Governments.

In the Committee's view, its task was to draw up such a draft Agreement and rules as should, in its opinion, be the most satisfactory from the technical point of view, with particular reference to the interests of navigators, and the most likely to be adopted by a large number of countries.

The draft Agreement and Rules drawn up by the Committee at its London meeting, held from July 17th to 22nd, 1933, are based, as regards the Rules of lateral buoyage, on a proposal of the United Kingdom Government, account being taken of the observations submitted by various Governments. This proposal had been communicated to the Governments invited to the Lisbon Conference, by Circular Letter No. 310.1931.VIII, dated January 6th, 1932. The text of the proposal is published as an appendix to the present report, together with the observations and communications received from other Governments, among which may be mentioned a draft of regulations drawn up by the French Government services, a communication from the Swedish authorities, and two communications from the Chinese Government services and from the Chinese members of the Committee.

The Rules regarding cardinal buoyage had already been the subject of various remarks and proposals contained in the Governments' communications included in the appendix to the present report, and are based upon the result of the discussions at the Lisbon Conference and on the proposals contained in the communication from the French Government referred to above ; they were drawn up by a Sub-Committee consisting of the German, Danish, Finnish, Norwegian and Swedish members of the Committee and presided over by the Netherlands member.

The Japanese members of the Committee, while taking part in the discussions, referred to the observations submitted by the Japanese Government, and quoted in the appendix. Their proposals were defined in a note, which also appears in the appendix. In accordance with the ideas therein expressed, they did not consider that the sum of the proposals accepted by the Committee would at the present time permit of a universal unification of buoyage.

The Committee, whose conclusions, subject to the reservations contained in the remarks appearing in the present report, were unanimous, begs the Advisory and Technical Committee for Communications and Transit to forward the present report, and the draft Agreement and rules attached thereto, without delay, to the Governments invited to the Lisbon Conference in 1930, for their observations. Each of those Governments should be invited to state whether it would be prepared, should occasion arise, to conclude with other Governments an agreement for the unification of buoyage, based upon the draft Agreement and Rules drawn up by the Preparatory Committee.

Should it appear from the replies received from the Governments that a universal unification on the lines of this draft is not immediately practicable, but that considerable progress in that direction might be made by means of agreements between a large number of Governments on the basis of the draft, the Committee considers that the necessary steps should be taken to promote the early conclusion of such agreements, either by the summoning of a conference *ad hoc*, or by simply inviting signatures to a protocol.

The membership of the Committee was made up as follows :

*Chairman :*

Sir JOHN BALDWIN, K.C.M.G., C.B., former Civil Servant and Chairman of the Advisory and Technical Committee for Communications and Transit.

*Advisory and Technical Committee for Communications and Transit :*

M. P. H. WATIER, Counsellor of State, Director of Navigable Waterways and Maritime Ports in the French Ministry of Public Works.

*Germany :*

M. G. MEYER, Ministerialrat, Geheimer Oberbaurat in the Ministry of Communications.

*United Kingdom :*

Captain A. H. RYLEY, one of the Elder Brethren of the Corporation of Trinity House.

*China :*

Mr. L. TWEEDIE-STODART, Engineer-in-Chief to the Chinese Customs Service.  
Captain L. R. CARREL, Deputy Coast Inspector.

*Denmark :*

M. P. E. B. SINDING, Director of the Lighthouse Service.

*Finland :*

M. M. S. TAINIO, Head of the Hydrographic Office.

*France :*

M. A. DE ROUVILLE, Chief Engineer for Bridges and Roads ; Director of the Central Lighthouse and Buoyage Service.

*Italy :*

M. V. MAGLIOCCO, Director of the Hydrographic Institute of the Royal Navy.

*Japan :*

M. M. YAMANAKA, Technical Commissioner at the Department of Commerce.  
M. F. YONEDA, Secretary at the Ministry of Communications.

*Norway :*

M. PER ASKIM, Assistant Director of Lighthouse Service.

*Netherlands :*

M. VAN BRAAM VAN VLOTEN, Chief Engineer of the Technical Lighthouse Service.

*Sweden :*

M. Erik HÄGG, Director-General of the Royal Administration of Pilotage, Lighthouses and Buoys.

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## DRAFT AGREEMENT RELATIVE TO THE UNIFICATION OF BUOYAGE RULES.

The contracting Governments, represented by the undersigned, having decided to unify certain rules relative to buoyage, have agreed on the following provisions :

### *Article 1.*

In all cases in which the competent authorities in the territories of the contracting Governments communicate to navigators the information or warnings dealt with in the annexed rules, each of those Governments undertakes that only measures in conformity with the provisions of the said rules will be taken by such authorities for the particular purposes in question. The necessary measures to that effect shall be taken before the expiry of a period of ten years from the entry into force of the present Agreement.

Every contracting Government that has completed the application of the aforesaid measures in its territory shall notify the Secretary-General of the League of Nations to that effect ; a copy of such notification shall be forwarded by the Secretary-General to the other contracting Governments.

Each contracting Government shall do everything practicable, due regard being had, more especially, to the funds at its disposal, to reduce the length of the transitional period between the initiation and completion of the application of the aforesaid measures in its territory.

### *Article 2.*

Departures from the provisions of the annexed rules shall only be permitted in virtue of local conditions or exceptional circumstances, and particularly where the adoption of the rules in question might endanger navigation, or where the expenditure involved might be out of proportion to the frequency of the traffic.

Such departures from the rules should, nevertheless, be as limited as the situation allows, and proper notice of them should be given to mariners.

As far as possible, they should not be such as to lead to confusion with the other provisions of the present rules.

### *Article 3.*

The present Agreement should not be regarded as in any way modifying the legal situation in the different countries with reference to the relations between the public and the authorities in charge of buoyage.

### *Article 4.*

The present Agreement, of which the English and French texts are both authentic, shall bear to-day's date. Until and including . . . . ., it shall be open for signature on behalf of any Government represented at or invited to the Conference for the Unification of Buoyage and the Lighting of Coasts which met at Lisbon from October 6th to 23rd, 1930.

### *Article 5.*

Governments may accept the present Agreement by signature only, when the latter is not made subject to ratification, or by ratification or accession.

The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who will notify all the Governments concerned of their receipt.

The Agreement shall enter into force on the ninetieth day following its acceptance by five Governments.

### *Article 6.*

As from . . . . ., the present Agreement shall be open to accession on behalf of any Government referred to in Article 4.

The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who will notify all the Governments concerned of their receipt.

### *Article 7.*

After the coming into force of the Agreement in accordance with Article 5, each subsequent signature, ratification or accession shall take effect on the ninetieth day from the date of signature, or of the receipt by the Secretary-General of the League of Nations of the instruments of ratification or of the notification of accession.

### *Article 8.*

The present Agreement may be denounced on behalf of any contracting Government after a period of five years from the date of the notification provided for in Article 1, paragraph 2. Denunciation shall be effected by notification in writing addressed to the Secretary-General of the League of Nations, who will inform all the Governments referred to in Article 4. Such

denunciation shall take effect one year after the date of its receipt by the Secretary-General of the League of Nations, and shall operate only in respect of the Government on whose behalf it was notified.

On the expiration of each period of fifteen years after the coming into force of the present Agreement, its revision may be demanded by any contracting Government. At any other time, the revision of the present Agreement may be demanded by one-fourth of the contracting Governments.

*Article 9.*

Any contracting Government may, at the time of signature, ratification or accession, declare that, in accepting the present Agreement, it does not assume any obligation in respect of all or any of its colonies, protectorates, or territories under suzerainty or mandate ; and the present Agreement shall not apply to any territories named in such declaration.

Any contracting Government may give notice to the Secretary-General of the League of Nations, at any time subsequently, that it desires that the Agreement shall apply to all or any of the territories which have been made the subject of a declaration under the preceding paragraph, and the Agreement shall apply to all the territories named in such notice ninety days after its receipt by the Secretary-General of the League of Nations.

Any contracting Government may declare, either after a period of fifteen years from the date of the notification provided for in the preceding paragraph or at the time of the denunciation provided for in Article 8, that it desires that the present Agreement shall cease to apply to all or any of its colonies, protectorates, or territories under suzerainty or mandate, and the Agreement shall cease to apply to the territories named in such declaration one year after its receipt by the Secretary-General of the League of Nations. In default of such a declaration, the denunciation of the Convention under Article 8 will not affect the application of the Convention to any territories referred to in the present article.

*Article 10.*

Each contracting Government may make the acceptance of the present Agreement conditional on its acceptance by one or more of the Governments mentioned in Article 4.

*Article 11.*

The present Agreement shall be registered by the Secretary-General of the League of Nations on the date of its coming into force.

IN FAITH WHEREOF, the undersigned have appended their signatures to the present Agreement.

DONE at \_\_\_\_\_, the \_\_\_\_\_, in a single copy, which will remain deposited in the archives of the Secretariat of the League of Nations, and of which certified copies will be transmitted to all the Governments referred to in Article 4.

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**Annex.**

DRAFT RULES CONCERNING A UNIFORM SYSTEM OF BUOYAGE.

CHAPTER I.—GENERAL.

*Article 1.—Definitions.*

The marks to which the following buoyage regulations apply include all fixed and floating marks, other than lighthouses and lightships properly so called, serving to indicate :

- (a) The lateral limits and axes of navigable channels ;
- (b) Natural dangers ;
- (c) Other obstructions, such as wrecks ;
- (d) Certain other points of importance to the mariner, such as landfalls.

*Article 2.—Buoyage Systems.*

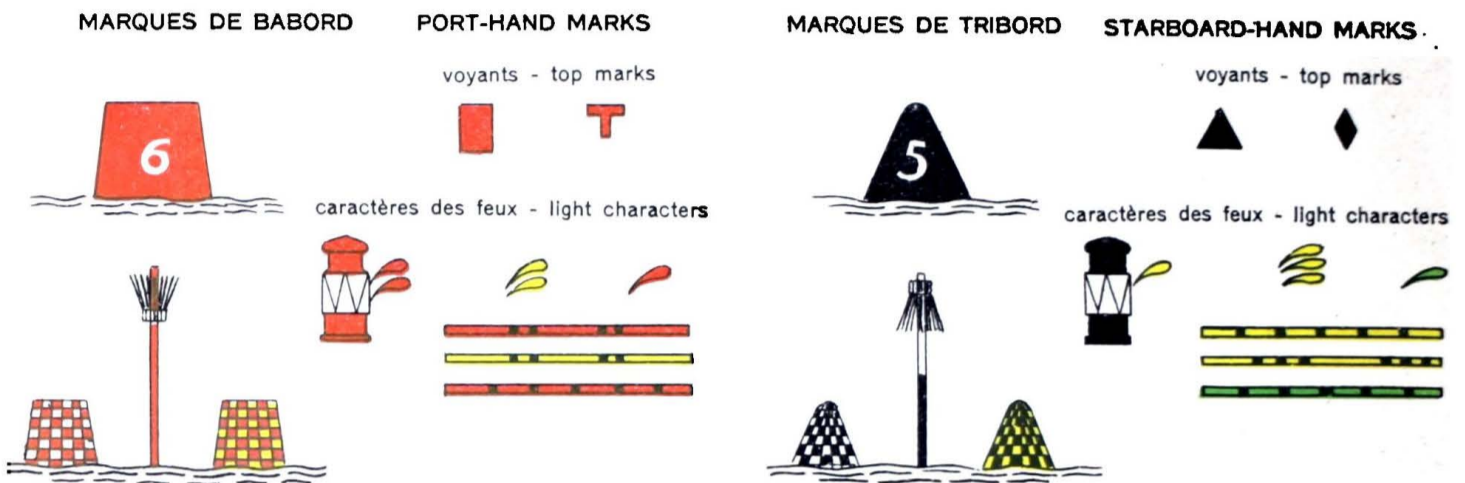
There are two principal systems of buoyage, the lateral and the cardinal. The *lateral* system is generally used for well-defined channels ; buoyage-marks indicate the position of dangers in relation to the route to be followed by mariners in their vicinity. The *cardinal* system is used more generally where the coast is flanked by numerous islands, rocks and shoals, to indicate dangers in the open sea. In this system the respective positions of the mark and of the danger are indicated according to the nearest cardinal bearing taken from the point of danger.

**DIAGRAMMES ILLUSTRANT LES MARQUES DE BALISAGE PRÉVUES PAR LE PROJET DE RÈGLEMENT (1) (2)**

**DIAGRAMS ILLUSTRATING BUOYAGE MARKS DEFINED IN THE DRAFT RULES (1) (2)**

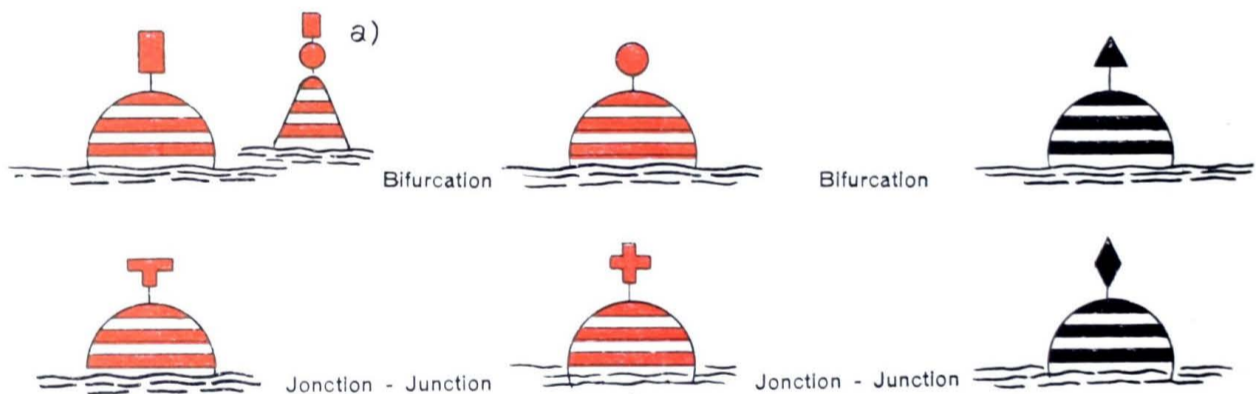
**SYSTÈME LATÉRAL - LATERAL SYSTEM**

**MARQUES DE RIVES DES CHENAUX - MARKING OF SIDES OF CHANNELS**



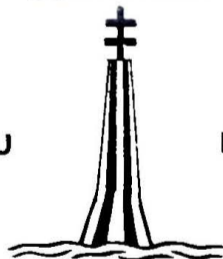
**MARQUES DE BIFURCATION ET DE JONCTION - BIFURCATION OR JUNCTION MARKS**

CHENAL PRINCIPAL A DROITE MAIN CHANNEL TO THE RIGHT	CHENAUX D'UNE MÊME IMPORTANCE CHANNELS OF EQUAL IMPORTANCE	CHENAL PRINCIPAL A GAUCHE MAIN CHANNEL TO THE LEFT
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**MARQUES DE MILIEU DE CHENAL**

**MID-CHANNEL MARKS**



a) Cette disposition peut s'adapter aux cinq autres cas des marques de bifurcation et de jonction.  
This arrangement can be adapted to the five other examples of bifurcation and junction marks.

(1) Ces dessins ont été établis à titre d'exemple par le Secrétariat en collaboration avec des membres du Comité préparatoire après la session du Comité; l'intention n'a pas été d'y faire figurer la totalité des marques qui peuvent être employées conformément au projet de règlement.

These Figures have been designed, as an example, by the Secretariat, in conjunction with members of the Preparatory Committee; they are not intended, however, to include all the marks which might be employed in conformity with the draft Rules.

(2) Les types de marques le plus couramment recommandé figurent en haut ou à gauche de chaque série; les combinaisons subsidiaires figurent à droite ou en dessous des précédentes.

The types of marks most generally recommended appear above or on the left of each series; subsidiary devices appear on the right or below the former.

*Article 3.—Use of Systems.*

One or other or both systems may be used in the same country, according to preference or local requirements, on condition that the limits of their respective use are clearly indicated in nautical documents and, if necessary, by means of appropriate marks.

*Article 4.—Principal Types of Marks.*

The principal types of marks employed in the lateral and cardinal systems are : conical, can, spherical, spindle, ogival, spar.

*Article 5.—Characteristic Shapes of Marks.*

The characteristics of the principal types of marks (cone, can and sphere) are shown either by the shape of the upper part of the body of the mark or by the shape of a superstructure secured to the mark.

CHAPTER II.—LATERAL SYSTEM.<sup>1</sup>

*Article 6.—Position of Marks.*

In principle, the position of marks in the lateral system is determined by the general direction taken by the mariner when approaching a harbour, river, estuary or other waterway from seaward, and may also be determined with reference to the main stream of flood tide. The application of the principle shall be defined, as required by nautical documents.

*Article 7.—Shapes of Topmarks.*

The principal shapes of topmarks have the appearance of :

- A cone ;
- A cylinder ;
- A sphere.

Other shapes have the appearance of :

- A diamond ;
- A St. George's cross ;
- A " T ".

*Article 8.—Marking of Sides of Channels.*

Marks on the two sides of a channel are characterised as follows :

(a) *Starboard-hand marks :*

Shape or type : Cone, spindle or spar.

Colour : Black, or, for purposes of differentiation, black-and-white chequers ; or for spars, for purposes of differentiation or visibility, black with the upper part white.

Topmark (if any) : a cone point upwards, coloured black.

(b) *Port-hand marks :*

Shape or type : Can, spindle or spar.

Colour : Red, or, for purposes of differentiation, red-and-white chequers, except in the case of spars.

Topmark (if any) : A cylinder coloured red.

*N.B.*—On spars, a broom in the form of a cone point downwards may be used as a topmark instead of a cylinder, but a topmark on the starboard hand shall have the appearance of a cone point upwards.

For purposes of differentiating topmarks, the use of a diamond for starboard-hand marks and a " T " for port-hand marks is allowed, provided that these alternative topmarks are not used at the entrance of a channel.

The use of yellow instead of white in the chequers is permitted in secondary channels (channels which are alternatives to main channels).

*Article 9.—Numbering or Lettering.*

If marks at the sides of a channel are numbered or lettered, the numbering or lettering shall commence from seaward, odd numbers on the starboard and even numbers on the port hand.

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<sup>1</sup> A map illustrating the proposals of the Preparatory Committee with regard to lateral buoyage is attached to the eleventh page.

*Article 10.—Lighted Marks.*

Lights on marks on the two sides of a channel are differentiated by colour or by rhythm where preferred or by a combination of both colour and rhythm—viz. :

(a) *Starboard-hand lights* : White lights showing one or three flashes or occultations ; green lights of a character not allocated to the marking of wrecks (see Article 23) ; or both white lights and green lights with the above characteristics.

(b) *Port-hand lights* : Red lights showing any number of flashes or occultations up to four ; white lights showing two or four flashes or occultations ; or both red lights and white lights with the above characteristics.

*Article 11.—Middle-Ground or Bifurcation or Junction Marks.*

Marks at the ends of middle grounds have the following characteristics :

Shape or type : Spherical, spindle or spar.

Colour : Red and white horizontal bands where the main channel is to the *right* or the channels are of *equal importance* ; black and white horizontal bands where the main channel is to the *left*.

Topmarks (if any) :

(a) Main channel to the *right* :

Outer end, a cylinder } painted red.  
Inner end, a "T" }

(b) Main channel to the *left* :

Outer end, a cone point upwards } painted black.  
Inner end, a diamond (two cones base to base) }

(c) Channels of *equal importance* :

Outer end, a sphere } painted red.  
Inner end, a St. George's cross }

*N.B.*—Where the body of the mark is not spherical, a spherical topmark is placed immediately below the topmarks indicated in (a), (b) and (c), as the case may be.

*Lighted Marks.*—The character of lights used on these marks is based on the rules given in Article 10; they should be differentiated as far as possible from neighbouring lights.

*Article 12.—Mid-channel Marks.*

Mid-channel Marks serve to indicate the deep-water channel or fairway. They may be passed on either hand, but should preferably be left to port.

These marks are as follows :

Shape : As far as practicable, to be distinctive and different from the principal characteristic shapes (viz., conical, can and spherical).

Colour : Black and white, or red and white, vertical stripes.

Topmark (if any) : To be of a distinctive shape other than conical, can or spherical.

Lights (if any) : To be of a character different from neighbouring lights on marks at the sides of the channel.

CHAPTER III.—CARDINAL SYSTEM.

*Article 13.—Shape of the Body of the Mark.*

If a distinction as to shape is made between the marks, the shape is as follows : conical, cylindrical, ogival or spindle.

*Article 14.—Shape of Topmarks.*

The characteristic topmarks have the appearance of a cone point upwards, a cone point downwards, two cones base to base and two cones point to point. The cones in each case shall be clearly separated.

*Article 15.—Characteristic Colours.*

The characteristic colours by day for marking dangers are black combined with white, and red combined with white in horizontal sections.

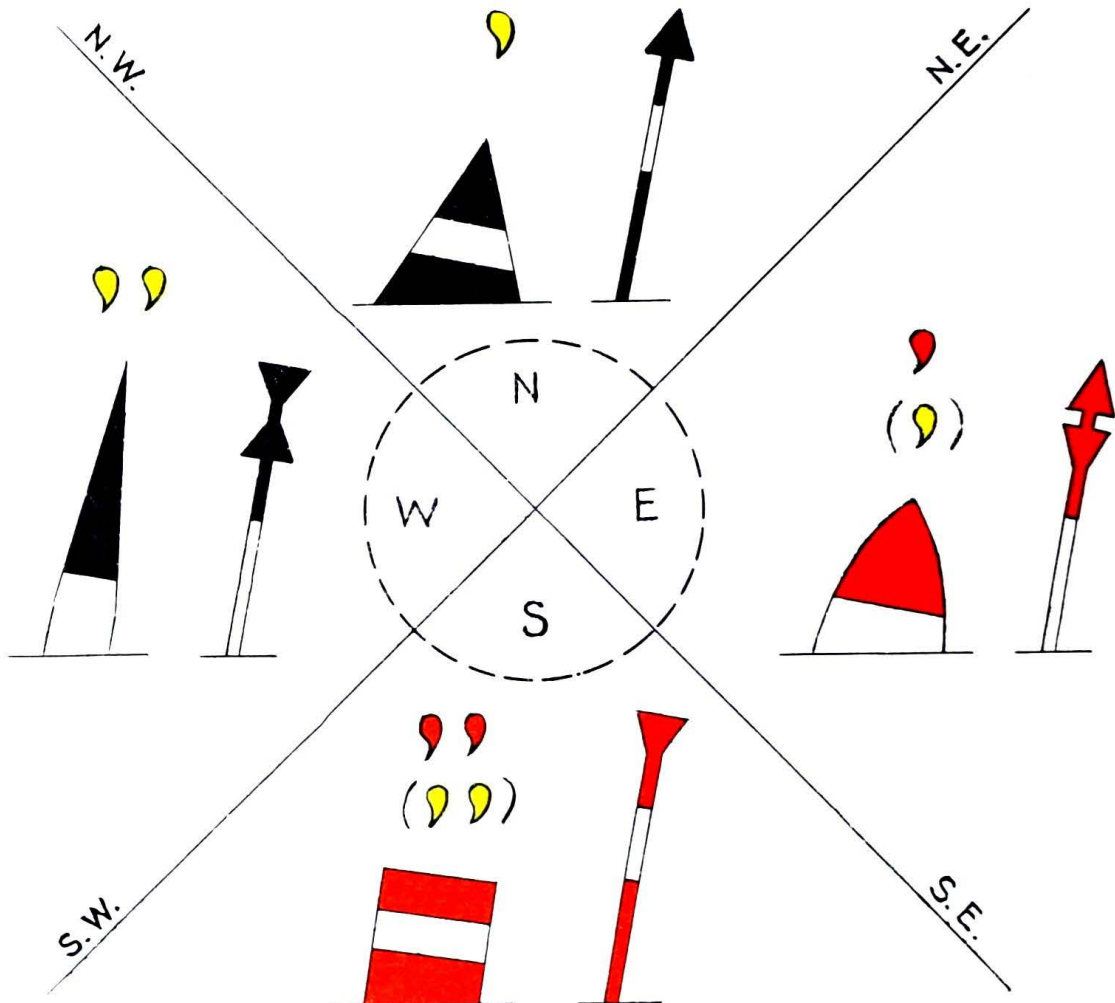
*Article 16.—Allocation of Characteristics to the Quadrants.*

The four quadrants, north, south, east and west, are bounded by the bearings NE., SE., SW. and NW., taken from the point of danger.

SYSTÈME CARDINAL - CARDINAL SYSTEM

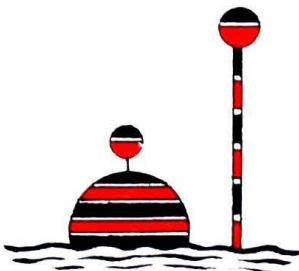
RÉPARTITION DES CARACTÉRISTIQUES DANS LES QUADRANTS  
ALLOCATION OF THE CHARACTERISTICS TO THE QUADRANTS

MARQUES DE DANGER - DANGER-MARKS



MARQUES COMMUNES AUX DEUX SYSTÈMES - MARKS COMMON TO BOTH SYSTEMS

MARQUES DE DANGER ISOLÉ  
ISOLATED DANGER MARKS



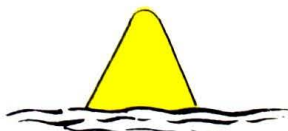
MARQUES D'ATTERRISSAGE  
LANDFALL MARKS



BOUÉES DE TRANSITION  
TRANSITION MARKS



MARQUES DE QUARANTAINE  
QUARANTINE MARKS



MARQUES D'ÉGOUT OU DE DÉPÔTS DE MATÉRIAUX  
OUTFALL AND SPOIL-GROUND MARKS





Danger marks in the different quadrants are characterised as follows :

*Northern Quadrant (NW. to NE.) :*

Conical shape or spar.  
Conical topmark, point upwards.  
Colour : Black with a wide white median band.  
White light with an odd number of variations (flashing preferably or occulting).

*Southern Quadrant (SE. to SW.) :*

Cylindrical shape or spar.  
Conical topmark, point downwards.  
Colour : Red with a wide white median band.  
Light, with an even number of variations (flashing preferably or occulting), red preferably or white.

*Eastern Quadrant (NE. to SE.) :*

Ogival shape or spar.  
Topmark : Two cones, base to base.  
Colour : Red above, white below.  
Light, with an odd number of variations (flashing preferably or occulting), red preferably or white.

*Western Quadrant (SW. to NW.) :*

Spindle shape or spar.  
Topmark : Two cones, point to point.  
Colour : Black above and white below.  
White light with an even number of variations (flashing preferably or occulting).

*N.B.*—(a) If desired, it is permitted to employ only two characteristic shapes for the body of the mark, the conical shape being employed in the northern and eastern quadrants and the cylindrical shape in the southern and western quadrants.

(b) When spars only are used, it may be advantageous in the northern and eastern quadrants to reverse the position of the dark colours ; in this case, the northern quadrant mark shall be white with a large black median band and the eastern quadrant mark shall be white above and red below.

CHAPTER IV.—MARKS COMMON TO BOTH SYSTEMS AND OTHER MARKS.

*Article 17.—Isolated Danger Marks.*

Isolated danger marks are used where it is desired to mark a danger which can be adequately indicated by a single mark, and may be passed on either hand.

These marks are as follows :

Type : Spherical, spindle or spar.  
Colour : Wide black and red horizontal bands separated, if desirable, by a narrow white band.  
Topmark (if any) : Spherical, painted black or red, or half-black and half-red, horizontally.  
Light (if any) : Rhythmic, either white or red.

*Article 18.—Landfall Marks.*

Landfall marks serve to indicate the seaward approach to a harbour, river or estuary. These marks are as follows :

Shape : Optional.  
Colour : Black and white, or red and white, vertical stripes.  
Light (if any) : Rhythmic.

*Article 19.—Transition Marks.*

Buoys indicating the transition between the cardinal and lateral systems are painted with red and white or black and white spiral bands.

*Article 20.—Quarantine-Ground Marks.*

Shape : Optional.  
Colour : Yellow.

*Article 21.—Outfall and Spoil-Ground Marks.*

Shape : Optional.  
Colour : Yellow above and black below.

CHAPTER V.—MARKING OF WRECKS.

*Article 22.—General Provisions.*

Wrecks may be marked according to the lateral system or the cardinal system.

Nautical documents shall indicate the system or systems in use in each country.

When the presence of a wreck has become generally known, it may then be marked as a natural danger, after adequate notice to this effect has been given to the mariner.

Wreck marks are painted with the characteristic colour green.

Wreck marks should, if possible, carry the letter "W" in white, or, in the case of vessels, the word "Wreck" in white on both sides.

*N.B.*—Sound signals, if used on wreck marks, shall be such as not to be mistaken for neighbouring sound signals.

*Characteristics in the Lateral System.*

*Article 23.—Wreck-marking Buoys.<sup>1</sup>*

Colour : Green.

(a) If to be passed on the *starboard hand* :

Type : Conical, spindle or spar.

Topmark (if any) : Conical.

Light (if any) : Triple-flashing green.

(b) If to be passed on the *port hand* :

Type : Can, spindle or spar.

Topmark (if any) : Can.

Light (if any) : Double-flashing green.

If the body of the mark in the cases of (a) and (b) above does not conform to the characteristic shape, the lower part of the mark shall be coloured black or red, as the case may be, but the predominant colour shall be green.

(c) If to be passed on *either hand* :

Type : Spherical, spindle or spar.

Topmark (if any) : Spherical.

Light : Occulting green, giving equal periods of light and darkness. The duration of each period shall not be less than three seconds.

Where a wreck which can be passed on either hand is marked by more than one light, the lights may be differentiated by different periods of occultation.

*Article 24.—Wreck-marking Vessels.*

They display green painted shapes :

(a) If to be passed on the mariner's *starboard hand* :

Two spheres surmounted by a cone point upwards in a vertical line.

(b) If to be passed on the mariner's *port hand* :

A sphere surmounted by a cylinder in a vertical line.

(c) If to be passed on *either hand* :

Four spheres disposed vertically by pairs.

The shapes are disposed so as to be distinctly visible above the vessel's superstructure.

The shapes shall be disposed vertically with a clear space between each shape equal to not less than one and a-half times the diameter of the spherical shape.

The horizontal distance between the shapes in (c) shall be as great as possible and in no case less than twice the vertical distance between the shapes.

Lights : fixed green ; shall correspond in number and arrangement to the shapes mentioned above.

Vessels marking wrecks shall not carry the ordinary riding-light carried by a vessel at anchor.

*Sound signals* : On manned wreck-marking vessels during fog, mist, falling snow or heavy rainstorms, a bell, if used, is rung at intervals of not more than thirty seconds, as follows :

Three strokes, if the vessel is to be passed on the mariner's *starboard hand* ;

Two strokes, if the vessel is to be passed on the mariner's *port hand* ;

Four strokes, if the vessel can be passed on *either hand*.

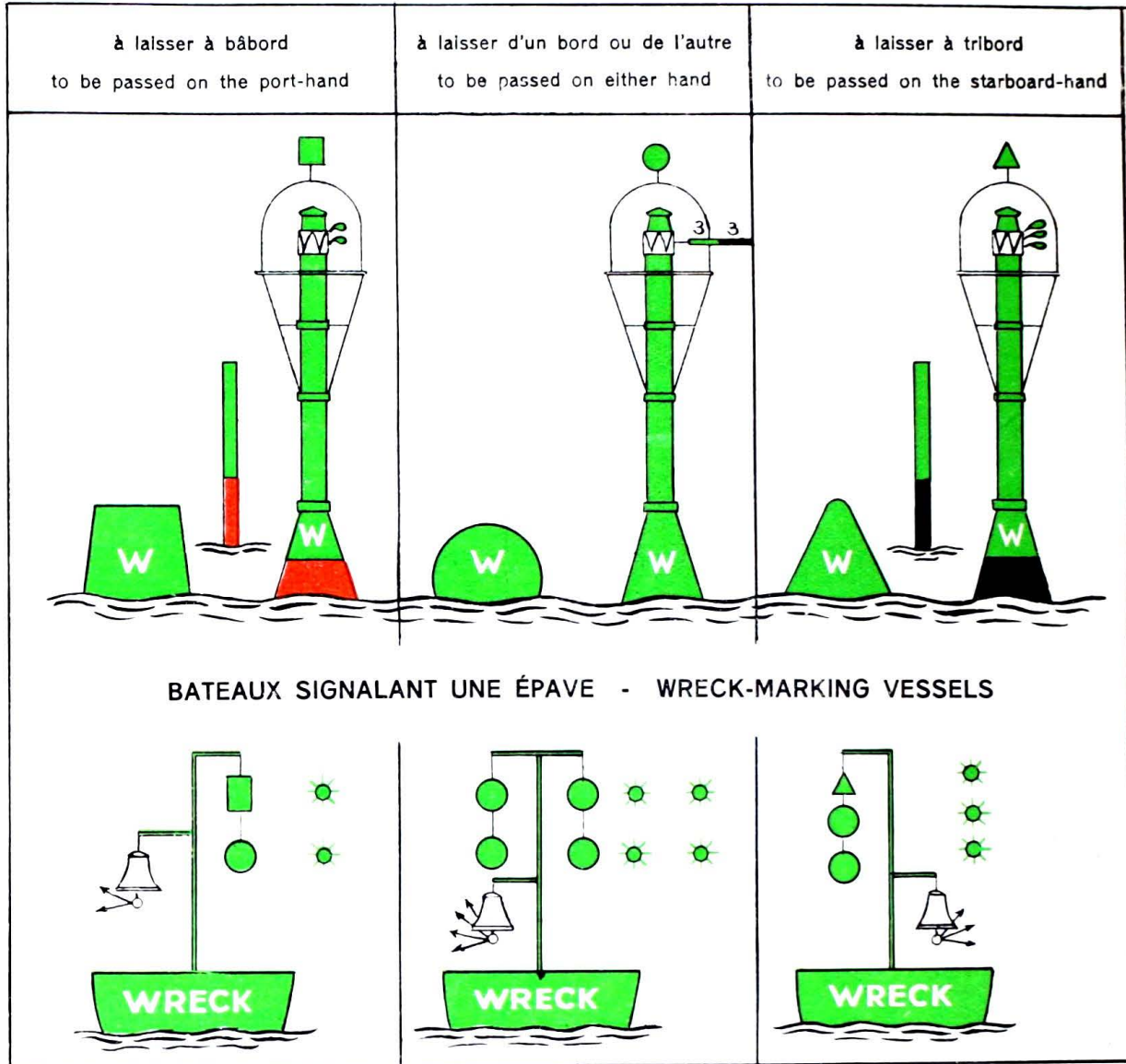
*N.B.*—Should sound signals be given by means other than by a bell, they shall be such as not to be mistaken for neighbouring sound signals.

<sup>1</sup> When posts fixed in the ground are used to mark wrecks in shallow waters, they conform to the rules.

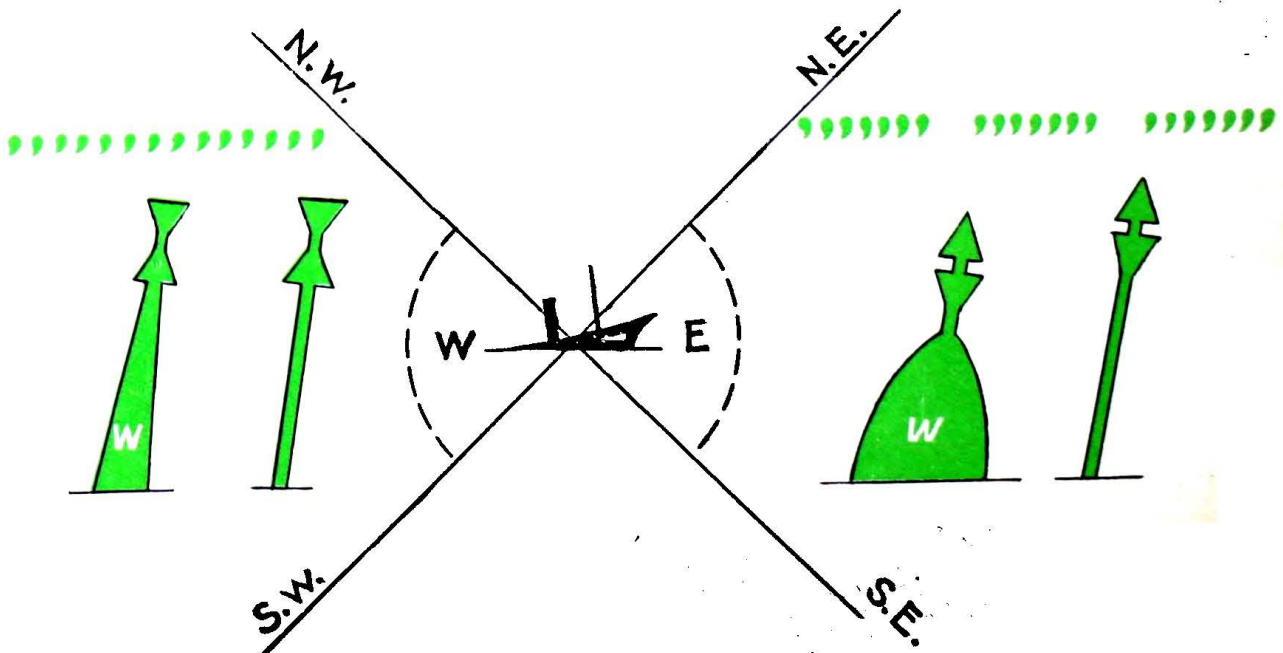


DIAGRAMMES ILLUSTRANT LES MARQUES DE BALISAGE PRÉVUES PAR LE PROJET  
 DE RÈGLEMENT (SUITE ET FIN) 102  
 DIAGRAMS ILLUSTRATING BUOYAGE MARKS DEFINED IN THE DRAFT RULES  
 (CONTINUATION AND CONCLUSION)

SYSTÈME LATÉRAL - LATERAL SYSTEM  
 BOUÉES D'ÉPAGES - WRECK-MARKING BUOYS



SYSTÈME CARDINAL - CARDINAL SYSTEM  
 BOUÉES D'ÉPAGES - WRECK-MARKING BUOYS



*Characteristics in the Cardinal System.*

*Article 25.—Wreck-marking Buoys.*

Wreck marks are only placed in the eastern and western quadrants and have the following characteristics :

*Eastern Quadrant :*

Type : Conical, ogival or spar.

Topmark : Two cones base to base.

Colour : Green.

Light : Green, interrupted flashing, giving a succession of rapid flashes, at a rate of at least forty per minute for a given period, followed by a given period of darkness.

*Western Quadrant :*

Type : Cylindrical, spindle or spar.

Topmark : Two cones point to point.

Colour : Green.

Light : Green flashing, showing not less than forty flashes per minute.

CHAPTER VI.—MISCELLANEOUS PROVISIONS.

*Article 26.—Undefined Marks.*

Marks whose purpose is not defined in these rules are coloured in such a way as not to lead to confusion with marks whose purpose is defined in these rules. The characteristics of bell-and-whistle buoys have, if practicable, the appropriate characteristics laid down in these rules.

Certain fixed marks indicating, for instance, the direction to be followed by a mariner may be provided with characteristics which allow them to be distinguished clearly from floating marks.

*Article 27.—Fixed Lights.*

The use of fixed lights on marks other than wreck-marking vessels should be avoided wherever practicable, taking into account the provisions of Article 24.

*Article 28.—Harbour Lights.*

In the case of lights placed on permanent works at the entrance of harbours, whose principal purpose is to mark the sides of a channel, the colour and rhythm should, as far as possible, be in accordance with the provisions of Article 10.

*Article 29.—Coloured Sector Lights and Leading Lights.*

Where practicable, coloured sector lights shall be in accordance with the provisions of Article 10. Where this is not considered practicable, the colours should preferably be allocated in accordance with a definite rule laid down for a particular region, in order that the sectors may be arranged in the same manner when the conditions of their employment are similar.

Where a leading light or lights might be mistaken for a light or lights forming a part of the lateral system, the colour shall be in accordance with the provisions of Article 10.

*Article 30.—Fixed Supports for Lights.*

Fixed supports for lights forming part of the lateral system of buoyage shall, as far as practicable, be painted in the colour characteristic of the position of the light in that system. If the correct characteristic colour cannot be used, the opposite characteristic colour shall, wherever possible, be avoided.

*Article 31.—Topmarks.*

When a mark or its superstructure has not one of the characteristic shapes—*i.e.*, conical, can or spherical—it shall, as far as possible, be furnished with a topmark. Alternatively an additional mark bearing the appropriate topmark may be used.

Topmarks are generally painted with the darkest of the characteristic colours used for the corresponding mark, except in the case of an isolated danger mark. This provision is not obligatory when brooms are employed as topmarks.

For purposes of differentiation where there are numerous neighbouring lights, additional topmarks of the same shape may be used on the same mark. The lower cone may be duplicated in the case of topmarks used in the eastern and western quadrants of the cardinal system.

Geneva, March 19th, 1934.

LEAGUE OF NATIONS

COMMUNICATIONS AND TRANSIT ORGANISATION

REPORT OF THE PREPARATORY COMMITTEE  
ON THE UNIFICATION OF BUOYAGE RULES

ERRATA TO THE DRAFT RULES CONCERNING A UNIFORM SYSTEM OF BUOYAGE.

*Article 2 :*

For the last paragraph, *substitute* :

“ The *cardinal* system is generally used to indicate dangers where the coast is flanked by numerous islands, rocks and shoals, as well as to indicate dangers in the open sea.”

*Article 5 :*

Omit the words “(cone, can and sphere)” (in brackets in the English text only).

*Article 6 :*

Line 4 : *Insert* a comma after the words “ as required ”.

*Article 8 :*

In Section (a), second line, after the word “ spindle ”, *insert* a comma.

In Section (b), second line, after the word “ spindle ”, *insert* a comma.

*Article 11 :*

Second line : After the word “ spindle ”, *insert* a comma.

(b) *Substitute* in the French text “ peintes en noir ” for “ peintes en noir ”.

For the last paragraph, *substitute* :

“ *Lighted Marks.* — The characteristics of lights on these marks shall, as far as possible, be distinctive ; provided that no colours are used other than those prescribed in Article 10 above, and provided also that neither colour nor rhythm, nor combinations of colour and rhythm, shall be such as to lead to uncertainty with regard to the side on which the marks shall be passed.

“ When lights with distinctive characteristics cannot conveniently be adopted, the lights shall conform to the rules prescribed in Article 10 and shall, as far as possible, be differentiated from neighbouring lights.”

*Article 16, page 7 :*

*Substitute* for the four inset paragraphs preceding the *N.B.* the following text :

“ *Northern Quadrant (NW. to NE.) :*

“ Shape or type : Conical, or spar.

“ Topmark (if any) : Cone, point upwards.

“ Colour : Black with a wide white median band.

“ Light (if any) : White, with an odd number of variations (flashing preferably or occulting).

“ Southern Quadrant (SE. to SW.):

- “ Shape or type : Cylindrical, or spar.
- “ Topmark (if any) : Cone, point downwards.
- “ Colour : Red with a wide white median band.
- “ Light (if any) : Red preferably or white, with an even number of variations (flashing preferably or occulting).

“ Eastern Quadrant (NE. to SE.):

- “ Shape or type : Ogival, or spar.
- “ Topmark (if any) : Two cones, base to base.
- “ Colour : Red above, white below.
- “ Light (if any) : Red preferably or white, with an odd number of variations (flashing preferably or occulting).

“ Western Quadrant (SW. to NW.):

- “ Shape or type : Spindle, or spar.
- “ Topmark (if any) : Two cones, point to point.
- “ Colour : Black above and white below.
- “ Light (if any) : White, with an even number of variations (flashing preferably or occulting).”

Article 17 :

Line 4 : For the word “ Type ”, *substitute* “ Shape or type ”, and after the word “ spindle ” *insert* a comma.

Article 23 :

Paragraph (a), line 2 : For the word “ Type ”, *substitute* “ Shape or type ”, and after “ spindle ” *insert* a comma.

Paragraph (b), second line : *ditto*.

Paragraph (c), second line : *ditto*.

Paragraph (c), fourth line : After “ Light ”, *insert* “(if any)” (which will then be in accordance with the French text).

Article 25 :

*Substitute* for the two inset paragraphs the following text :

“ Eastern Quadrant :

- “ Shape or type : Conical, ogival, or spar.
- “ Topmark (if any) : Two cones base to base.
- “ Colour : Green.
- “ Light (if any) : Green, interrupted flashing, giving a succession of rapid flashes, at a rate of at least forty per minute for a given period, followed by a given period of darkness.

“ Western Quadrant :

- “ Shape or type : Cylindrical, spindle, or spar.
- “ Topmark (if any) : Two cones point to point.
- “ Colour : Green.
- “ Light (if any) : Green flashing, at a rate of at least forty flashes per minute.”

Article 27 :

For the existing text, *substitute* the following :

“ The use of fixed lights on marks should be avoided wherever practicable except in the case of wreck-marking vessels where the lights should conform with the provisions of Article 24.”

Article 31 :

For the first sentence of the first paragraph, *substitute* the following :

“ When a mark or its superstructure, having regard to its position in the system, does not conform to the characteristic shape laid down in the foregoing rules, it shall, as far as possible, be furnished with the appropriate characteristic topmark.”

Third paragraph, first line : For “ lights ”, *substitute* “ marks ” (which will then be in accordance with the French text).

Colour plate facing page 4 :

Footnote 2 : In the French text, *add* an “ s ” to the word “ recommandé ”.

[Communicated to the Council  
and the Members of the League.]

Official No.: **C. 465. M. 238.** 1933. VIII.  
[Appendix.]

Geneva, July 31st, 1933.

LEAGUE OF NATIONS

ORGANISATION FOR COMMUNICATIONS AND TRANSIT

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REPORT OF THE PREPARATORY COMMITTEE  
ON THE UNIFICATION OF BUOYAGE RULES

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Appendix

PROPOSALS AND OBSERVATIONS OF GOVERNMENTS

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Series of League of Nations Publications

VIII. TRANSIT

1933. VIII. 3. Appendix.

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I. PROPOSALS OF HIS MAJESTY'S GOVERNMENT IN THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND CONCERNING A UNIFORM SYSTEM OF LATERAL BUOYAGE.<sup>1</sup>

[C.978.M.543.1931.VIII.]  
December 1st, 1931.

DEFINITIONS.

1. The marks to which the following buoyage regulations apply shall include all fixed and floating marks, other than lighthouses and lightships, serving to indicate :

- (1) The lateral limits of navigable channels ;
- (2) Natural dangers ;
- (3) Other obstructions.

2. In principle, the position of marks (viz., starboard hand or port hand) is determined with reference to the main stream of flood tide, or the general direction taken by the mariner when approaching a harbour, river or estuary from seaward.

3. *Characteristic Shapes of Marks.* — From the standpoint of the mariner, three principal characteristic shapes of marks are recognised, as follows :

- (1) Upper part pointed ; known as " Conical " ;
- (2) Upper part flattened ; known as " Can " (cylindrical) ;
- (3) Upper part domed ; known as " Spherical ".

These shapes are given either by the body of the mark or by a superstructure, secured to the mark.

4. *Characteristic Shapes of Topmarks.* — Where necessary, marks are further differentiated by the addition of topmarks, having the appearance of :

- (1) A cone ;
- (2) A cylinder ;
- (3) A sphere ;
- (4) A diamond ;
- (5) A St. George's cross.

This appearance may be produced by intersecting plates of the requisite sections or by openwork construction (cages).

5. *Mid-Channel Marks* are used to indicate the deep-water channel or fairway. They may be passed on either hand, but should preferably be left to port.

6. *Isolated Danger Marks* are used where it is desired to indicate the position of a danger which can be adequately marked by a single mark, and may be passed on either hand.

7. *Landfall Marks* are used to indicate the seaward approach to a harbour, river or estuary.

MARKING OF SIDES OF CHANNELS.

8. Marks on the two sides of a channel shall be differentiated as follows :

(a) *Starboard-hand marks :*

Shape : Conical.

Colour : Black, or, for purposes of differentiation, black and white chequers.

Topmark (if any) : A cone point upwards, painted black.

(b) *Port-hand marks :*

Shape : Can (cylindrical).

Colour : Red, or, for purposes of differentiation, red and white chequers.

Topmark (if any) : A cylinder, painted red.

9. *Numbering or Lettering of Marks.* — If marks at the sides of a channel are numbered or lettered, this numbering or lettering shall commence from seaward ; odd numbers shall be on the starboard, and even numbers on the port hand.

<sup>1</sup> A diagram illustrating these proposals is inserted at the end of this document.

10. *Lighted Marks.* — Lights on marks on the two sides of a channel are differentiated by colour or by rhythm, or by a combination of both colour and rhythm — viz. :

(a) *Starboard-hand marks:* Either a white flashing light showing one or three flashes, or a green light of a character not allocated to the marking of wrecks (see Regulation No. 19).

(b) *Port-hand marks:* Either a red flashing light showing any number of flashes up to four, or a white flashing light showing two or four flashes.

#### MIDDLE-GROUND MARKS.

11. Marks at the ends of middle grounds shall have the following characteristics :

Shape : Spherical.

Colour : Red and white horizontal bands, where the main channel is to the *right* or the channels are of *equal importance*.

Black and white horizontal bands, where the main channel is to the *left*.

Topmarks (if any) :

(1) Main channel to the *right*:

Outer end, a cylinder ;  
Inner end, a St. George's cross. } Painted red.

(2) Main channel to the *left*:

Outer end, a cone point upwards ;  
Inner end, a cone point downwards. } Painted black.

(3) Channels of *equal importance*:

Outer end, a diamond ;  
Inner end, a sphere. } Painted red.

12. *Lighted Marks.* — Lights on marks at the ends of middle grounds shall be of a character different from neighbouring lights on marks at the sides of the channel.

#### MID-CHANNEL MARKS.

13. Mid-channel marks, where used, shall be as follows :

Shape : As far as practicable, to be distinctive and different from the principal characteristic shapes (viz., conical, can and spherical).

Colour : Black and white, or red and white, vertical stripes.

Topmark (if any) : To be of a distinctive shape (viz., not one of the shapes mentioned in Regulation No. 4).

Light (if any) : To be of a character different from neighbouring lights on marks at the sides of the channel.

#### ISOLATED DANGER MARKS.

14. Isolated danger marks, where used, shall be as follows :

Shape : Spherical.

Colour : Wide black and red horizontal bands separated by a narrow white band.

Topmark (if any) : Spherical, painted black.

Light (if any) : Rhythmic, either white or red (as may be most distinctive, having regard to the character of other lighted marks in the vicinity).

#### LANDFALL MARKS.

15. Landfall marks, where used, shall be as follows :

Shape : Optional.

Colour : Black and white, or red and white, vertical stripes.

Light (if any) : Rhythmic.

#### SPECIAL MARKS.

16. *Quarantine Ground Marks:*

Shape : Optional.

Colour : Yellow.

17. *Outfall and Spoil-Ground Marks:*

Shape : Optional.

Colour : Yellow above and black below.



### MARKING OF WRECKS.

18. *Caution.* — Mariners should always give a wreck mark a wide berth. When two or more vessels and/or buoys are used to mark a wreck, the mariner should not attempt to pass between them.

#### 19. *Wreck-Marking Buoys:*<sup>1</sup>

Colour : Green, with, if practicable, the letter " W " in white.

(1) If to be passed on the *starboard hand*:

Shape : Conical.

Light (if any) : Triple-flashing green.

(2) If to be passed on the *port hand*:

Shape : Can (cylindrical).

Light (if any) : Double-flashing green.

(3) If buoy can be passed on *either hand*:

Shape : Spherical.

Light (if any) : Single-occluding green.<sup>2</sup>

#### 20. *Wreck-marking Vessels:*

(a) Colour : Green, with the word " WRECK " or the letter " W " painted in white on both sides.

(b) Shapes :

(1) If to be passed on the mariner's starboard hand : Three green balls or shapes in a vertical line not less than six feet apart, from the end of a cross-yard ; the lowest shape to be not less than nine feet above the hull.

(2) If to be passed on the mariner's port hand : Two green balls or shapes in a vertical line not less than six feet apart, from the end of a cross-yard ; the lower shape to be not less than fifteen feet above the hull.

(3) If vessel can be passed on either hand : Four green balls or shapes, two in a vertical line one over the other, not less than six feet apart, on each end of a cross-yard ; the horizontal distance between the shapes at the two ends of the cross-yard being not less than fifteen feet and not more than twenty-five feet. The two lower shapes to be not less than fifteen feet above the hull.

(c) Lights : Fixed green lights corresponding in number and arrangement to the shapes described above.

A wreck-marking vessel shall not carry the ordinary riding light for a vessel at anchor.

(d) Sound signals : During fog, mist, falling snow or heavy rainstorms, a deep-toned bell shall be rung at intervals of not more than thirty seconds, as follows :

(1) If to be passed on the mariner's starboard hand : three strokes in succession.

(2) If to be passed on the mariner's port hand : two strokes in succession.

(3) If vessel can be passed on either hand : four strokes in succession.

### GENERAL.

21. Buoys whose purpose *is not* defined in these Regulations shall be painted in such a way as not to lead to confusion with buoys whose purpose *is* defined in these Regulations.

22. The use of fixed lights on buoys should be avoided wherever practicable.

23. In the case of lights placed on permanent works at the entrance of harbours and whose principal purpose is to mark the sides of a channel, the colour and rhythm should, as far as possible, be in accordance with Regulation No. 10.

24. When coloured sectors are used on lights forming part of the lateral system of buoyage, it is desirable, when circumstances permit, that their colours should be in accordance with Regulation No. 10. In cases where this is not considered practicable, the colours should preferably be allocated in accordance with a definite rule laid down for a particular region, in order that the sectors may be arranged in the same manner when the circumstances are identical.

<sup>1</sup> Once their presence is generally known, wrecks may, if desired, be marked in the same manner as natural dangers.

<sup>2</sup> Where a wreck which can be passed on either hand is marked by two lighted buoys, one at either end of the wreck, the two buoys may be differentiated by different periods of occultation.

25. Fixed supports of lights forming part of the lateral system of buoyage should, as far as practicable, be painted in the colour characteristic of the position of the light in that system. If the correct characteristic colour cannot be used, the opposite colour should, wherever possible, be avoided.

#### RESERVATION.

26. The provisions of these Regulations may be departed from only in cases where, owing to local conditions or exceptional circumstances, they cannot reasonably be carried into effect, and particularly where their adoption might endanger navigation or where the expenditure involved would be out of proportion to the traffic concerned.

Such departures from these Regulations should, moreover, be as limited as the exigencies of the situation will allow, and proper notice of them should be given to mariners.

All possible steps should be taken in such cases to avoid confusion with the other marks provided for in these Regulations.

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### EXPLANATORY MEMORANDUM.

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*Note.* — In this Memorandum, all references to starboard and port or right and left are, unless otherwise stated, from the standpoint of the mariner coming from seaward or proceeding in the direction of the main stream of flood-tide.

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#### INTRODUCTORY.

In 1833, when the Uniform System of Buoyage for the then United Kingdom was drawn up, which, except for the provisions regarding the marking of wrecks, is substantially still in force, lighted buoys were comparatively few and unimportant, and consequently there is no mention whatever of their characteristics in the Regulations comprising that system. The recommendations of the International Maritime Conference, held at Washington in 1889, are similarly silent regarding the characteristics of lighted buoys, and even the recommendations of the International Maritime Conference held at St. Petersburg in 1912 (at which the United Kingdom was not represented) only dealt with them by inference. Lighted buoys, however, have now become such an integral part of the buoyage of all coasts and harbours that, speaking generally, it may be said that the present tendency is to substitute lighted for unlighted buoys in all positions of importance. This being the case, it is now impossible, or at least illogical, to lay down rules regarding the day characters of buoys without reference to their night characters.

#### USE OF COLOURS BY NIGHT (Regulations 10 and 19).

Starting from that standpoint, the responsible lighting and buoyage authorities of the United Kingdom have carefully considered upon what principles any new uniform system of buoyage, which, if it were accepted internationally, they would be prepared to adopt nationally, must be based. The first conclusion at which they arrived was that, where, by night, the two sides of a channel are distinguished by white lights on the one hand and red lights on the other, the red lights should be on the port hand. The main reasons which have led them to this conclusion are as follows :

(a) A vessel entering a channel from seaward requires the lights with the best possible visibility — *i.e.*, white lights — on her own proper side of the channel (*viz.*, the starboard side), so that she may direct her course towards that side at the earliest possible moment and subsequently keep to it. This greatly reduces the risk of collision with outward-bound vessels, particularly in conditions of low visibility. The outward-bound vessel, however, starting from a definitely known position, is not so completely dependent upon a high degree of visibility of the lights on her side of the channel.

(b) The red light, at sea as on land, is, broadly speaking, always regarded as a sign of danger; consequently, it should mark the side of the channel which an incoming vessel should avoid, and not the side which she should approach in the interests of safety.

(c) The colour red, both by day and by night, should preferably be on the same side as the incoming vessel's own red light, this being not only the more natural and logical arrangement, but also in accordance with the seaman's instinct, based upon the well-known Rule of the Road :

“ . . . *Red to Red,*  
Perfect safety. Go ahead ! ”

As regards the use of green lights, the practice throughout the United Kingdom has for many years been to reserve the colour green, both by day and by night, for wreck-marking. This practice, so far as day marking is concerned, was endorsed by the Washington Conference of 1889, the report of which refers to the colour green as “ universally used to denote a wreck ”. At the International Conference for the Unification of Buoyage and Lighting of Coasts held at Lisbon in October 1930, however, several countries — notably France and Italy — made out a strong case for a limited use of green lights in the marking of channels. The responsible lighting authorities of the United Kingdom are now prepared to agree to the optional use of the colour green for lights on the starboard side of a channel, provided that three satisfactory characters of green lights are definitely allocated and exclusively reserved for wreck-marking. The three characters recommended are set out in the statement of the proposed new uniform system of lateral buoyage. It will be seen that the only change from the existing system in the United Kingdom is in respect of the marking for a wreck which can be passed on either hand.

#### SHAPE OF BUOYS (Regulations 3 and 8).

The basic principle of the 1883 Uniform System of Buoyage, that the buoys on the two sides of a channel should always be distinguished by shape, colour being regarded only as an auxiliary means of distinction, has again been unanimously endorsed by all the responsible lighting authorities of the United Kingdom ; and no reason is seen for departing from the existing rule, which has spread to many other parts of the world, that conical buoys shall be on the starboard hand, and can or cylindrical buoys on the port hand. It has, moreover, been agreed that this distinction by shape should be made in the case of lighted as well as unlighted buoys.

#### USE OF COLOUR BY DAY (Regulation 8).

Experience has shown that plain red and plain black are, in general, the most satisfactory day colours for seamarks. Since it has been decided, as stated above, that red lights, if used at all, must be on the mariner's port hand, it is considered natural and logical to appropriate the colour red for day marking to the same side of the channel. The opposite process of reasoning, by which the day colour would first be fixed and the night colour then made to agree with it, is regarded as unsound and unseamanlike. The appropriation of the colour black to the starboard side of the channel follows naturally upon the appropriation of the colour red to the port side. In addition, however, it has been thought necessary to provide for the use, for purposes of differentiation, of chequer buoys — black and white on the starboard hand, and red and white on the port hand — where required.

#### USE OF RHYTHM IN NIGHT MARKING (Regulation 10).

It is believed to be the general practice, not only in British ships, but also in ships of other nations, to apply odd numbers to boats, fittings, etc., on the starboard side and even numbers to those on the port side. It is, therefore, considered that, where by night the two sides of a channel are both marked by white lights but distinguished by the lights on the one side having an odd number of flashes and those on the other side an even number, the most natural and convenient arrangement is for the lights with an odd number of flashes to be on the starboard hand. There is also, however, a technical reason which renders this arrangement not merely desirable but necessary. On the one side of the channel there can be one-flash and, where necessary, three-flash white lights. Of these, the one-flash can be given at least four distinct characters — viz., one flash every second (or every half-second), one flash every 2½ seconds, one every 5 seconds, and one every 10 or 15 seconds. On the other side, there can be two-flash and, where necessary, four-flash white lights, the first of which can be given two distinct characters. Thus, on the side with the odd-numbered flashes there are at least five characters available, but on the side with the even-numbered flashes only three characters. It is therefore considered essential that the lights with the even number of flashes shall be appropriated to the port side of the channel, where red lights, with any desired number of flashes, are available to provide additional variations. The lights with the odd number of flashes consequently go to the starboard side, where certain characters of green lights are also available, if required. This division of light characters gives practically equal possibilities of differentiation on the two sides of an intricate channel, where differentiation by rhythm alone or by colour alone would be insufficient for the needs of navigation.

### NUMBERING OF CHANNEL MARKS (Regulation 9).

The rule of odd to starboard and even to port having been established in the case of channel lights, it is natural to apply the same rule to the numbering of the marks, such numbering, and also lettering where used, commencing on either side from seaward as recommended by the Washington Conference of 1889.

### MIDDLE-GROUND MARKS (Regulation 11).

The use of spherical buoys for marking the ends of middle grounds forms part of the 1883 Uniform System of Buoyage, and experience has shown the great value of this type of buoy. The painting of these buoys in black and white or red and white horizontal bands is also covered by the 1883 system; and it is considered by the responsible lighting authorities of the United Kingdom that the method of painting in horizontal bands provides an indication of shoal water or danger which can be readily understood by mariners of all nations. It has been decided, however, to differentiate clearly between the use of black and white and the use of red and white bands in the same sense as between black and red in channel marking; black and white bands being used where it is desired that the incoming vessel, using the main channel, shall leave the mark on her starboard hand, and red and white bands in the opposite case. Red and white bands would, therefore, be used in the case of a middle ground with equally good channels on either side, if it were desired (as it usually would be) to have one-way traffic, both incoming and outgoing vessels leaving the middle-ground marks on their port hand.

### TOPMARKS FOR MIDDLE-GROUND MARKS (Regulation 11).

These have been accepted by the responsible lighting authorities of the United Kingdom as a useful means of distinguishing, where necessary, between the inner and the outer ends of middle grounds where there are main and secondary channels or channels of equal importance. A case in which the desirability of using them appears to be clearly indicated is the one mentioned above, where, with channels of equal importance, it is desired to have one-way traffic on either side of the middle ground. To make this clear to the outgoing vessel, and to distinguish this case from that of the main channel to the right, a topmark at least at the inner end of the middle ground is required.

### LIGHTING OF MIDDLE-GROUND MARKS (Regulation 12).

A very complete system for lighting these marks, distinguishing between the outer and the inner ends of middle grounds and indicating the relative importance of the different channels, has been drawn up by the Corporation of Trinity House. An alternative system, also discussed, is the use of occulting lights for middle-ground marks, in contradistinction to flashing lights at the sides of a channel. In view, however, of certain objections to both systems and the possibility that technical progress will before long render available some other method of distinctive lighting, it has been decided only to lay down the rule that the lights shall be of a character different from neighbouring lights on marks at the sides of the channel.

### MID-CHANNEL MARKS AND LANDFALL MARKS (Regulations 13 and 15).

In both these cases painting in vertical stripes has been adopted; the responsible lighting authorities of the United Kingdom having endorsed the general principle that vertical stripes should indicate relatively deep water in contradistinction to the use of horizontal bands to denote shoal water or danger (see above under "Middle-Ground Marks").

### SCOPE OF REGULATIONS.

The Regulations are intended to be applied only in the sense that, where marks are used for any one of the particular purposes mentioned in the Regulations, they shall be of the character prescribed for that purpose. There is no obligation, for example, to use middle-ground marks or landfall marks at all; but, where such marks are, in fact, employed, they should have the characters laid down in the Regulations.

Provision for varying the Regulations or adapting them to local conditions or exceptional circumstances is made by Regulation No. 26, the main intention being that efficiency should not be sacrificed to uniformity.

It is believed that the proposed system is based upon sound principles, is clear and simple, and is easy to understand and remember, and that it allows for the necessary elasticity in those matters which are not susceptible of uniform treatment.

Board of Trade, London. November 1931.

### NUMBERING OF CHANNEL MARKS (Regulation 9).

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These have been accepted by the responsible lighting authorities of the United Kingdom as a useful means of distinguishing, where necessary, between the inner and the outer ends of middle grounds where there are main and secondary channels or channels of equal importance. A case in which the desirability of using them appears to be clearly indicated is the one mentioned above, where, with channels of equal importance, it is desired to have one-way traffic on either side of the middle ground. To make this clear to the outgoing vessel, and to distinguish this case from that of the main channel to the right, a topmark at least at the inner end of the middle ground is required.

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### SCOPE OF REGULATIONS.

The Regulations are intended to be applied only in the sense that, where marks are used for any one of the particular purposes mentioned in the Regulations, they shall be of the character prescribed for that purpose. There is no obligation, for example, to use middle-ground marks or landfall marks at all; but, where such marks are, in fact, employed, they should have the characters laid down in the Regulations.

Provision for varying the Regulations or adapting them to local conditions or exceptional circumstances is made by Regulation No. 26, the main intention being that efficiency should not be sacrificed to uniformity.

It is believed that the proposed system is based upon sound principles, is clear and simple, and is easy to understand and remember, and that it allows for the necessary elasticity in those matters which are not susceptible of uniform treatment.

Board of Trade, London. November 1931.

II (a). PROPOSALS OF THE CHINESE GOVERNMENT CONCERNING A UNIFORM SYSTEM OF LATERAL BUOYAGE, TRANSMITTED BY LETTER FROM THE PERMANENT CHINESE DELEGATION ACCREDITED TO THE LEAGUE OF NATIONS, DATED MAY 28TH, 1932<sup>1</sup>

[2nd C.B.E./C.P./1.]

GENERAL PROPOSALS AND REASONS FOR SAME.

SHAPE.

Distinction of starboard port and mid-channel marks by shape is considered essential, as colour is liable to be masked by the effects of exposure, dust, seabirds and light conditions.

*Starboard-hand* buoys shall be *conical* in shape, or be fitted with a cage giving a conical appearance.

*Port-hand* buoys shall be *can* in shape, or be fitted with a cage giving a can appearance.

*Middle-mark* buoys shall be *spherical* in shape, or be fitted with a cage giving a spherical appearance.

*The pillar* or other distinctive shape of buoy shall be used for landfall buoys only.

DAY COLOUR.

1. *Black* has been allotted as the essential colour for *starboard-hand* buoys, and every starboard-hand buoy shall either be entirely black or shall have not less than 50 per cent of its visible surface black, the remainder being either :

- (a) White in vertical stripes or chequers for main channels ; or
- (b) Yellow in vertical stripes or chequers for subsidiary channels.

2. *Red* has been allotted as the essential colour for *port-hand* buoys, and every port-hand buoy shall either be entirely red or shall have not less than 50 per cent of its visible surface red, the remainder of the surface being either :

- (a) White in vertical stripes or chequers for main channels ; or
- (b) Yellow in vertical stripes or chequers for subsidiary channels.

*Black*, being the colour which can be seen farthest, particularly in conditions of poor visibility, has been allotted to starboard, as entering ships have to make and keep to the starboard side of the channel, and they will therefore be best served by this colour.

*Red* is allotted to the port side of the channel, as this colour shows up next best to black under conditions of poor visibility ; further, as outgoing ships' red lights have to be kept on the port hand, and as red buoy lights are to be kept on the port hand also, it is logical that other marks which have to be left on the port hand should also be red.

3. A combination of the *essential starboard- and port-hand colours, black and red* — with, in certain cases, *white* — shall be used for *middle marks* in *main channels*, and the combination of these essential colours with *yellow* is reserved for *middle marks of secondary channels*.

4. *Horizontal stripes* are only used on the lateral system on spherical buoys or marks indicating middle grounds.

5. The use of *white*, which is reserved as a subsidiary colour, in *main channels* and of *yellow* for *secondary channels* allows a usefully large number of colour distinctions for the buoys — viz. :

*Main-channel starboard marks*: Black ; black and white vertical stripes ; black and white chequers.

*Main-channel port marks*: Red ; red and white vertical stripes ; red and white chequers.

*Secondary-channel starboard marks*: Black ; black and yellow vertical stripes ; black and yellow chequers.

*Secondary-channel port marks*: Red ; red and yellow vertical stripes ; red and yellow chequers.

<sup>1</sup> A diagram illustrating these proposals is inserted at the end of this document.

6. *Yellow* is considered from practical experience to be an excellent distinctive colour.
7. *Green* is the essential predominant colour for *wrecks*, and wreck buoys may be :
  - (a) *All green*, conical, can or spherical.
  - (b) *Conical*, green above and black below to starboard.  
*Conical*, green above and red below to port.  
*Conical*, all green for mid-channel, during transition period.

#### TOPMARKS.

8. The *conical* shape of topmark is used on the *starboard-hand buoys of channels* only ; the cone point upwards being used for *main channels*, and the cone point downwards for *secondary channels*.

The *cylindrical* shape of topmark is used only on *port-hand buoys of channels*.

The spherical, hemispherical, diamond, hourglass, cross and " T " shapes of topmarks are used for buoys that can be passed on both sides.

#### MID-CHANNEL BUOYS.

9. *Mid-channel buoys* shall be spherical buoys painted half red and half black divided horizontally.

#### ISOLATED DANGER BUOYS.

10. *Isolated danger buoys* shall be spherical buoys painted in red and black horizontal stripes.

#### LANDFALL BUOYS.

11. *Landfall buoys for main channels* shall be painted in red, white and black vertical stripes ; and for *secondary channels* in red, yellow and black vertical stripes.

#### QUARANTINE BUOYS.

12. *Quarantine buoys* shall be painted plain yellow.

#### LIGHTS.

13. Lights should be confined as far as possible to main channels.

14. Fixed lights shall be used as little as possible and only where they will not cause confusion.

15. *Colour distinction* of starboard- and port-hand buoy lights is considered essential.

16. *Starboard lights* shall be white or green ; *port-hand lights* shall be red.

The reason for allocating white to starboard is that, as entering ships have to make and keep to the starboard side of the channel, they have to pick up starboard marks as soon as possible ; and, as a white light has the greatest range for any given candle-power, it will be seen farthest and will best serve the incoming ships.

The main and very strong reason for allocating red to port is that incoming ships then keep both the red lights of outgoing ships and the red channel buoy lights to their port hands. If red were allocated to starboard, the incoming ship would then have red channel buoy lights to starboard and red ships' lights to port, a confusing and dangerous arrangement.

17. *Colour distinction* provides essential guidance as to the position and direction of the channel quite independently of rhythm, so that an error in reading the number of flashes in heavy seas when a buoy is first seen at a distance, or if the buoy flashing mechanism be faulty due to accident or other cause, is not likely to be serious, as it might very well be if lights were distinguished by rhythm only.

18. *Distinction by colour* further has the very great advantage of providing numerous distinguishing characteristics, as both odd and even numbers of flashes are available on *each* hand.

19. *Flashing lights* shall be used to mark main channels and *occulting lights* shall be used to mark secondary channels when more than one channel is lighted and there is danger of confusion between the lights of the channels.

20. Where there is only one lighted channel, or where there is no danger of confusion between channels, either flashing or occulting lights may be used.

21. *Scintillating lights*, which are very distinctive, always indicate bifurcations, isolated dangers, fairway, landfall, or mid-channel wreck marks, *which may be passed on either side*.

22. It is submitted that *scintillating characteristics* of 60 or less flashes per minute and 120 or more flashes per minute will be perfectly distinctive and afford no danger of confusion.

23. *Isolated dangers* have been given a scintillating red characteristic of 120 flashes per minute, but white scintillating 120 flashes per minute is open as an alternative which would provide a longer range, but, being white, such a light might be taken for a starboard one.

24. *The rhythms* reserved for special purposes are only scintillating, and five-flash, for marks which are to be passed on either side, and one- and two-flash green, with green scintillating, for wrecks.

25. *Wreck buoys*: Lights shall be green, single-flash (odd) to starboard, double-flash (even) to port, and scintillating for mid-channel wrecks.

26. *Green flashing lights* of three and more flashes are open for use for starboard-hand marks and will naturally be used mainly for short-range situations.

27. *Very short flashes* are not considered desirable, as they are too easily lost when the buoy is in motion in heavy weather.

28. Also, distinction by flashes of different lengths in one group as long-long-short, etc., would not be satisfactory for exposed buoys, as the motion of the buoy would mask the characteristic and lead to confusion.

29. *Suggested characteristics for flashing lights*:

Single flash : flash of 0.5 second duration every 3 seconds.

Double flash : 2 flashes of 0.3 second duration each every 5 seconds.

Triple flash : 3 flashes of 0.3 second duration each every 10 seconds.

Quadruple flash : 4 flashes of 0.3 second duration each every 10 seconds.

Quintuple flash : 5 flashes of 0.3 second duration each every 15 seconds.

With red or green lights, shortest flash to be 0.5 second duration.

*Scintillating, 60 flashes per minute*, 0.5 second light and 0.5 second dark.

*Scintillating, 120 flashes per minute*, 0.25 second light and 0.25 second dark.

Occulting :

4 seconds light and 4 seconds dark.

4 seconds light and 2 seconds dark.

30. It is suggested merely for consideration that different flashing characteristics might be allotted to different-coloured buoys — *e.g.* :

Single flash to plain coloured buoy ;

Double flash to vertically striped buoy ;

Triple flash to chequered buoy.

#### NUMBERING.

*Numbering of buoys* is not favoured and should not be compulsory. It might be optional for particular cases and, if used, odd numbers should be to starboard and even numbers to port hand.

#### BUOYS FOR SPECIAL PURPOSES.

*Buoys used for any purpose not defined in the lateral system* should have a distinctive shape and/or colour which cannot be confused with marks of this system.

#### BEACONS.

*Beacons* should, if forming part of the lateral system of marking, conform to the above rules as far as possible and practicable, taking background conditions into consideration.



#### BOAT BEACONS.

*Boat beacons* should conform to the buoyage rules as far as practicable.

#### LIGHT-VESSELS.

Light-vessels (manned) should hoist a cone, cylinder or sphere at the yardarm to indicate that they mark the starboard or port side or centre of the channel, respectively.

#### WRECK-MARKING LIGHT-VESSELS.

*Wreck-marking lightships* may exhibit, as an alternative to flashing lights, the following lights :

*Starboard-hand position* : A fixed green light over a fixed white light.

*Port-hand position* : A fixed green light over a fixed red light.

*Mid-channel position* : A fixed green light over a fixed white light on one yardarm and a fixed green light over a fixed red light at the other yardarm.

#### RESERVATION CLAUSE.

The following reservation clause should be retained :

“ The provisions of these Regulations may be departed from only in cases when, owing to local conditions or exceptional circumstances, they cannot reasonably be carried into effect, and particularly when their adoption might endanger navigation or where the expenditure involved would be out of proportion to the traffic to be served.

“ Such departures from the Regulations should, moreover, be as limited as the exigencies of the situation allow. Proper notice of them should be given to mariners, and all possible steps should be taken in such cases to avoid confusion with the other signals provided for in the Regulations.”

#### TRANSITION PERIOD.

As agreed at the Lisbon Conference, a liberal transition period shall be permitted so that the expenses of introducing a uniform system may be spread over a number of years.

TABULATION OF CHARACTERISTICS.

Channel or description of buoy	Position of buoy	Shape	Day colour	Top mark	Light
Main channel.	Starboard.	Conical.	Black ; black and white vertical stripes ; black and white chequers.	Conical, black, apex up.	White flashing (1-4 flashes) or occulting or fixed. Green flashing (3 or 4 flashes) or occulting or fixed.
Ditto.	Port hand.	Can.	Red ; red and white vertical stripes ; red and white chequers.	Cylindrical, red.	Red flashing (1-4 flashes) or occulting or fixed.
Secondary and tertiary channels.	Starboard.	Conical.	Black ; black and yellow vertical stripes ; black and yellow chequers.	Conical, black, apex down.	White occulting or fixed white. Green occulting or fixed green (flashing may be used if there is no danger of confusion with main channel).
Ditto.	Port hand.	Can.	Red ; red and yellow vertical stripes, red and yellow chequers.	Cylindrical, red.	Red occulting or fixed (flashing may be used if there is no danger of confusion with main channel).
Two main channels.	Bifurcation.	Spherical.	Red, white and black horizontal stripes.	Spherical, red.	Red scintillating, 120 flashes per minute.
Ditto.	Junction.	Spherical.	Red, white and black horizontal stripes.	Hemispherical, red.	Red, 5 flashes.
Main channel to left, secondary to right.	Bifurcation.	Spherical.	Black and white horizontal stripes.	Diamond, black.	White scintillating, 60 flashes per minute.
Ditto.	Junction.	Spherical.	Black and white horizontal stripes.	Hourglass, black.	White, 5 flashes.
Main channel to right, secondary to left.	Bifurcation.	Spherical.	Red and white horizontal stripes.	St. George's Cross, red.	Red scintillating, 60 flashes per minute.
Ditto.	Junction.	Spherical.	Red and white horizontal stripes.	" T " shape, red.	Red, 5 flashes.

TABULATION OF CHARACTERISTICS (continued).

Channel or description of buoy	Position of buoy	Shape	Day colour	Top mark	Light
Two secondary channels.	Bifurcation.	Spherical.	Red, yellow and black horizontal stripes.	Spherical, red.	Red, occulting.
Ditto.	Junction.	Spherical.	Red, yellow and black horizontal stripes.	Hemispherical, red.	Red, occulting.
Secondary channel to left, tertiary to right.	Bifurcation.	Spherical.	Black and yellow horizontal stripes.	Diamond, black.	White or green, occulting.
Ditto.	Junction.	Spherical.	Black and yellow horizontal stripes.	Hourglass, black.	White or green, occulting.
Secondary channel to right, tertiary to left.	Bifurcation.	Spherical.	Red and yellow horizontal stripes.	St. George's Cross, red.	Red, occulting.
Ditto.	Junction.	Spherical.	Red and yellow horizontal stripes.	"T" shape, red.	Red, occulting.
Wreck.	Starboard.	Conical.	Green with black "W".	Conical, green, apex up.	Green flashing, single flash.
Ditto.	Port.	Can.	Green with red "W".	Cylindrical, green.	Green flashing, two flashes.
Ditto.	Mid-channel.	Spherical.	Green with white or yellow "W".	Spherical, green.	Green scintillating, 120 flashes per minute.
Mid-channel buoy.	Mid-channel.	Spherical.	Red upper half and black lower half.	Spherical, red.	Red scintillating, 120 flashes per minute.
Isolated danger.	Mid-channel.	Spherical.	Red and black horizontal stripes.	Spherical, red.	Red scintillating, 120 flashes per minute.
Landfall.	Main channel.	Pillar.	Red, white and black vertical stripes.	Spherical, red.	White scintillating, 120 flashes per minute.
Ditto.	Secondary channel.	Pillar.	Red, yellow and black vertical stripes.	Spherical, red.	White scintillating, 120 flashes per minute.
Quarantine.			Yellow.		

II (b). NOTE SUBMITTED TO THE PREPARATORY COMMITTEE ON  
THE UNIFICATION OF BUOYAGE RULES BY THE CHINESE  
MEMBERS ON JULY 17TH, 1933.

[2nd C.B.E./C.P.5.]

BUOYAGE UNIFORMITY SCHEME.

Before the Committee proceeds to the detailed drafting of a scheme of uniformity, we suggest that it should be generally considered and determined :

(1) Whether it is going to aim at the production of a scheme which unbiased reason and experience indicate to be best, or

(2) Whether it is going to attempt to produce a compromise scheme, definitely not the best according to reason and experience, but which would entail fewer alterations to existing practice and consequently lesser expense.

This latter procedure would appear to open up the prospect of a repetition of the abortive discussions and deadlock that occurred at Lisbon, because countries which are fairly satisfied with their present arrangements will naturally be loath to make concessions to such a compromise scheme as may appear to them to fall short of the best and to offer little or no advantage over their present marking, but which would at the same time involve them in considerable expense.

On the other hand, there could be less objection raised by any country to sacrifices made for a scheme that reason showed to be definitely the best, and, the sounder the scheme, the greater would be the inducement to all the various countries and authorities to come into line, especially as time is to be allowed for making the changes from existing systems. Present practice has been shown to be varied and largely unco-ordinated, having been originated in a more or less haphazard manner to suit different conditions and then restricted in its later evolution by precedent; but there is now offered a unique opportunity for revising and co-ordinating existing practice on a basis of sound reason.

*Cost of uniformity scheme.* Actually, although agreement was not achieved at Lisbon, it was there shown that the majority of the countries represented came prepared, some even against their own individual inclinations, to make sacrifices towards uniformity, and it will be recollected that a delegate in favour of uniformity supported his arguments by pointing out that the estimate submitted by one of the countries, with possibly about the largest shipping interests, of the cost to her of uniformity was small compared with the value of a single large ship.

Presumably, then, although no countries desire to face additional outlay on aids to navigation under present depressed conditions, still, they are prepared to make sacrifices for a really satisfactory and effective scheme suitable for worldwide adoption.

It is contended that it is feasible to devise such a scheme without any considerable increase in the costs envisaged at Lisbon, and that superior marking can be arranged which is likely to reduce both the risks and accidents to shipping and thus yield a valuable if indirect return.

Further, we feel that, if the essential principle of simplicity, which is referred to later in this paper, is maintained, it should be possible to prepare a scheme on broad, simple lines which can be followed at reasonable cost or elaborated upon according to local conditions and the funds available.

In the matter of aids to navigation, however, the matter of security has generally, and rightly, been placed before economy, within, of course, reasonable limits; and it is submitted that this is a sound policy to follow in the present instance, and that, rather than attempt to produce any scheme for worldwide adoption in which security and efficiency would be sacrificed to economy, it would be better to leave the present status alone.

*Simplicity.* It was agreed at Lisbon that, in any scheme of unification, as great simplicity should be aimed at as is consistent with the provision of the maximum practicable safeguarding of, and assistance to, navigation.

*Safeguarding and assistance: Main essentials.* The provision of this maximum feasible amount of safeguarding and assistance to the navigator is, it is submitted, the main and essential aim of the whole Conference; and this in any scheme of uniformity will have to be provided equally in the varied conditions of :

- (a) Simple channels ;
- (b) Very exposed estuaries ;
- (c) Long and tortuous channels ;
- (d) Estuaries having a number of different channels.

*Provide against worst conditions.* Particularly, it is submitted, is it essential to make adequate provision against the *worst conditions* that are likely to be met with, such as those due to storms, gales, typhoons, etc., in exposed channels, when the dangers to navigation are greatest and the need of the seaman for reliable guidance is most pressing.

*Worldwide adoption.* Any scheme which fails adequately to meet *all* the above-mentioned conditions would not, it is contended, be fit for general *worldwide adoption*, although it might suit the particular possibly sheltered channels and conditions of some individual countries.

*Light marking by rhythm only.* It is maintained, for instance, that the marking of any exposed estuary on both port and starboard hands by white flashing lights distinguished by *rhythm only* would be definitely unsatisfactory in a heavy typhoon or hurricane sea, where the abnormal tossing and motion of the buoy would make it difficult, if not impossible, to distinguish the true rhythm, where the thickness of the atmosphere, and consequent short visibility range, would leave little time for attempting this, and where also the heavy seas and, in many cases, distance from headquarters would make it impracticable to replace a defective lamp for a period possibly of days. It has to be kept in view that, in many cases of long and exposed channels, it will not be feasible to inspect buoy lights three times a week, as it is stated is done in, for instance, the important Ambrose Channel leading to New York, nor to give immediate attention to a defective flasher.

*Distinction by rhythm only entails loss of white characteristics.* A further very serious objection to the marking of both sides of channels by white lights distinguished by rhythm only is the reduction which it entails in the number of available characteristics. These have to be divided between two sides, whereas, with colour distinction, the total available characteristics can be used on *each* side. With distinction by rhythm only, it becomes absolutely essential that port and starboard white lights shall have their characteristics very plainly differentiated to prevent possibility of confusion and the serious results that would follow such confusion; but the available characteristics which will give this very essential and unmistakable differentiation are, however, strictly limited, as there must be a high factor of safety.

It was proposed at Lisbon to have one side marked by even and the other by odd numbers of flashes, but this involves a very serious limitation of flashes for both hands, particularly serious on the side to which the weak uneconomical green lights are allotted. If, with white lights, odd rhythms be allotted to the starboard hand, then at least two double-flash and one four-flash characteristics are lost to the starboard side and two single-flash, one triple- and one five-flash characteristics cannot be used on the port hand. And not only so, but, in addition to this restriction, there is the very serious drawback that numerous combinations of long- and short-flash characteristics which would be entirely satisfactory in a scheme where colour alone was used to differentiate side would, with the above arrangements, have to be cut out. In fact, there is a most drastic rejection of many excellent characteristics which are available with modern flashes.

With regard to the use of green as an alternative to white for the lights on one hand, although, for instance, the United States of America state that increasing use is being made of this colour in their buoyage, and although such lights may be quite satisfactory for short ranges in narrow waters, on the grounds of economy and efficiency their use for wide estuaries and considerable distances is bound to be restricted, and hence it is of the first importance to have as large a number as possible of characteristics available for the more economical and longer-range white light.

In connection with this matter of distinction by rhythm only, the opinion of the Commissioner of Lighthouses of the United States of America is worthy of note. In the *Lighthouse Bulletin* of May 2nd, 1932, referring to the production of a satisfactory buoyage system, he states that, "in working out an arrangement, therefore, it was concluded that it should, so far as practicable, avoid a requirement for the counting of flashes or for the timing of the length of flashes. Close navigation in buoyed channels is not a good time for counting or timing flashes, particularly considering the possible effect of the rolling of the buoy."

*Light distinction by colour.* On the other hand, *distinction of the sides by colour* which defines the side of the channel altogether apart from rhythm would, we maintain, give an entirely superior measure of safety and guidance under *all* conditions, irrespective of whether the channel be sheltered or exposed, as failure to distinguish the true rhythm, or failure of the flashing mechanism to give the true rhythm, which may occur in any channel due to collision or otherwise, would still leave the sides of the channel plainly differentiated.

When the sides of the channel are differentiated by colour and the seaman is thus given his general course and direction unmistakably, a large selection of perfectly satisfactory

characteristics becomes available. Not only are both odd and even numbers of flashes in groups available for each side, but different combinations of long and short flashes, etc., provide as many excellent additional characteristics as are ever likely to be required in practice. It is submitted that the combinations of one long flash with one, two or three short flashes in different orders provide excellent characteristics, both very distinctive and reasonably economical owing to there being only one long flash.

When the seaman is being given unmistakable direction as to his general course by colour, he will have ample time in approaching and passing the marks along his course to note and verify their characteristics, and thus determine his position in the channel.

*Distinction by rhythm only in sheltered channels.*

It is no doubt true that, in channels which are quiet and sheltered and in which the buoy lights are easily and quickly accessible, permitting the replacement of a flasher on short notice at any time, distinction by rhythm only would have less against it, and that there would possibly be less alteration to existing arrangements and less expense if this method of distinction were allowed; but there can be very few channels which are not at times liable to be visited by storms, and we contend that no scheme in which rhythm only is relied on for distinction of sides can be as safe as one in which distinction is by colour, and hence guidance as to side is given even if the flashing rhythm should be out of time or difficult to determine.

*Distinction both by rhythm only and by colour.*

If distinction of sides by rhythm only in white lights and distinction by colour are both permitted, this still involves the very serious curtailment of white characteristics, which, as represented above, is particularly undesirable on the side of the channel which has the weak and uneconomical green light as the colour alternative, and the other objections raised above to rhythm only also continue to be applicable.

There is bound to be very great difficulty in drawing a line between "sheltered" channels where the use of rhythm only might conceivably be permissible and "exposed" channels where the use would not be permissible. A channel in which rhythm only might be permissible in fine weather would, for instance, in bad weather be transformed into one in which rhythm only was essentially dangerous. There would certainly be wide differences of judgment and opinion on the part of different authorities regarding the matter, as there are among delegates, and divergent views and practice would produce, not only a lack of uniformity, but, it is submitted, grave danger that, in places, schemes would be adopted which, while fairly satisfactory for normal conditions, would prove dangerous under severe storm conditions precisely when safe guidance is most essential.

*Objections to distinction by colour.*

The objections to distinction by colour are, we take it, chiefly as follows:

*Firstly* on the score of economy, due to the loss of light through the red glass, and the consequent loss of range, necessitating either greater power in lens, or burner, or both, or closer spacing of the buoys — an optical range of, for instance, 10 miles for a 220-candle-power white buoy light being reduced to 7.8 miles when the same light is fitted with a red shade. Fortunately, range is reduced in a less ratio than candle-power.

*Secondly*, lack of the special differentiation of turning-points or other important situations which might be yielded by a light of a different colour from the adjoining ones.

*Spacing of buoys.*

In regard to the first objection, from an investigation of the buoyage of a number of large ports, however, it appears that the great majority of lighted buoys are spaced closer than 7 miles apart, 3, 4, and 5 miles being most common, and, hence, that a change of light from white to red will not necessarily require any large number of additional buoys. For the light itself, all that would, in most cases, be required for the change to red would be the addition of an inexpensive red muffle.

In regard to the second objection, if the advantages of having a different and economical colour for such a point could be obtained without the attendant disadvantages, this extra distinction would naturally be desirable; but it is suggested that the needs of the situation can quite adequately be met by giving extra power and distinctive characteristics to the red lights at important points. This question, it is to be noted, only involves one side of the channel — that to which red is allotted — and if this is the port side, as we propose, it is the least important side for entering ships. The important starboard side will have both white and green characteristics available

It may be noted that colour distinction only — viz., green lights on the port side and red lights on the starboard — is stated to have been used since November 1927 for marking the Gedney Channel into New York Harbour, and that this marking has proved satisfactory.

With regard to the side of the channel to which the red light should be allotted, which matter was fully discussed at Lisbon, China's delegates favour red to port, being of the opinion that the reasons in favour of this are more soundly based than those which have been, or can be, put forward in favour of red to starboard. With this arrangement, the incoming ship, which admittedly has to be given first consideration, can keep both red channel buoy lights and the red lights of outgoing ships to her port hand, which is surely a sounder arrangement for such entering ship, which may be unfamiliar with the channel, than having red lights on both hands.

If it be submitted that, as most buoy lights are flashing lights and that there would be little danger of confusing a ship's side red light with a red flashing buoy light, it has to be considered that it is proposed that fixed lights should be permissible in the system of uniformity, and that, undoubtedly, they will continue to be used in many channels in certain situations.

In this connection it is noted that, in the United States of America pamphlet entitled "Buoyage System of the United States" dated 1931, it is stated on page 3 that "the Ambrose Channel into New York is, however, marked with quick-flashing lights at the turns and entrances, and with *fixed lights between*"; and it is stated in the "List of Lights" that the lights on the northern side of the Channel are red. Hence, it appears that fixed red lights are now in use even in important channels.

If distinction of sides by colour were to be adopted, it would be essential that the starboard hand, as the most important one for entering vessels, should be given the two alternative colours white and green. A strong reason in favour of white to starboard is that, as entering ships have to make and keep to the starboard side of the channel, they have to pick up the starboard marks as soon as possible, and, as a white light has the greatest range for any given candle power, it will be seen farthest and will best serve the incoming ships.

With regard to an argument put forward at Lisbon that the longer range white light should be allotted to the port hand to give early warning to entering vessels to keep off this side, it appears to us that such negative guidance would be quite inferior, as it would afford no information as to how far off such a light the entering vessel should keep, where the safe side of the channel lay or how she should shape her course; whereas, with the long-range white light on the starboard hand, the vessel would be given at the earliest possible moment direct positive guidance exactly how and where she should steer to reach the safe side of the channel.

It was stated at Lisbon that ten European continental countries used red lights on the port hand, and it was seen that the United Kingdom also favoured this arrangement.

*Lights for mid-channel marks.* We propose that *bifurcation* and *junction* buoys, *mid-channel* buoys, *landfall* buoys and *isolated danger* buoys, all of which may be passed on either side, should be marked by lights showing various combinations of long and short flashes.

*Wreck-buoy lights.* It is considered essential to have distinctive marking for *wreck-buoy lights*, so that wrecks may be immediately and plainly indicated in the channels before the "Notices to Mariners" can reach the navigators using the channels, or the charts concerned can be marked. It would be much more satisfactory for the navigator to know at once that a fresh obstruction in a channel was a wreck than to see an ordinary obstruction mark in, say, slightly thick weather and not be sure whether his own position was right or some obstruction mark had dragged or what the nature of the danger was.

*Scintillating lights.* It is submitted that the three characteristics of scintillating, interrupted scintillating, and interrupted scintillating with long terminal flash would be very distinctive characteristics.

As regards distinction between scintillating lights flashing at the rates of 60 and 120 flashes per minute, we would submit that there would be no danger of confusion, and that no one could fail to distinguish between one flash per second and two flashes per second.

We would not favour any scintillating characteristic faster than 120 flashes per minute for coloured buoy lights of average power.

*Characteristics of buoy lights.* We would agree with a proposal made by the United States of America that flashing buoy lights should be limited to a maximum of 30 flashes per minute — that is, not more than a flash every two seconds — and that the duration of a flash should not be less than 0.5 second; also, that the light periods of scintillating lights should not be of longer duration than 0.3 second.

#### DAY COLOUR DISTINCTION.

*Day colours: red to port, black to starboard.* As regards *day colour* marking, because we maintain that the *red light* should be placed on the port hand, we consider that the *red day colour* should logically also be placed on the port side. From this it follows that black will be allocated to the starboard hand; this is, in any case, a desirable arrangement, as black is the colour which can be seen best, particularly under conditions of poor visibility, and it will best serve entering ships which have to make and keep to the starboard side of the channel.

This arrangement of colours involves reversing the present colour system in China, as in a large number of other countries; but, as paint has to be renewed at comparatively short intervals in any case, this alteration of colour is not, in our opinion, a matter of prime importance.

*Supplementary day colours: yellow.* Further, in the matter of *day colouring*, China proposes that *white* be retained as the supplementary colour for chequer marking for *main* channels, but that *yellow* should be substituted for white in *secondary* channels to differentiate these from the main channels. Practical experience has shown yellow to be an excellent distinctive colour at all distances.

*Vertical stripes for side channel marks.* China also proposes that *vertical stripe marking*, with white as the supplementary colour in main channels and yellow in secondary channels, be permitted in addition to plain colour, and chequer marking, for side channel buoys.

*Value of vertical stripe marking.* This would allow of a very valuable additional distinctive colour marking for long channels, so that three excellent markings would be available, and the necessity of marking buoys by numbers — in our opinion an entirely unsatisfactory and impractical method — would be obviated.

*No confusion with landfall buoy.* We submit that there need be no danger whatever of confusion with landfall buoys, for which vertical stripes, but including other colours, are also proposed, because, being an alternative marking, it need not, and would not, be used near any vertically striped landfall buoy, as both plain and chequered buoys would be available for such positions; furthermore, in a long estuary, it could be used without any possible danger of confusion. In the Yangtze River, for instance, with its 1,500 miles of navigable waterways, such a third distinctive marking would be very valuable indeed, and no doubt other countries with similar conditions would find it of equal value.

We do not think that the idea of vertical stripes indicating deep water should stand in the way of the adoption of this valuable and distinctive characteristic, as such idea appears to be mainly an academic one, not likely to occur to the navigator unless he is particularly informed of it, and of practically no consequence in any case when the characteristics for different situations have once been fixed in the scheme of uniformity. Our own idea as regards vertical stripes for side channel buoys was that they might be likened to vertical guide posts along the banks, but the seaman does not worry to try and read obscure meanings into buoy markings.

A detailed statement of our proposals for uniformity and a tabulation of characteristics are given hereafter.

As regards our proposals for lighting, etc., we have submitted our scheme in detail in order to show that the lighting of the various possible situations and combinations of channels would be adequately dealt with. We consider that it will be safer and sounder to work from the particular to the general than *vice versa*. The scheme can, however, and, we consider, should, be generalised so as to be covered by a few simple regulations.

It will be noted that the scheme now proposed differs somewhat from that forwarded to the League of Nations in 1931 (see II (a)).

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### Detailed Statement.

#### GENERAL PROPOSALS.

##### SHAPE.

1. Distinction of starboard, port, and mid-channel marks by shape is considered essential, as colour is liable to be masked by the effects of exposure, dust, seabirds, and light conditions.

*Starboard-hand* buoys shall be *conical* in shape, or be fitted with a cage giving a conical appearance.

*Port-hand* buoys shall be *can* in shape, or be fitted with a cage giving a can appearance.

*Middle-mark* buoys shall be *spherical* in shape, or be fitted with a cage giving a spherical appearance.

*The pillar* or other distinctive shape of buoy shall be used for landfall buoys only.



DAY COLOUR.

2. *Black* has been allotted as the essential colour for *starboard-hand* buoys, and every *starboard-hand* buoy shall either be entirely black or shall have not less than 50 per cent of its visible surface black, the remainder being either :

- (a) White in vertical stripes or chequers for main channels, or
- (b) Yellow in vertical stripes or chequers for main subsidiary channels.

3. *Red* has been allotted as the essential colour for *port-hand* buoys, and every *port-hand* buoy shall either be entirely red or shall have not less than 50 per cent of its visible surface red, the remainder of the surface being either :

- (a) White in vertical stripes or chequers for main channels, or
- (b) Yellow in vertical stripes or chequers for subsidiary channels.

4. A combination of the *essential starboard- and port-hand colours, black and red*, with, in certain cases, *white*, shall be used for *middle marks* in *main channels*, and the combination of these essential colours with *yellow* is reserved for *middle marks of secondary channels*.

5. *Horizontal stripes* are only used in the lateral system on spherical buoys indicating middle grounds or marks.

6. The use of *white*, which is reserved as a subsidiary colour in *main channels*, and of *yellow* for *secondary channels* allows a usefully large number of colour distinctions for the buoys — viz. :

*Main channel starboard marks* : Black ; black and white vertical stripes ; black and white chequers.

*Main channel port marks* : Red ; red and white vertical stripes ; red and white chequers.

*Secondary channel starboard marks* : Black ; black and yellow vertical stripes ; black and yellow chequers.

*Secondary channel port marks* : Red ; red and yellow vertical stripes ; red and yellow chequers.

7. *Green* is the essential predominant colour for *wrecks*, and wreck buoys may be

- (a) *All green*, conical, can, or spherical.
- (b) *Conical*, green above and black below, to starboard.  
*Conical*, green above and red below to port.  
*Conical*, all green for mid-channel (during transition period only).

TOPMARKS.

8. The *conical* shape of topmark is used on the *starboard-hand buoys of channels* only ; the cone point upwards being used for *main channels*, and the cone point downwards for *secondary channels*.

The *cylindrical* shape of topmark is used only on *port-hand buoys of channels*.

The spherical, hemispherical, diamond, hourglass, cross and "T" shapes of topmarks are used for buoys that can be passed on both sides.

MID-CHANNEL BUOYS.

9. *Mid-channel buoys* shall be spherical buoys painted half red and half black divided horizontally.

ISOLATED DANGER BUOYS.

10. *Isolated danger buoys* shall be spherical buoys painted in red and black horizontal stripes.

LANDFALL BUOYS.

11. *Landfall buoys for main channels* shall be painted in red, white and black vertical stripes ; and for *secondary channels* in red, yellow and black vertical stripes.

QUARANTINE BUOYS.

12. *Quarantine buoys* shall be painted plain yellow.

#### LIGHTS.

13. Lights should be confined as far as possible to main channels.
14. Fixed lights shall be used as little as possible and only where they will not cause confusion.
15. *Colour distinction* of starboard- and port-hand buoy lights is considered essential.
16. A uniform lighting scheme to be satisfactory will have to provide, not only for the lighting of single main channels, but for the lighting of approaches consisting of both main and secondary channels in which differentiation in lighting between them is essential to avoid danger of confusion.
17. *Full details of our proposals in regard to buoy lights are shown in the table hereafter.*
18. In this connection, for *bifurcations, junctions, landfall buoys and other middle marks which can be passed on both sides* it should be noted that we propose to allocate to these all characteristics, flashing and occulting, which combine long and short flashes or light periods, no confusion with Morse Code signalling being anticipated. This will permit of the distinctive scintillating characteristics being utilised for lateral buoys at important points.
19. *Scintillating lights.* — It is suggested that the term scintillating be applied to flashing characteristics in which the flashes follow each other at the rate of 60 per minute and faster — *i.e.*, one flash per second or faster — and that for flashing lights other than scintillating, the maximum speed of flashing be limited to 30 flashes per minute — *i.e.*, one flash every two seconds.
20. *The following scintillating characteristics are available:*
  - (a) *Continuous scintillating* showing flashes at the rate of 60 per minute — *i.e.*, one flash per second.
  - (b) *Continuous scintillating* showing flashes at the rate of 120 per minute or faster — *i.e.*, two flashes per second or faster.
  - (c) *Interrupted scintillating* showing flashes at the rates of either 60 or 120 per minute interrupted by dark periods.
  - (d) *Interrupted scintillating with long terminal flash* showing a series of flashes at the rates of either 60 or 120 per minute followed by a single long flash — say a minimum length of one second — the groups being separated by dark intervals.

#### NUMBERING.

21. *Numbering of buoys is not favoured* and should not be compulsory. It might be optional for particular cases and, if used, odd numbers should be to starboard and even numbers to port hand.

#### BUOYS FOR SPECIAL PURPOSES.

22. *Buoys used for any purpose not defined in the lateral system* should have a distinctive shape and/or colour which cannot be confused with marks of this system.

#### BEACONS.

23. *Beacons* should, if forming part of the lateral system of marking, conform to the above rules as far as possible and practicable, taking background, required range and local conditions into consideration.

#### BOAT BEACONS.

24. *Boat beacons* should conform to the buoyage rules as far as practicable.

#### LIGHT-VESSELS.

25. A light-vessel (manned) should hoist a cone, cylinder or sphere at the yardarm to indicate that it marks the starboard or port side or centre of the channel, respectively.

#### WRECK-MARKING LIGHT-VESSELS.

26. *Wreck-marking lightships* may exhibit as an alternative to flashing lights the following lights :
  - Starboard-hand position* : A fixed green light over a fixed white light.
  - Port-hand position* : A fixed green light over a fixed red light.
  - Mid-channel position* : A fixed green light over a fixed white light on one yardarm and a fixed green light over a fixed red light at the other yardarm.

RESERVATION CLAUSE.

27. The following reservation clause should be retained :

“ The provisions of these Regulations may be departed from only in cases when, owing to local conditions or exceptional circumstances, they cannot reasonably be carried into effect, and particularly when their adoption might endanger navigation or where the expenditure involved would be out of proportion to the traffic to be served.

“ Such departures from the Regulations should, moreover, be as limited as the exigencies of the situation allow. Proper notice of them should be given to mariners, and all possible steps should be taken in such cases to avoid confusion with the other signals provided for in the Regulation.”

TRANSITION PERIOD.

28. As agreed at the Lisbon Conference, a liberal transition period shall be permitted so that the expenses of introducing a uniform system may be spread over a number of years.

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TABULATION OF CHARACTERISTICS.

Channel or description of buoy	Position of buoy	Shape	Day colour	Topmark	Light flashes or light periods
1. Main channel.	Starboard.	Conical.	Black ; black and white vertical stripes ; black and white chequers.	Conical, black, apex up.	White or green <i>flashing</i> — multiple flashes of uniform duration for any one characteristic, excluding green, two and three flashes, reserved for wrecks — or scintillating (120 per minute); or white or green <i>occuling</i> , single, with unequal periods of light and darkness.
2. Ditto.	Port hand.	Can.	Red ; red and white vertical stripes ; red and white chequers.	Cylindrical, red. (Rectangular oblong profile.)	Red <i>flashing</i> — multiple flashes of uniform duration for any one characteristic — or scintillating (120 per minute); or red <i>occuling</i> , single, with unequal periods of light and darkness.
3. Secondary and tertiary channels.	Starboard.	Conical.	Black ; black and yellow vertical stripes ; black and yellow chequers.	Conical, black, apex down.	White or green single <i>flash</i> or scintillating (60 per minute); or white or green <i>occuling</i> , single, with equal periods of light and darkness.
4. Secondary and tertiary channels.	Port hand.	Can.	Red ; red and yellow vertical stripes, red and yellow chequers.	Cylindrical, red. (Square profile.)	Red single <i>flash</i> or scintillating (60 per minute); or red <i>occuling</i> , single, with equal periods of light and darkness.
5. Two main channels.	Bifurcation.	Spherical.	Red, white and black horizontal stripes.	Spherical, red.	Red, one long followed by one short.
6. Ditto.	Junction.	Spherical.	Red, white and black horizontal stripes.	Hemispherical.	Red, one short followed by one long.
7. Main channel to left, secondary to right.	Bifurcation.	Spherical.	Black and white horizontal stripes.	Diamond, black.	White, two short followed by one long.

TABULATION OF CHARACTERISTICS (continued).

Channel or description of buoy	Position of buoy	Shape	Day colour	Topmark	Light flashes or light periods
8. Main channel to left, secondary to right.	Junction.	Spherical.	Black and white horizontal stripes.	Hourglass, black.	White, one long followed by two short.
9. Main channel to right, secondary to left.	Bifurcation.	Spherical.	Red and white horizontal stripes.	St. George's Cross, red.	Red, two short followed by one long.
10. Ditto.	Junction.	Spherical.	Red and white horizontal stripes.	" T " shape, red.	Red, one long followed by two short.
11. Two secondary channels.	Bifurcation.	Spherical.	Red, yellow and black horizontal stripes.	Spherical, red.	Red, short, long, short.
12. Ditto.	Junction.	Spherical.	Red, yellow and black horizontal stripes.	Hemispherical, red.	Red, long, short, long.
13. Secondary channel to left, tertiary to right.	Bifurcation.	Spherical.	Black and yellow horizontal stripes.	Diamond, black.	Same as sides of secondary channel.
14. Ditto.	Junction.	Spherical.	Black and yellow horizontal stripes.	Hourglass, black.	Same as sides of secondary channel.
15. Secondary channel to right, tertiary to left.	Bifurcation.	Spherical.	Red and yellow horizontal stripes.	St. George's Cross, red.	Same as sides of secondary channel.
16. Ditto.	Junction.	Spherical.	Red and yellow horizontal stripes.	" T " shape, red.	Same as sides of secondary channel.

TABULATION OF CHARACTERISTICS (continued).

Channel or description of buoy	Position of buoy	Shape	Day colour	Topmark	Light flashes or light periods
17. Wreck.	Starboard.	Conical.	Green with black " W ".	Conical, green, apex up.	Green, three shorts.
18. Ditto.	Port.	Can.	Green with red " W ".	Cylindrical, green.	Green, two shorts.
19. Ditto.	Mid-channel.	Spherical.	Green with white or yellow " W ".	Spherical, green.	Green, long and two shorts.
20. Mid-channel	Mid-channel.	Spherical.	Red upper half and black lower half.	Spherical, red.	Red, three shorts followed by one long.
21. Isolated danger.	Mid-channel.	Spherical.	Red and black horizontal stripes.	Spherical, red.	Red, one long followed by three shorts.
22. Landfall.	Main channel.	Pillar.	Red, white and black vertical stripes.	Spherical, red.	White, three shorts followed by one long.
23. Ditto.	Secondary channel.	Pillar.	Red, yellow and black vertical stripes.	Spherical, red.	White, one long followed by three shorts.
24. Quarantine.			Yellow.		

*Note.* — Fixed lights may be used ; but, where fixed lights are used, green is to be reserved for wrecks in the centre and on the starboard side of the channel, while wrecks on the port side of the channel can be marked by a green light and a red port hand light, so that, in the latter case, the red light cannot be confused with the normal lateral buoyage lights.

### III. DRAFT REGULATIONS AND EXPLANATORY NOTE.

Drawn up by the French Lighthouse Service concerning:

- (1) A UNIFORM SYSTEM OF LATERAL BUOYAGE<sup>1</sup>;
- (2) A UNIFORM SYSTEM OF CARDINAL BUOYAGE.

[C.817.M.378.1932.VIII.]

December 1st, 1932.

[*Translation.*]

#### DRAFT REGULATIONS.

##### Chapter I. — General.

##### ARTICLE 1. — DEFINITION.

The buoyage to which the present rules apply includes, with the exception of lighthouses and important lightships, all fixed or floating marks which serve to indicate either landfalls, or the limits or centres of channels practicable for navigation, or natural dangers, or artificial or accidental obstacles such as wrecks, or certain other points of importance to the navigator.

The principal marks utilisable for this purpose are fixed buoys and beacons, whether lighted or not, boat-buoys or small floating lights and floating buoys.

The present regulations notably do not apply to inland waters not frequented by seagoing ships.

##### ARTICLE 2. — BUOYAGE SYSTEMS.

There are two principal systems of buoyage :

The *lateral* system, which applies more particularly to well-defined channels, and in which buoyage-marks indicate the location of dangers in relation to the route to be followed by navigators in their vicinity ;

The *cardinal* system, which applies more particularly to coasts flanked by numerous rocks or isolated dangers, and in which the respective locations of the mark and of the danger are indicated according to the nearest true cardinal bearing of the one in relation to the other.

##### ARTICLE 3. — USE OF SYSTEMS.

In the same country, and according to preference or local requirements, use may be made of one or other or both systems, on condition that the limits of their respective use are clearly indicated in nautical documents and by means of appropriate marks.

##### ARTICLE 4. — CHARACTERISTICS UTILISED IN BUOYAGE.

Buoyage-marks are characterised in both systems :

(1) By day, simultaneously or alternatively :

(a) By the shape of the body of the mark or of an openwork superstructure secured to the latter (these two arrangements are regarded as equivalent), or by the shape of a topmark surmounting the mark ;

(b) By the colouring of the mark.

(2) By night :

By lights, which will be differentiated either by colour or by rhythm or by a combination of the two.

##### ARTICLE 5. — SHAPES OF THE BODY OF THE MARK.

1. *Lateral System.* — Three characteristic shapes may be distinguished : upper part of the mark pointed (" conical "); upper part of the mark flat (" can " (cylindrical)); and upper part of the mark rounded (" spherical ").

2. *Cardinal System.* — A distinction may be made between four characteristic shapes : pointed or conical, flat or cylindrical, domed and very elongated (" spindle ").

<sup>1</sup> This part of the document is intended to supplement the United Kingdom proposals (see under I).

ARTICLE 6. — SHAPES OF TOPMARKS.

1. *Lateral System.* — The characteristic topmarks present the appearance of a cone with point upwards, a cylinder, a sphere, two cones base to base, and a St. George's Cross.

2. *Cardinal System.* — The characteristic topmarks present the appearance of a cone with point upwards, a cone with point downwards, two cones base to base, and two cones point to point.

*N.B.* — This appearance may be produced by intersecting plates or by cages presenting the above-mentioned visible contours.

In both systems, when local circumstances require it (particularly in waters exposed to ice), the topmarks may be replaced by brooms of dark colour, of a shape as nearly as possible approaching that of the topmarks for which they are substituted.

ARTICLE 7. — CHARACTERISTIC COLOURS.

1. *Lateral System.* — The characteristic colours by day for natural dangers are black and red, which for certain special indications may be combined with white.  
The characteristic colour by day for wreck-marks is green.

2. *Cardinal System.* — The characteristic colours by day for natural dangers are black combined with white and red combined with white in horizontal divisions.  
The characteristic colour by day for wreck-marks is green combined with white.

3. In both systems, and in all cases, the *topmarks* are painted with the darkest characteristic colour used for the corresponding mark. This provision is not obligatory when brooms are employed as topmarks.

ARTICLE 8. — LIGHTED BUOYS AND SPECIAL BUOYS.

It is of advantage to give the body of lighted buoys and special buoys (such as bell-buoys, whistle-buoys, etc.), when their mode of construction and conditions of use permit, the characteristic shape corresponding to their position in the buoyage system, or, failing that, to supply them with a corresponding topmark.

The same applies to boat-buoys or other floating marks which serve the same purpose as lighted buoys.

ARTICLE 9. — DIFFERENTIATION OF THE CHARACTERISTICS OF LIGHTS.

The main categories of lights are the following :

Flashing or intermittent lights, in which the appearances of light are definitely shorter than the periods of darkness ;

Occulting lights in which the eclipses are definitely shorter than the periods of light ;

Occulting lights in which the periods of light are equal to the periods of darkness ;

Quick-flashing lights, in which the alternations of light and darkness are very rapid and attain a rate of at least forty per minute ;

Interrupted quick-flashing lights, in which successions of quick flashes are separated by intervals of darkness.

In the case of lights with groups of flashes, occultations, or quick flashes, the interval between two groups should be equal to at least three times the interval of the variations in each group.

Chapter II. — Lateral System.

ARTICLE 10. — DEFINITION OF THE DIRECTION OF ARRIVAL.

In principle, the position of the marks in the lateral system is determined according to the general direction taken by a navigator coming from seaward ; it may also be determined, particularly when approaching a port or river-mouth, according to the direction of the main stream. The application of these principles shall be defined as far as may be necessary by nautical documents.

ARTICLE 11. — CHARACTERISTICS OF MARKS ON THE SIDES OF CHANNELS.

1. Marks on the two sides of a channel are differentiated as follows :

*Starboard-hand marks :*

Conical shape (compulsory for ordinary buoys) ;

Conical topmark : Colour black, or, particularly in the case of multiple channels, black and white chequers ;

Lights : Either white with an odd number of variations, or green with a rhythm other than those reserved for the marking of wrecks.



*Port-hand marks :*

- Cylindrical shape (compulsory for ordinary buoys);
- Cylindrical topmark : Colour red, or, particularly in the case of multiple channels, red and white chequers;
- Lights : Either red, or white with an even number of variations.

2. If marks at the side of a channel are *numbered* or lettered, this numbering or lettering shall commence from seaward; odd numbers shall be on the starboard and even numbers on the port hand.

ARTICLE 12. — BIFURCATION- OR JUNCTION-MARKS OR MIDDLEGROUND-MARKS.

1. *Spherical shape* or *spherical topmark* placed under the other characteristic topmarks defined below.

2. *Colour :*

- Alternate red and white horizontal bands where the main channel is to the right or the channels are of equal importance;
- Alternate black and white horizontal bands where the main channel is to the left.

3. *Topmarks :*

(a) Main channel to the right :

- At the bifurcation, a cylinder;
- At the junction, a St. George's Cross.

(b) Main channel to the left :

- At the bifurcation, a cone, point upwards;
- At the junction, a cone, point downwards.

(c) Channels of equal importance :

- At the bifurcation, two cones base to base.
- At the junction, a sphere.

4. *Lights.* — The choice and character of lights will be based both on the rules given above for lights marking the sides of channels (Article 11) and on the advisability of making a differentiation with neighbouring lights marking sides of channels.

Chapter III. — Cardinal System.

ARTICLE 13. — ASSIGNMENT OF CHARACTERISTICS AMONG THE QUADRANTS.

There are four quadrants, north, south, east and west, bounded respectively by the directions NE., SE., SW. and NW.

1. Danger-marks are characterised as follows in the different quadrants :

*Northern quadrant* (NW. to NE.) :

- Conical shape;
- Conical topmark, point upwards;
- Colour : Black with a wide white median band, or, for spars only, white with a wide black median band;
- White light with even number of variations or quick-flashing.

*Southern quadrant* (SE. to SW.) :

- Cylindrical shape;
- Conical topmark, point downwards;
- Colour : Red with wide white median band;
- Light with odd number of variations or interrupted quick flashes, red preferably, or white.

*Western quadrant* (SW. to NW.) :

- Spindle shape;
- Topmark : Two cones, point to point;
- Colour : Black above and white below;
- White light with an odd number of variations or interrupted quick flashes.

*Eastern quadrant* (NE. to SE.) :

- Dome shape;
- Topmark : Two cones, base to base;
- Colour : Red above, white below, or, for spars only, red below and white above;
- Light with even number of variations or quick flashes, red preferably, or white.

2. As a simplification, only two characteristic forms may be used for the body of the mark, the same conical or dome shape being employed in the northern and eastern quadrants and the same cylindrical or spindle shape in the southern and western quadrants.

3. The use of topmarks is compulsory in cases in which the body of the mark is not one of the characteristic shapes.

The topmarks may be repeated above one another in order to facilitate differentiation between similar marks. It will then be sufficient to repeat the lower cone for the east or west.

Exceptionally, topmarks on spars may be omitted for climatic reasons, or owing to the special nature of the traffic.

#### Chapter IV. — Wrecks.

##### ARTICLE 14. — GENERAL PROVISIONS.

Wrecks may be marked according to the lateral system or the cardinal system.

Nautical documents should indicate the system or systems in use in each country.

Wreck-marks shall be provided with special characteristics, at any rate as long as may be necessary to render their presence familiar to navigators. When this result has been achieved, wrecks may be marked in the same manner as natural dangers.

Wreck-marks shall be painted with the characteristic colour, green ; or, at any rate, green must predominate.

Wreck-marks shall, if possible, carry the letter " W " painted in white, or, in the case of vessels, an inscription at least containing this letter.

If lighted, they must always include at least one green light ; in the case of a lightship marking a wreck, the latter shall not carry the ordinary riding-light for vessels at anchor.

##### ARTICLE 15. — CHARACTERISTICS WHEN THE LATERAL SYSTEM IS USED.

1. *For buoys or beacons marking a wreck to be passed on the starboard hand :*

A conical shape or mark surmounted by a conical topmark ;  
Colour : Green, the lower part having compulsorily to be painted black if the characteristic shape has not been used ;  
Green light, with groups of three flashes.

2. *For buoys or beacons marking a wreck to be passed on the port hand :*

Cylindrical shape or mark surmounted by a cylindrical topmark ;  
Colour : Green, the lower part having compulsorily to be painted red if the characteristic shape has not been used ;  
Intermittent green light, with groups of two flashes (or appearances of light).

3. *For buoys or beacons marking a wreck to be passed on either hand :*

Spherical shape or mark surmounted by a spherical topmark where possible ;  
Colour : Green ;  
Occulting green light, in which the periods of light are equal to the periods of darkness.

4. *Vessel marking a wreck to be passed on the starboard hand. — It shall carry :*

One spherical shape between two conical shapes in a vertical line and painted green ;  
Three green lights in a vertical line.

5. *Vessel marking a wreck to be passed on the port hand. — It shall carry :*

A cylindrical shape above a spherical shape in a vertical line and painted green ;  
Two green lights in a vertical line.

6. *Vessel marking a wreck to be passed on either hand. — It shall carry :*

Spherical shapes painted green in pairs in a vertical line, with at least four showing ;  
Green lights arranged in the same way.

##### ARTICLE 16. — CHARACTERISTICS IN THE CASE OF THE CARDINAL SYSTEM.

1. *For buoys or beacons in the northern quadrant :*

Conical shape ;  
Conical topmark with point upwards ;  
Colour : White with wide green median band ;  
Intermittent green light, with groups of four flashes (or appearances of light), or quick-flashing.

2. *For buoys or beacons in the southern quadrant :*

Cylindrical shape ;  
Conical topmark with point downwards ;  
Colour : Green with wide white median band ;  
Intermittent green light, with groups of five flashes (or appearances of light), or quick-flashing with interruptions.

3. *For buoys or beacons in the western quadrant :*

Spindle shape ;  
Topmark consisting of two cones point to point ;  
Colour : Upper half green, and lower half white ;  
Intermittent green light, with groups of five flashes (or appearances of light), or quick-flashing with interruptions.

4. *For buoys or beacons in the eastern quadrant :*

Dome shape ;  
Topmark consisting of two cones base to base ;  
Colour : Upper half white, lower half green ;  
Intermittent green light, with groups of four flashes (or appearances of light), or quick-flashing.

5. *Vessel in the northern and eastern quadrants. — It shall carry :*

A conical shape above a spherical shape in a vertical line and painted green ;  
Three green lights over a white light.

6. *Vessel in the southern and western quadrants. — It shall carry :*

Two cylindrical shapes over a spherical shape in a vertical line and painted green ;  
Two green lights over a white light.

*N.B.* — For the sake of simplification, only two characteristic shapes may be utilised for the bodies of buoys ; the same conical or dome shape must be used in the northern and eastern quadrants and the same cylindrical or spindle shape in the southern and western quadrants.

ARTICLE 17. — FOG-SIGNALS ON WRECK-MARKING VESSELS.

In thick weather, a manned wreck-marking vessel shall ring a bell as follows :

Three strokes if the vessel is to be passed on the starboard hand ;  
Two strokes if the vessel is to be passed on the port hand ;  
Four strokes if the vessel may be passed on either hand ;  
Six strokes if the vessel is to the north or east of the wreck ;  
Five strokes if the vessel is to the south or west of the wreck.

Chapter V. — Special Marks and Miscellaneous Indications.

ARTICLE 18. — LANDFALL BUOYS.

Landfall buoys shall be painted with black and white or red and white vertical bands.

ARTICLE 19. — MID-CHANNEL BUOYS.

Mid-channel buoys moored in safe waters shall, if possible, have a special shape distinct from the other principal characteristic shapes. Their topmark, if any, shall also have a shape different from the other characteristic shapes.

The marks in question shall be painted with black and white or red and white vertical bands.

ARTICLE 20. — ISOLATED DANGER-MARKS.

Isolated danger-marks shall have the following characteristics :

Spherical shape or spherical topmark ;  
Colour : Wide black and red horizontal bands, separated by a narrow white band ;  
Light : White or red.

ARTICLE 21. — INTERMEDIATE BUOYS.

Buoys indicating the transition between the cardinal and lateral systems shall be painted with red and white or black and white spiral bands.

ARTICLE 22. — MISCELLANEOUS BUOYS.

Buoys whose use is not defined in the present regulations shall be painted with a colour not liable to be confused with the characteristic colours of the buoyage systems.  
Quarantine buoys shall be painted yellow.

ARTICLE 23. — SECTOR LIGHTS IN HARBOURS.

As regards lights placed on works at the entrance of harbours and chiefly intended to indicate the boundary of a channel, the colours and rhythms shall, as far as possible, be allocated according to the rules of the lateral system.

When coloured sectors are placed on lights belonging to the lateral system, it is desirable, if circumstances permit, that their colouring should be allocated in accordance with the rules of that system. In cases in which such an allocation is not considered practicable, it is recommended that the colours should be assigned in accordance with a definite rule for the region in question, in order that the sectors should be arranged in the same way when circumstances are the same.

ARTICLE 24. — COLOURS OF SUPPORTS.

The fixed supports of lights belonging to the lateral or cardinal buoyage systems should, as far as possible, be painted with the colour belonging to their position in the system in question. If it is impossible to use the regulation colour, the use of the opposite colour should in any case be avoided.

ARTICLE 25. — GENERAL REMARKS.

1. Derogations from the above rules should remain the exception, and should only be allowed in cases of technical impossibility or of genuine danger to be apprehended for shipping, or of expenditure out of proportion with the traffic affected.

The attention of navigators should be particularly drawn to the existence of these derogations.

Every opportunity should be taken to put an end to them as soon as possible.

These derogations must not create confusion with the characteristics fixed in the present regulations.

2. If, in order that it may stand out better against the background, the upper part of a mark is coloured with a light or dark colour differing from its characteristic colours, this shall not be regarded as a derogation, provided that it only applies to a small part of the mark and allows its characteristic colours to predominate.

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EXPLANATORY NOTE.

PRELIMINARY REMARKS.

1. It has been assumed for the sake of convenience that the colour red will be assigned to the port side in the lateral system, but this must not be taken as a hard-and-fast rule as far as French arrangements are concerned, for they could quite well be made to fit in with an opposite assignment in order to facilitate a more general unification of buoyage systems.

2. It appears useful, in order to obviate the reservations and objections that have already been put forward on many occasions, to insert here, and perhaps reproduce in the final agreement, or in the explanatory memorandum annexed thereto, a declaration on the following lines :

“ The provisions defined herewith both for the various systems of buoyage and for the lighting of marks or fog-signals should not be interpreted as involving any obligation to adopt these various methods of signalling, but simply as constituting an invitation to conform to the characteristics indicated if the said methods should come to be adopted.”

Ad *Article 1*. — It has been thought useful, in defining the different elements of buoyage, to deal separately with the case of important lightships, which are generally manned, and the case of small floating lights, or boats occasionally carrying a light, or the boat-buoys in use in certain estuaries ; certain countries are opposed to the characteristic colours used chiefly for buoyage being applicable to large lightships, which are sufficiently recognisable by their shape, but there is no reason to abolish all characteristics in the way of colours or topmarks for boat-buoys, for example.

It has also been thought advisable to refer to the artificial obstacles which necessitate temporary or permanent buoyage, such as the works of ports under construction or submarine cables which have to be brought to the mariner's attention from the point of view of moorage zones.

Lastly, water surfaces inaccessible to seagoing vessels proper, or not frequented by them in practice, should be excluded from the sphere of application of the regulations.

Ad *Article 7*. — It will be noticed that white is used very differently by day (in association with the other characteristic colours) in the lateral system and in the cardinal system. The use of several white and dark bands (at least four bands) or of chequers is reserved for the lateral system; while the use of a broad white median band or the painting in white of a considerable part of the height of the work (at least one-third) is characteristic of the cardinal system.

Ad *Article 10*. — In defining the direction of arrival in the lateral system, no attempt has been made to go further than the general indication of arrival from seaward, or, in certain cases, the direction of the main stream; but, in doubtful cases, the technical services concerned may usefully avail themselves of the suggestions contained in § II, 3, of the Annex, page 19 of the "General Report and Proposals of the Technical Committee" (document C.59.M.34.1929.VIII).

Ad *Article 11*. — Secondary channels may conveniently be distinguished from the principal channel by assigning thereto chequer patterns, for example; in other cases, these patterns, if assigned to one of the sides of a single important channel, can, with advantage, be used to facilitate the distinction between the marks on the one hand, which will be of uniform colour, and those on the other hand, which will be of the other characteristic colour with a chequer pattern.

It will be noted that shape is rendered obligatory only for ordinary buoys marking the sides of a channel — *i.e.*, for buoys which have to present cylindrical or conical characteristics; but an openwork superstructure of the same shape would be regarded as equivalent to that of the body of the buoy itself.

Ad *Article 12*. — As an illustration, the lights of bifurcation — and junction — marks may be distinguished from neighbouring lights marking the sides of channels by utilising, for example, apparatus showing alternate white and red lights or a number of white or coloured flashes greater than those of the marks on banks.

Ad *Article 13*. — In the cardinal system, the possibility had hitherto been allowed of employing for the bodies of the marks either four shapes only or two shapes, in which case the cylindrical and conical shapes only had been proposed. The latter, however, are the characteristic shapes of the lateral system; as it is important to distinguish as much as possible between the two systems of buoyage, it would seem advisable not to condemn the services using this simplification to employ precisely the shapes most used elsewhere, but to leave them free to use the other two shapes also, dome (ogival) and spar, which are least utilised and which there is no reason to reserve solely for the eastern and western quadrants when the four shapes are used.

An alternative has been provided as regards the arrangement of day colours in the northern and eastern quadrants in order to avoid confusion in the case of spars not provided with a topmark when, in certain lights, it would not be easy to identify the dark colour employed. By reversing the respective positions of white and of the dark colour, an additional chance is given to navigators to ascertain whether they are in the northern or southern quadrant on the one hand, or in the eastern or western quadrant on the other hand.

Ad *Articles 15 and 16*. — Rules have been proposed both for buoys or beacons capable of being used for marking wrecks and for the boats which are sometimes used for this purpose.

As regards the latter, it has been endeavoured to avoid confusion with the depth signals or entrance and departure signals regulated at Lisbon in 1930, and to find different arrangements for day signals and lights, both in the lateral system and in the cardinal system.

In any case, the lights one above the other provided for on boats marking wrecks will be placed at such a height and at such a distance from one another as to ensure their visibility; in this respect, the rules already laid down in this connection should be followed.

Among the lights which might also be used for the buoyage of wrecks in the cardinal system, mention may be made of alternate white and green lights.

IV. OBSERVATIONS OF GOVERNMENTS ON THE PROPOSALS OF HIS MAJESTY'S GOVERNMENT IN THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND CONCERNING A UNIFORM SYSTEM OF LATERAL BUOYAGE.

[2nd C.B.E./C.P.3.]

**Albania.**

*Letter from the Delegation of the Kingdom of Albania to the League of Nations, dated February 10th, 1932.*

The Albanian Government has no observations to make with regard to the proposals put forward by the Government of the United Kingdom.

**Germany.**

*Letter from the German Consul in Geneva, dated June 29th, 1932.*

[*Translation.*]

The German Government, while not prepared to accept on all points the proposals of the Government of the United Kingdom of Great Britain and Northern Ireland with regard to a uniform system of lateral buoyage, is nevertheless of opinion that the proposals in question are so logically conceived as to constitute a very satisfactory basis for the further study of the question. The German Government thinks it would be useful for preparations for the work of the future Conference to be made by a technical committee on the lines followed in the case of the Conference of Lisbon.

*Topmarks.* — Certain topmarks proposed in the case of buoys in main channels are open to objection on the ground that they correspond with those proposed or considered for the cardinal system.

*Night-marking.* — In the matter of the rhythm of the lights on the buoys, the exclusive use of flashing lights is open to objection.

The oil gases used in Germany as fuel for the lights on buoys do not admit of the rapid repetition of flashes. A further important point according to the German view is the great desirability of the use of occulting lights, which have the unquestioned advantage of allowing a lengthier display of light.

**Australia.**

*Letter from the Minister for External Affairs of May 13th, 1932.*

The Government of the Commonwealth supports generally the proposals put forward by the Government of the United Kingdom and Northern Ireland for a uniform system of lateral buoyage.

**Canada.**

(a) *Letter from the Dominion of Canada Advisory Officer accredited to the League of Nations, dated June 25th, 1932.*

The Canadian Government, after careful consideration, has come to the conclusion that the proposals submitted by the Government of the United Kingdom do not afford a suitable basis for the resumption of discussions on this question. Although the Canadian Government does not believe that the proposals are likely to result in a substantial standardisation of prevailing national practice, it is prepared to examine sympathetically any plans which may be put forward.

As regards the details of the United Kingdom Government's proposals, the Canadian Government adheres to the observations made and the opinions expressed by its delegates at the Lisbon Conference (see document C.163.M.58.1931.VIII).

(b) *Letter from the Dominion of Canada Advisory Officer accredited to the League of Nations, dated July 12th, 1933.*

I have the honour to advise you that the Canadian Government, while they appreciate the point of view of other countries on the subject of a uniform system of buoyage, are not prepared to accept such a uniform system unless it be the system now in effect in Canada and the United States, and that they will consider any findings or recommendations of the Preparatory Committee in any other direction to be without prejudice to Canada's position.

I am to request you to be so good as to inform the Preparatory Committee accordingly.

#### China.

*Letter from the Permanent Office of the Chinese Delegation to the League of Nations, dated March 28th, 1933. (Comments submitted by the Delegates for China at the Lisbon Conference, 1930).*

#### Paragraph 4.

We suggest the addition of :

6. An hourglass shape.
7. A "T" shape.
8. A hemisphere.

#### Paragraph 8.

We suggest the addition of vertical stripes for purposes of differentiation in a channel and of the colour yellow in lieu of white in buoy markings in all channels which are not main channels.

#### Paragraph 10.

We are not in favour of differentiation of the sides marked by rhythm of lights only, and prefer colour differentiation alone if at all possible, particularly for exposed channels.

#### Paragraph 11.

(a) We see no reason why the same colour characteristic should be used for both the case of "main channel to the right" and "channels of equal importance".

(b) Topmarks are not of paramount importance so long as the shape characteristic conforms as far as possible to that of the buoy, but we think there are alternative topmarks preferable to those given.

#### Paragraph 12.

We are inclined to think that this regulation is too indefinite.

#### Paragraph 13.

*Shape.* — The introduction of a distinctive shape for all mid-channel marks is, in our opinion, a needless expense when the spherical shape serves the desired purpose.

*Colour.* — As indicated in comment on paragraph 8, we wish to use vertical stripes at the sides of channels, and we favour horizontal bands, on spherical buoys, for *all* marks which can be passed on both sides, landfall and wreck buoys excepted.

*Light.* — Here, again, we think the provision is too indefinite.

#### Paragraph 14.

*Light.* — This provision is again very vague.

#### General.

To arrive at a scheme of buoyage which will be universally accepted, it will be necessary for the States to give and take. The above comments do not necessarily mean that China should stand fast on all points. The question of lighting is one bristling with difficulties, and exhaustive discussion and exploration of alternatives will be necessary to evolve a universally acceptable scheme.

The United Kingdom Government's scheme, in many of its main principles — such, for instance, as the shapes of the buoys, the allocation of red lights and colours to the port hand,

etc. — is identical with that submitted by us for approval as China's proposals (see under II(a)). Their scheme forms a broad basis for discussion, while the scheme submitted by us is considerably more detailed.

We see no reason why, given a spirit of compromise, an agreement satisfactory to both parties should not be reached on the basis of the two schemes.

#### Denmark.

*Letter from the Permanent Representative of the Danish Government  
to the League of Nations, dated July 12th, 1932.*

The proposals of the United Kingdom, which, both as regards the marking of navigable channels and of wrecks, envisages a wholly lateral marking system in which the position of marks is determined with reference to the main stream of flood time and the general direction taken by the mariner when approaching a harbour from seaward, may be summarised as follows :

1. The chief stress is laid on the shape and colour of the marks.
2. Buoys which are characterised solely by colour and topmarks are not used.
3. The former English principle of using green lights in lighted buoys exclusively for wreck-marking is abandoned.
4. The light characters for the lighted buoys are increased to 3 and 4 flashes (hitherto not used in Denmark), and green light is used also for starboard-hand buoyage. Characters with darkenings, which in Denmark are used in many lighted buoys, do not appear to be used as light characters.

The system which has been in force in Denmark up till now is, like the system proposed by the United Kingdom Government, one of lateral buoyage; but the buoys are not characterised principally by their shape, equal importance being attached to their colour and topmarks. In the main channels, shape is used in combination with colour and topmarks, while in the inner waters the colour and topmarks of the buoys are practically the only means of distinguishing them.

As regards the lighted buoys, Denmark has not hitherto used more than two flashes in the lanterns — principally in order to ensure greater reliability in their working — and the shapes of the lighted buoys are not utilised to characterise the same. Finally, the principle of using lighted buoys with green light for the exclusive purpose of wreck-marking has been consistently acted on by Denmark.

It will appear from the above that the adoption of the proposal of the United Kingdom by Denmark would necessitate very comprehensive and costly changes, involving heavy expenditure for the acquisition of new buoyage material, spherical marks for mid-channel buoyage, lighted buoys, lanterns for the latter, etc. Add to this that the present working methods would have to be abandoned, because marks principally distinguished by their shape must necessarily be so large that they can no longer be maintained and replaced by the piloting and buoyage inspection stations. In other words, more expensive working methods will have to be substituted for the present ones.

Furthermore, the adoption of the United Kingdom proposal would make it impossible to continue the present use of inexpensive broom and straw topmarks, and would necessitate the substitution of considerably more expensive topmarks. The latter consideration is of great economic importance in the case of Denmark, because even a comparatively mild ice period causes the topmarks to be destroyed.

Finally, it appears undesirable to abandon the principle of using green lights for the exclusive purpose of wreck-marking, as this principle has been completely carried through in Denmark and has, as far as the Sound is concerned, been made the subject of an agreement with Sweden, the latter country having, like Finland, adopted the same principle in all its waters.

It is true that the reservation mentioned at the end of the British proposal opens the possibility of the modification of the latter in certain respects, but, even so, the adoption of the proposal must unavoidably involve considerable expenditure. Furthermore, the allocation of large grants for this purpose will undoubtedly result in the reduction of other grants for purposes of much greater importance to navigation, such as the establishment of fog-signalling stations, wireless sounding stations, etc. The expenditure involved by the adoption of the British proposal by Denmark will be so great that the possible benefits of an international buoyage system do not appear to offer sufficient compensatory advantages.

The prospective advantages of such an international system are, moreover, somewhat diminished by the fact that the conditions of navigation differ considerably from one country to another, so that the proposed system will not fit all waters, even with the proposed reservations.



There is not, then, at the present moment, on the part of the Danish Government, any wish to depart from the present system of buoyage.

In view of the prevailing economic situation, the transition to an international buoyage system would at present seem uncalled for, if involving considerable expenditure.

Apart from this, the Danish Government is of opinion that the United Kingdom proposal may possibly serve as a basis of future negotiations when the question of a uniform buoyage system again comes up for discussion at the coming international Conference.

#### **Free City of Danzig.**

*Letter from the Polish Delegation accredited to the League of Nations, Geneva, dated March 14th, 1933.*

[*Translation.*]

The Senate of the Free City of Danzig regards the proposals of the United Kingdom as a satisfactory basis for the discussions of the coming Conference.

It will be for the Conference to arrive at uniformity in regard to such points of detail as the use of topmarks, the characteristics of lights, etc.

#### **Egypt.**

*Letter from the Ministry for Foreign Affairs, Cairo, April 10th, 1932.*

The Egyptian Government states that the competent Egyptian Department has studied the proposals of the Government of the United Kingdom of Great Britain and Northern Ireland, and is of opinion that they might serve as a basis of discussion at the coming Conference on the unification of buoyage and the lighting of coasts.

#### **Spain.**

*Letter from the Ministry for Foreign Affairs, Madrid, May 10th, 1932.*

[*Translation.*]

The Government of the Spanish Republic considers that the proposals of the Government of the United Kingdom of Great Britain and Northern Ireland are suitable for adoption as a basis of discussion at the coming Conference.

If the Conference accepts these or any other proposals, the Spanish Government will have no objection to altering its system of buoyage in order to bring it into conformity with the system adopted by the Conference.

#### **Estonia.**

*Letter from the Ministry for Foreign Affairs, dated May 11th, 1932.*

[*Translation.*]

Estonia is one of those countries which make use of the so-called cardinal system of buoyage. As this system is regarded as more appropriate to local conditions, and gives entire satisfaction to navigators, the Estonian Government does not at present propose to make any changes in it.

It must also be pointed out that the same system of buoyage is in use in the neighbouring countries — viz., Finland, Latvia and the U.S.S.R. Hence, any change made in the system by Estonia alone would only increase confusion in this sphere.

Having decided to maintain the system of cardinal buoyage in the case of Estonia, the Estonian Government does not feel competent to give an opinion as to the details of the proposals of the Government of the United Kingdom of Great Britain and Northern Ireland, and merely expresses the hope that the system of lateral buoyage will in future be uniform in those countries where it is adopted.

#### **United States of America.**

*Letter from the Department of State, Washington, March 7th, 1932.*

The American Government does not feel that it would recommend that the proposals of the United Kingdom be made the basis of discussion on lateral buoyage at the next session of the Conference. It is recalled, in this connection, that recommendations for a uniform system of buoyage were made, prior to the Lisbon Conference of 1930, by the Preparatory Technical Committee, on which the American Government was represented. These recommendations were unanimously held by the Technical Committee to constitute a satisfactory basis for an international Conference; and the American Government, notwithstanding the failure of the Lisbon Conference to reach a final conclusion on the recommendations, sees no reason for departing from the position its representatives have already taken with respect thereto.

The proposals which have been submitted to the Secretary-General by the United Kingdom Government are in large part a reversal of the recommendations made by this Committee. Since the American Government is not aware that the subject has in the meantime been examined by any other officially constituted international body of experts, it does not feel impelled to recommend, as a basis for discussion in an international Conference, new and different proposals which have not been so examined.

Aside from the question of procedure, the American Government also feels that, due to the fundamental differences which exist between the system proposed by the Government of the United Kingdom of Great Britain and Northern Ireland and the long-established buoyage system of the United States, which accords with the more generally employed systems throughout the world, there would be no advantage at this time in a detailed examination or criticism of the United Kingdom proposals by the American Government.

The Secretary of State desires, however, to assure the Secretary-General that the American Government is greatly interested in this subject, especially in view of the extent of its system of buoyage and lighting. The responsible branch of the Government has, in fact, been giving the question further careful study; and the American Government is prepared to consider participation, if the occasion arises, in a new international effort to adopt a uniform system. The Secretary of State desires to point out, however, the difficulties which are likely to arise if an attempt is made to find a solution for the many intricate technical difficulties which exist in a large general Conference without a preliminary study of the problem by a technical group of moderate size. It is believed to be particularly important, in this connection, that due weight be given to the manifest advantage of reaching a solution which will cause a minimum of disturbance of the satisfactory and preponderant world practice.

#### Finland.

*Letter from the Ministry for Foreign Affairs, dated May 20th, 1932.*

[Translation.]

The competent Finnish authorities are quite prepared to accept the proposals of the United Kingdom as a basis of discussion on the question of lateral buoyage at the meeting of the coming Conference.

#### France.

(a) *Letter from the Ministry of Foreign Affairs, Paris, dated March 25th, 1932.*

[Translation.]

I have the honour to inform you that the French Government appreciates the value and very satisfactory character of the proposal made by the Government of Great Britain and Northern Ireland, but that, while agreeing that these proposals should be taken as a basis of discussion at the next session of the Conference for the Unification of Buoyage and the Lighting of Coasts, it nevertheless thinks it should draw attention to the following points :

- (a) The advisability, in the wording of paragraph 10, of granting the right to use both occulting lights and flashes in the lighting of sides of channels ;
- (b) The advisability of granting the right, in paragraph 19, of painting a red or black stripe at the bottom of wreck-marks painted green, in order to show whether they should be passed on the port or starboard hand ;
- (c) The advisability, in considering a draft uniform system of lateral buoyage, of not losing sight of characteristics which should be reserved for cardinal buoyage and which differ from the former.

(b) *Letter from the Ministry of Foreign Affairs, Paris, dated November 12th, 1932 :*

In a letter of May 25th last, I informed you that, subject to certain observations, the French Government agreed that the proposals of the Government of Great Britain and Northern Ireland should be taken as a basis for discussion at the next session of the Conference for the Unification of Buoyage and the Lighting of Coasts.

The British proposals did not, however, appear to be complete, since, on the one hand, they made no mention of the system of cardinal buoyage, which is principally used in the Scandinavian countries and should be unified at the same time as the lateral system, while, on the other hand, it is necessary to provide distinct characteristics for the two systems in order to avoid confusion or interference between them.

For this reason, the French Government has drawn up draft regulations together with an explanatory note intended to supplement the British proposals, while giving the greatest consideration to the observations submitted by the various delegations during the Lisbon Conference.

I have the honour to transmit herewith the proposals of the French Lighthouse Service, and to request you to be so good as to communicate them to all the Governments concerned. (See under III.)

**India.**

*Letters from the India Office, London, May 26th and August 19th, 1932.*

The Government of India agree, subject to the following remarks, with the modified proposals for a uniform system of lateral buoyage put forward by the Government of the United Kingdom of Great Britain and Northern Ireland as a basis of discussion at the next session of the Conference for the Unification of Buoyage and Lighting of Coasts.

Paragraph 26 of the proposals may be further modified so as to provide that their adoption will not necessitate any radical changes in the existing systems in the near future and that any such changes that may have to be introduced may, consistently with the requirements of safe navigation, be spread over the normal period of buoyage maintenance. In other words, the new system may be adopted gradually and the existing buoys and lights may be replaced by new ones of the type required only as and when they wear out in the normal course of their lives.

**Irish Free State.**

*Extract from Circular Letter No. 15.1932.VIII, communicated to Governments on February 5th, 1932.*

The Irish Government is prepared, on behalf of the Irish Free State, to accept the system of buoyage proposed by the United Kingdom Government, and recommends its general acceptance as the most effective means of attaining the desired objective.

**Iceland.**

*Letter from the Permanent Danish Delegation to the League of Nations, dated July 19th, 1932.*

[Translation.]

The Iceland Government approves the system proposed by the Government of the United Kingdom, and has no observations to make on the subject for the present.

**Italy.**

*Letter from the Ministry for Foreign Affairs, dated May 30th, 1932.*

[Translation.]

The Italian Government accepts the proposals of the United Kingdom as a basis of discussion at the future international Conference, and expresses the hope that the Conference (at which it proposes to be represented) will be held in 1933.

**Japan.**

(a) *Letter from the Japanese Delegation accredited to the League of Nations, Geneva, June 4th, 1932.*

[Translation.]

At the Conference for the Unification of Buoyage and the Lighting of Coasts, held at Lisbon in 1930, the various Governments held different views on a certain number of points of importance on which they were unable to reach agreement. The proposals of the United Kingdom, though they comprise a certain number of points on which the Governments concerned came to an agreement at the Conference in question, appear to be based, as regards some of the principal questions, on the line taken by the United Kingdom Government at the Conference, and to go counter to the line taken by the Japanese Government. If, moreover, they were adopted, that would involve changes in the majority of countries in the system of buoyage and would consequently not be very practical. For this reason the Japanese Government fears that, if the coming session of the Conference adopts the United Kingdom's proposals as a basis of discussion, the Conference will inevitably arrive at the same results as the Lisbon Conference. The Japanese Government is accordingly of opinion that it is desirable to ask the opinion of all the interested Powers in preparing the draft which is to serve as a basis of discussion at the coming meeting. The Japanese Government accordingly regrets that it is unable to agree to the United Kingdom's proposals being adopted as a basis of discussion at the coming session of the Conference.

(b) *Opinion issued on July 19th, 1933, by the Japanese Members of the Preparatory Committee on Buoyage.*

[2nd C.B.E./C.P.6.]

We must again quote our letter sent to the League of Nations in June 1932.

As this Committee has decided to discuss the proposals of the United Kingdom of Great Britain and Northern Ireland, we do not hesitate to take part, as far as possible, in the discussion; but, as you will understand, there are some different views on a certain number of points of importance.

The following are our proposals which we have explained to the Committee.

*Definitions.*

3. Characteristic shapes of marks.

To minimise the principal characteristic shapes of marks we suggest two — conical and can (cylindrical).

*Marking of Sides of Channels.*

8. Marks on the two sides of a channel shall be differentiated as follows :

(a) Starboard-hand marks :

Shape : Conical.

Colour : Red.

Topmark (if any) : Red.

(b) Port-hand marks :

Shape : Can (cylindrical).

Colour : Black.

Topmark (if any) : Black.

9. *Numbering or Lettering of Marks.*

If marks at the sides of a channel are numbered or lettered, this numbering or lettering shall commence from seaward; even numbers shall be on the starboard, and odd numbers on the port hand.

10. *Lighted Marks.*

Lights on marks on the two sides of a channel are differentiated by colour or by rhythm, or by a combination of both colour and rhythm — viz. :

(a) Starboard-hand marks : either a white flashing light showing two or four flashes, or a red occulting light.

(b) Port-hand marks : either a white flashing light showing one or three flashes, or a green flashing light, showing odd numbers.

11. *Middle-ground Marks.*

Marks at the ends of middle grounds shall have the following characteristics :

Shape : Cylinder.

Colour : Black and white horizontal bands where the main channel is to the right or the channels are of equal importance; red and white horizontal bands where the main channel is to the left.

Topmarks (if any) :

1. Main channel to the right : Colour painted black.

2. Main channel to the left : Colour painted red.

3. Channels of equal importance : Colour painted black.

13. *Mid-channel Marks.*

Mid-channel marks, where used, shall be as follows (ship should pass the marks on her port side) :

Shape :

Colour : Black and white horizontal stripes.

Topmark (if any) : To be of a distinctive shape.

Light (if any) : To be of a character different from neighbouring lights on marks at the side of the channel.

14. *Isolated Danger Marks.*

Isolated danger marks, where used, shall be as follows :

Shape : Conical.

Colour : Wide black and red horizontal bands, without any white band.

Topmark (if any) : Spherical, painted red.

Light (if any) : Rhythmic, either white or red.

19. *Wreck-marking Buoys.*

Colour : Green.

1. If to be passed on the starboard hand :  
Shape : Conical.  
Light (if any) : Two flashing green.
2. If to be passed on the port hand :  
Shape : Can (cylindrical).  
Light (if any) : One flashing green.
3. If buoy can be passed on either hand :  
Shape : Conical.  
Light (if any) : Single occulting green.

20. *Wreck-marking Vessels.*

(a) Colour : Green with the word " WRECK " or the letter " W " painted in white on both sides.

(b) Shapes :

1. If to be passed on the mariner's starboard hand : Two green balls or shapes in a vertical line not less than six feet apart, from the end of a cross-yard; the lower shape to be not less than fifteen feet above the hull.

2. If to be passed on the mariner's port hand : Three green balls or shapes in a vertical line not less than six feet apart, from the end of a crossyard; the lowest shape to be not less than nine feet above the hull.

*(The rest of the text remains unchanged.)*

(c) Lights : Fixed green lights corresponding in number and arrangement to the shapes described above. A wreck-marking vessel shall not carry the ordinary riding light for a vessel at anchor.

(d) Sound Signals : During fog, mist, falling snow, or heavy rainstorms, a deep-toned bell shall be rung at intervals of not more than thirty seconds as follows :

1. If to be passed on the mariner's starboard hand : Two strokes in succession.
2. If to be passed on the mariner's port hand : Three strokes in succession.
3. If vessel can be passed on either hand : Four strokes in succession.

**Latvia.**

*Letter from the Ministry for Foreign Affairs, Riga, March 8th, 1932.*

[*Translation.*]

The competent Latvian authorities have considered the proposals of the United Kingdom and state that they are prepared to accept them. They at the same time express the hope that the system of buoyage proposed will be of general application.

**Lithuania.**

*Letter from the Ministry for Foreign Affairs, Kaunas, June 7th, 1932.*

[*Translation.*]

The competent Lithuanian authorities have no objection to the proposals of the Government of the United Kingdom being taken as a basis of discussion at the coming Conference.

**Mexico.**

*Letter from the Director of the Permanent Mexican Office to the League of Nations, dated Geneva, June 21st, 1932.*

[*Translation.*]

The Mexican Government would prefer, as a basis for discussion during the projected Conference on Buoyage and Lighting of Coasts, the principles of the Lisbon Conference.

**Monaco.**

*Letter from the Department for Foreign Relations, April 12th, 1932.*

[*Translation.*]

The Government of the Principality is favourably disposed to the proposals of the Government of the United Kingdom of Great Britain and Northern Ireland.

### Nicaragua.

*Letter from the Ministry for Foreign Affairs, dated May 9th, 1932.*

[*Translation.*]

The Foreign Minister has the honour to point out that, as regards the proposals of the United Kingdom Government and their adoption as a basis of discussion at another international Conference, they are largely in contradiction with the system at present in force, so far with satisfactory results, in the countries of the western hemisphere.

This system was supported by all the representatives of the nations of North and South America at the Lisbon Conference in 1930. It had previously been supported by recommendations of the Technical Committee for Buoyage. Nevertheless, it was not possible for the Lisbon Conference to arrive at final conclusions. It would be necessary for the proposals of the United Kingdom to be submitted to an official committee of experts before their adoption as a basis of discussion at a future Conference. Sight should not be lost of the fact that a change of system would cause unexpected confusion among mariners and unnecessary expense to all countries, in circumstances in which not the slightest advantage would accrue from the upsetting of the degree of uniformity of buoyage already existing.

The Government of Nicaragua does not, therefore, feel inclined to recommend the proposals of the United Kingdom Government as a basis for discussion at the future Conference, although it maintains its great interest in co-operating towards a satisfactory solution of the problem.

### Norway.

*Letter from the Norwegian Legation in Berne, dated May 13th, 1932.*

The present system of buoyage in Norway is a combination of the lateral and the cardinal systems, and involves that starboard-hand marks are also used on the western and northern sides of isolated dangers; port-hand marks on the eastern and southern sides. The system is eminently suited to conditions on the coast of Norway, and the Norwegian sailors and maritime institutions wish to retain it.

Any proposal aiming at the introduction of a uniform international system of buoyage which does not admit a combination as stated above must, therefore, be rejected by the Norwegian Government.

Generally speaking, all the parties concerned are of the opinion that the buoyage (and lighting) in Norway should be pursued in accordance with the same lines as at present accepted, at the same time, however, paying attention to any international regulations which might be adopted and which might be used with advantage in Norwegian waters.

The opinion of the Norwegian Government given with respect to the proposals dealt with previously is that their rules and regulations were not suitable for introduction in the buoyage on the Norwegian coast. After the Lisbon Conference, the opinion was also expressed that, as regards Norwegian interests, another conference is neither required nor desirable, and it was recommended that all efforts to suspend further work in this matter should be supported.

As regards the new proposals now made by the United Kingdom Government and covering a uniform system of *lateral* buoyage, the Norwegian Government beg to state :

In contrast to the proposals contained in the "Brown Book" (Geneva, 1929) and dealt with at the Lisbon Conference, the United Kingdom proposals agree in several essential respects with the regulations in force in Norway and with the Norwegian conception of the matter in general.

The colour of *floating marks* on the two sides of a channel is the same as used in Norway. Broadly speaking, also, the shape and topmarks correspond to the Norwegian regulations.

The position of starboard-hand and port-hand marks, according to the proposal, is determined with reference to the main stream of flood tide, or the general direction taken by the mariner when approaching a harbour, river or estuary from seaward. To a certain degree this also is in agreement with the Norwegian system. It would, however, be necessary to make a reservation with regard to the definition of the general direction of the fairway as "when approaching a harbour, etc., from seaward". This definition does not in Norway hold good in all cases where there are two or more inlets to a harbour running in opposite directions.

The marking of isolated dangers is, as before explained, different from that of Norway, as Norway uses here, not lateral, but the *cardinal* system.

The proposal introduced as a whole a greater number of different types of floating marks than what is practicable on the Norwegian coast, if the costs of maintenance, etc., are to be kept at a reasonable level.

The *fixed marks* in use in Norway are mostly of a construction which does not admit that the rules of the proposal can be applied to them.

The proposal regarding colour and rhythm of *lighted marks* forming part of a lateral system cannot be accepted as fixed rules for the arrangement of lighting in Norwegian fairways or in entrances to harbours.

The principal reason for this is that it is necessary in most cases, on account of the nature of Norway's coastal waters, to give these lights a number of coloured sectors.

Regulation No. 26 admits that the provisions may be departed from, where local conditions or exceptional circumstances make it necessary, and particularly if their adoption might endanger navigation or where the expenditure involved would be out of proportion to the traffic concerned.

But an adoption of the proposed system would eventually — for the Norwegian coast — be based on such comprehensive reservations that it would be wholly theoretical.

The Norwegian authorities do not consider it necessary at the present moment to enter upon a more detailed investigation of the particulars of the United Kingdom proposal.

With reference to the above statement, the Norwegian authorities must maintain their former attitude regarding the introduction of a uniform international system of buoyage, and with respect to the question of calling another international Conference on this subject.

#### **New Zealand.**

*Letter from the Prime Minister, dated March 12th, 1932.*

If and when a uniform system of buoyage is adopted, His Majesty's Government in New Zealand would be pleased to take the necessary steps to conform with His Majesty's Government in the United Kingdom in making the necessary changes.

#### **Netherlands.**

*Note from the Ministry for Foreign Affairs, May 31st, 1932.*

[*Translation.*]

The Netherlands Government is, in general, prepared to accept in principle the proposals of the Government of the United Kingdom of Great Britain and Northern Ireland; but they have the following observations to make on these proposals:

1. The proposals relate only to lateral buoyage. It would appear, however, that provision should also be made for a uniform system of cardinal buoyage. Even those countries where the cardinal buoyage system is not at present in force would benefit considerably from such a system, particularly in the case of the marking of dangers in the open sea. In various countries which nominally employ only the lateral system, special marks are used in the buoyage of such spots. The use of these marks is tantamount to the method of marking under the cardinal system.

For greater clearness it would appear desirable that lateral buoyage marks should be clearly distinguishable from cardinal buoyage marks, both in shape and in colour. The establishment of such a distinction has not, however, always been possible in the case of the shape owing to the limited number of shapes available, so that the *cone point upward* topmark will have to be used both in the case of starboard markings in the lateral system and in the case of markings in the northern quadrant in the cardinal system.

The United Kingdom Government proposes the use of a diamond (two cones with a common base) for the marking of channels of equal importance. The diamond is also suggested for buoyage in the eastern quadrant of the cardinal system. Consequently, the use of a combination of a cone and cylinder in place of a diamond would appear preferable in the marking of channels of equal importance.

2. In the case of lighted marks of sides of channels, the United Kingdom proposes an odd or even number of flashes.

It should, however, be noted that this will mean the complete exclusion of occulting lights. As it is presumably not the wish of the United Kingdom Government to exclude the use of occulting lights, it would seem preferable to have recourse to an odd or even number of variations.

The Netherlands Government considers that, if, as a result of the replies received, a new Conference has to be held, it would be desirable to have draft regulations prepared for it by a small committee.

#### **Poland.**

*Letter from the Polish Delegation, Geneva, May 25th, 1932.*

[*Translation.*]

The competent Polish authorities have no reservations to make with regard to the proposals of the Government of the United Kingdom of Great Britain and Northern Ireland.

**Portugal.**

*Letter from the Portuguese Delegation to the League of Nations, Geneva,  
January 19th, 1933.*

[Translation.]

The uniformity of buoyage and maritime signals, though it is not of the same essential importance to navigators as the rules for the avoidance of collisions, would nevertheless be of the utmost value in view of the increased security which it would afford to mariners by eliminating a number of causes of confusion in connection with the movement of vessels and by establishing identical regulations for all ports and channels.

Accordingly, the Portuguese delegation to the International Conference on Buoyage and Lighting of Coasts, which met at Lisbon in October 1930, supported the proposal of the Communications and Transit Committee of the League of Nations, which, while in favour of uniformity of maritime signals, laid down rules and recommendations for the Conference to serve as a basis for discussion capable of leading to the desired uniformity.

But the provisions thus proposed did not receive the necessary unanimous support, mainly as a result of the differences which arose in connection with the proposed preference of the colour red on the port side when coming from the sea.

The use of green on the starboard side when coming from the sea was rejected by nearly all delegations in favour of red and white for the marking of buoys.

The Portuguese Lighthouse Administration is also of opinion that these lights should be red and white, as the visibility of green is much less. The Lighthouse Administration has not, however, any very definite preference as to the side on which these lights should be placed, since the arguments put forward for and against the use of red to port do not appear to it to be very decisive.

Tradition and custom are, it is true, in favour of the use of red to port when coming from the sea, but that is not a sufficient reason for imposing it as a rule. The Lighthouse Administration would be glad to agree to the United Kingdom proposal, and would like to see all countries conform. The Lighthouse Administration is also prepared to support the other provisions of the United Kingdom proposal, on the ground that the chief aim is to arrive at general agreement in the matter.

**Roumania.**

*Letter from the Royal Roumanian Legation accredited to the League of Nations,  
Geneva, June 25th, 1932.*

[Translation.]

The Roumanian Government is quite prepared to accept the proposals submitted by the Government of the United Kingdom of Great Britain and Northern Ireland as a basis for discussion at a future Conference on the subject.

**Siam.**

*Letter from the Ministry for Foreign Affairs, dated May 6th, 1932.*

His Siamese Majesty's Government has no observations to make on the subject, nor on the details of the proposals put forward by the Government of the United Kingdom.

**Sweden.**

*Letter from the Ministry for Foreign Affairs, dated March 24th, 1932.*

[Translation.]

The Royal Government has no objections to the adoption of the proposals of the United Kingdom Government as a basis of discussion at the coming Conference on the unification of buoyage and lighting of coasts.

The competent Swedish authorities have no observations of principle to make in opposition to these proposals; but they reserve the right at the coming Conference to suggest certain changes of detail which the special conditions of navigation in Swedish waters render, in their judgment, desirable (see under V).

The Royal Government is of opinion that, in view of the present economic and financial situation of the world, it would be preferable to postpone the meeting of the Conference at present proposed for the current or following year to a future date. It is convinced that other Governments will be equally desirous in coming years of avoiding the expenditure occasioned — apart from the cost of the Conference itself — by the adaptation of existing buoyage to such rules as the Conference may adopt.

**Union of South Africa.**

*Letter from the Department of External Affairs of April 19th, 1932.*

The Government of the Union does not desire to make any observations on the matter, as the buoyage on the Union coasts is negligible.



**Union of Soviet Socialist Republics.**

*Letter from the People's Commissariat for Foreign Affairs, dated January 3rd, 1933.*

[Translation.]

The U.S.S.R. Government does not consider any change in the existing system of lateral buoyage to be desirable, and is not therefore in favour of the adoption of the proposals of the United Kingdom Government.

**Uruguay.**

*Letter from the Ministry for Foreign Affairs, dated June 3rd, 1932.*

[Translation.]

The Uruguayan Government does not consider it desirable to make changes in the existing system of buoyage.

**Venezuela.**

*Letter from the Ministry for Foreign Affairs, dated January 27th, 1932.*

[Translation.]

The Venezuelan Government is prepared to accept such regulations as may result from the labours of the coming Conference on buoyage and lighting of coasts.

**Yugoslavia.**

*Letter from the Permanent Delegation of the Kingdom of Yugoslavia, Geneva, dated June 23rd, 1932.*

[Translation.]

The Royal Government has no observations to make on the subject of the proposals of the Government of the United Kingdom of Great Britain and Northern Ireland in regard to a uniform system of lateral buoyage, and is of opinion that these proposals are suitable to serve as a basis of discussion at the coming Conference for the unification of buoyage and the lighting of coasts.

At the same time, the Royal Government has the honour to point out that, in view of current budgetary economies, the Yugoslav Maritime Administration is not in a position to undertake the new expenditure which would be required for the adaptation of the existing system of the lighting and buoyage of coasts to conform with the recommendations in question.

Consequently, these proposals, if adopted by the coming Conference, cannot imply any undertaking on the part of the Royal Government, so far as the near future is concerned, in connection with changes in the existing system of the lighting and buoyage of coasts.

Nevertheless, the Royal Ministry of Communications will not fail to take the necessary steps, within the limits of the material and financial resources at its disposal, and without any undertaking as to time-limits, gradually to introduce the desired changes so as to bring the present system of the buoyage and lighting of coasts progressively into conformity with the uniform system approved by the Conference.

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V. OBSERVATIONS OF THE ROYAL SWEDISH ADMINISTRATION OF PILOTAGE, LIGHTHOUSES AND BUOYAGE CONCERNING A UNIFORM SYSTEM OF LATERAL BUOYAGE, AS PROPOSED BY THE UNITED KINGDOM AUTHORITIES (I); AND A UNIFORM SYSTEM OF LATERAL BUOYAGE AND A UNIFORM SYSTEM OF CARDINAL BUOYAGE, AS PROPOSED BY THE FRENCH LIGHTHOUSE SERVICE (III).

[2nd C.B.E./C.P.2.]  
March 31st, 1933.

A rough estimate of the number of floating marks in the European waters gives about 7,000 conical, cylindrical and spherical buoys and about 26,000 spar-buoys (spars) in position in the said waters, the spars chiefly being in the Baltic. Although the figures are very approximate, they seem to offer an excellent argument in favour of the demand that rules concerning the use of spars should be included in the regulations, and not merely in the form of a reservation, but as an addition.

This opinion is very strongly supported by the competent authorities in the countries of Northern Europe and constitutes one of the principal motives of the following proposals.

Spars in the waters of the northern countries of Europe consist of tree-trunks, the biggest ones being about 18 metres long. A float is attached to the middle of these spars and they are balanced in such a way that they remain upright when anchored. The slender body of these spars necessitates the use of topmarks in order to give a distinct character to the signals. In order that a spar may be easily distinguished from others of the same kind situated in the neighbourhood, the number of the topmarks is varied. The expedient of painting numbers or letters on these signals would evidently not be practicable.

THE UNITED KINGDOM PROPOSALS CONCERNING A UNIFORM SYSTEM OF LATERAL BUOYAGE (I).

DEFINITIONS : 3. CHARACTERISTIC SHAPES OF MARKS.

On account of the previous remarks, the text under this heading should be given the following wording :

“ From the standpoint of the mariner, four principal characteristic shapes of marks are recognised, as follows :

- |                |   |  |
|----------------|---|--|
| Ordinary buoys | { | 1. Upper part pointed ; known as ‘ conical ’ ;             |
|                |   | 2. Upper part flattened ; known as ‘ can ’ (cylindrical) ; |
|                |   | 3. Upper part rounded ; known as ‘ spherical ’ ;           |
|                |   | 4. Spar buoys (spars).                                     |

“ These shapes are formed either by the body of the mark or by a superstructure secured to the mark.”

DEFINITIONS : 4. CHARACTERISTIC SHAPES OF TOPMARKS.

Spars are very often provided with “ brooms ” instead of cones. Consequently, the last sentence of the paragraph should be altered to read as follows :

“ This appearance may be attained by intersecting plates of the requisite sections, by openwork constructions (cages), or by ‘ brooms ’.”

MARKING OF SIDES OF CHANNELS.

In order to diminish the cost of the numerous spars in the northern waters of Europe, and to make these floating marks appropriate to climatic conditions in winter, there has hitherto existed — especially in the Swedish and Norwegian system of buoyage in channels — a certain liberty as to the use of topmarks on spars.

In Sweden, for instance, red spars in channels are always provided with “ brooms ” ; black spars, on the other hand, generally have no topmarks, but have, as a rule, white tops in order to attain satisfactory visibility against land as a background. This system has proved to be quite satisfactory.

In the channels of Norway, extensive use is made of very thick spars (poles), the tops of which are either pointed or flattened, thus presenting the appearance of conical buoys or can buoys. As these floating marks are anchored in comparatively narrow channels, there is no need to differentiate between them by means of topmarks. According to available information, this system is proving satisfactory.

For these reasons, and taking into account the general remarks at the beginning of this memorandum, it is considered that the scope of the first part of the paragraph should be extended and its wording altered in the following way :

“ 8. Marks on the two sides of a channel shall be differentiated as follows :

“ (a) *Starboard-hand marks* :

“ Shape : Conical buoy or spar buoy (spar).

“ Colour : Black, or, with regard to ordinary buoys, for purposes of differentiation, black and white chequers, or, in respect of spars, for purposes of visibility, black with white top.

“ Topmark (if any) : A cone point upwards, painted black.

“ (b) *Port-hand marks* :

“ Shape : Can (cylindrical) buoy or spar buoy (spar).

“ Colour : Red, or, with regard to ordinary buoys, for purposes of differentiation, red and white chequers.

“ Topmark (if any) : A vertical cylinder painted red.

“ *N.B.* — If the upper part of the spars has not a conspicuous shape of a cone or a ‘ can ’, topmarks should be used on the spars on one side of the channel. Brooms used as topmarks may have their original colour.”

#### MIDDLE-GROUND MARKS.

The text of the second and sixth lines of the paragraph should be altered to read as follows :

Second line : “ Shape : Spherical buoy or spar buoy (spar).”

Sixth line : “ Topmarks : compulsory only on spars.”

#### ISOLATED DANGER MARKS.

As the topmark constitutes a more distinctive part when fixed to a spar than it does when attached to an ordinary buoy, it is desirable that the topmark of an isolated danger mark should be black and red.

Consequently, the text of the second and fourth lines of the paragraph should be altered to read as follows :

Second line : “ Shape : Spherical buoy or spar buoy (spar).”

Fourth line : “ Topmark (compulsory only on spars) : Black and red.”

#### MARKING OF WRECKS.

The text concerning *wreck-marking buoys* should be altered to read as follows :

“ 19. *Wreck-marking buoys* :

“ Colour of body and topmark : Green ; if practicable, the letter ‘ W ’ in white on the body.

“ 1. If to be passed on the *starboard hand* :

“ Shape : Conical buoy or spar buoy (spar).

“ Topmark (compulsory only on spars) : A cone point upwards.

“ Light (if any) : Triple-flashing green.

“ 2. If to be passed on the *port hand* :

“ Shape : Can (cylindrical) buoy or spar buoy (spar).

“ Topmark (compulsory only on spars) : A vertical cylinder.

“ Light (if any) : Double-flashing green.

“ 3. If the mark can be passed on *either hand* :

“ Shape : Spherical buoy or spar buoy (spar).

“ Topmark (compulsory only on spars) : A sphere.

“ Light (if any) : Single-occulting green.”

As it may happen that buoys of the above-mentioned different shapes are not available for wreck-marking purposes, the following note should be added :

“ *N.B.* — If buoys of the above-mentioned different shapes are not available for wreck-marking purposes, other buoys may be used. Topmarks then are compulsory. They may be shown on a separate floating signal, painted green, and anchored at the side of the buoy.”

## PROPOSALS OF THE FRENCH LIGHTHOUSE SERVICE CONCERNING UNIFORM SYSTEMS OF LATERAL AND CARDINAL BUOYAGE (III).

### CHAPTER I. — GENERAL.

The contents of this chapter correspond on the whole to the proposals of the British authorities, altered in conformity with the remarks made above. The scope of Article 5, however, should be extended so as to allow the use of spars in the lateral as well as in the cardinal system.

### CHAPTER III. — CARDINAL SYSTEM.

The general opinion concerning the lateral and cardinal systems indicates that the lateral system is, as a matter of course, to be preferred for the buoyage of channels, river mouths and estuaries, and that the cardinal system is well adapted for the buoyage of shoals in open sea. This opinion is strongly supported by the Swedish authorities and mariners, and the Swedish system of buoyage has for a long time been lateral in channels and cardinal in open sea.

Experiments concerning the colour of floating signals have confirmed the opinion that, in open sea, buoys and spars the upper part of which is painted black or red are distinctly more visible than buoys and spars the upper part of which is painted white. Consequently topmarks should also be painted black or red, or be made of a dark-coloured material (brooms, for instance). Finally, it has been proved, as regards signals painted black and white or red and white, that, the larger the surface painted in a single colour, the more visible and characteristic is the signal. For example, ordinary buoys and spars with a few dark and white horizontal bands are more distinct than such marks with several bands of this kind.

With reference to spars in the cardinal system, the opinion has been expressed that signals should be distinguishable even if deprived of their topmarks and partly submerged. This view seems quite reasonable ; it is dangerous, however, to exaggerate its importance, thereby neglecting the claims of visibility and distinguishing features at a distance or in the shade. In the first place, the spars of the cardinal system must be of such shape and have such colours that, at a safe distance, even in haze or misty weather, they may easily be distinguished one from the other. Secondly, special arrangements might be made in respect of damaged or partly submerged signals. These arrangements, however, should not have anything to do with the regulations concerning universal systems of buoyage.

The difficulty of finding a system of cardinal buoyage which would not only satisfy the demands of authorities in different countries, but which would also be suitable for adoption as a uniform system, is so great in itself that it should not be rendered still more complicated by undue consideration being given to the cardinal system for wreck-marking. Denmark and Sweden, however, had already concluded an agreement many years previously concerning marking of wrecks. This agreement, appropriate provisions of which have also been adopted by Norway and Finland, constitutes a cardinal system, which does not interfere with the cardinal system for marking of shoals. The said system, slightly modified, was proposed by the author of this memorandum at the Conference at Lisbon in 1930, and was unanimously accepted as a cardinal system for wreck-marking, though the whole question of buoyage was afterwards postponed. As will be explained later, this system may be modified without difficulty in such a way as to be in agreement with the French scheme for cardinal wreck-marking.

#### *Article 13. — Assignment of Characteristics among the Quadrants.*

The French proposal concerning floating signals of the cardinal system may be considered as an endeavour to conciliate the different views in the matter. The proposal, however, in the opinion of the author of this memorandum, contains certain weaknesses, which it would seem necessary to remedy.

As regards the cardinal buoyage with spars, for instance, the proposal authorises the use as signals, in the southern and eastern quadrants, of spars which resemble each other in a confusing manner. If the spars in the eastern quadrant were to be painted red below and white above and provided with a *red* topmark, consisting of two cones base to base, the mariner might very easily mistake this signal for the one used in the southern quadrant. It

is true that the shapes of the topmarks are different, but both these signals must appear to the mariner as red spars with a white belt. This is by no means satisfactory.

Fortunately, this serious inconvenience might easily be remedied, simply by transferring the white belts to the signals in the western and eastern quadrants and the white lower parts to the signals in the northern and southern quadrants. This arrangement would render unnecessary the inclusion of special provisions regarding the different colours to be used on spars. If the authorities of a certain country consider it necessary that signals be distinguishable even if deprived of their topmarks and partly submerged, there is always the expedient of providing the tops of the spars, ordinarily covered by topmarks, say with a narrow band painted in a contrasting colour. Such special arrangements, however, should not be dealt with in the regulations concerning a uniform lateral system of buoyage. They belong to the special provisions, which may be adopted and notified by the respective authorities.

In view of these circumstances and the general remarks in the beginning of Chapter III, the directions of Article 13 should be altered in the following way :

“ 1. Danger marks are characterised as follows in the different quadrants :

“ *Northern quadrant* (NW. to NE.) :

“ Shape : Conical buoy or spar buoy (spar).

“ Colour : Black above, white below.

“ Topmark (if any) : A cone, point upwards, painted black.

“ Light (if any) : White, with even number of variations or quick-flashing.

“ *Southern quadrant* (SE. to SW.) :

“ Shape : Can (cylindrical) buoy or spar buoy (spar).

“ Colour : Red above, white below.

“ Topmark (if any) : A cone, point downwards, painted red.

“ Light (if any) : Red preferably, or white ; odd number of variations or interrupted quick flashes.

“ *Eastern quadrant* (NE. to SE.) :

“ Shape : Conical buoy or spar buoy (spar).

“ Colour : Red with wide white median band.

“ Topmark (if any) : Two cones base to base, painted red.

“ Light (if any) : Red preferably, or white ; even number of variations or quick flashes.

“ *Western quadrant* (SW. to NW.) :

“ Shape : Can (cylindrical) buoy or spar buoy (spar).

“ Colour : Black with wide white median band.

“ Topmark (if any) : Two cones point to point, painted black.

“ Light (if any) : White with an odd number of variations or interrupted quick flashes.

“ *N.B.* — In the eastern quadrant, ogival buoys may be used instead of conical buoys, and in the western quadrant spindle-shaped (spool-shaped) buoys instead of can buoys.

“ The use of topmarks is compulsory on spars and is recommended for spindle-shaped buoys. In exceptional cases, topmarks on spars may be omitted for climatic reasons, or owing to the special nature of the traffic.

“ Topmarks may be repeated above each other in order to facilitate differentiation between similar marks. It will then be sufficient to repeat the lower cone for the east or west.

“ Brooms used as topmarks may have their original colour.”

#### CHAPTER IV. — WRECKS.

The British and the French proposals concerning the lateral system of wreck-buoyage are practically identical. The British proposal, amended according to the suggestions contained in this memorandum, is, however, to be preferred. Taking into consideration the importance of saving gas, the French proposal concerning the character of light for buoys marking a wreck to be passed on either hand deserves attention.

##### *Article 16. — Characteristics in the Case of the Cardinal System.*

The system for marking wrecks in Swedish and adjacent waters is simple. It has been in practical use for more than fifty years and has proved to be very satisfactory. Consequently, this system, modified in order to be acceptable from an international point of view, seems to be more expedient than the somewhat complicated system contained in the regulations of the French proposal. It should be borne in mind that, as a rule, the necessity of wreck-marking arises suddenly, and that a complicated system for such marking renders the work more difficult and also, perhaps, less efficient.

According to this view, the following proposal concerning wreck-marking in the cardinal system is recommended. As will be observed, the signal in the southern quadrant has a white top. This deviation from the rule that signals of the cardinal buoyage should have dark tops may not, in connection with wreck-marking, be considered as inconvenient.

“ 1. *For signals in the northern quadrant (NW. to NE.) :*

“ Shape : Conical buoy or spar buoy (spar).

“ Colour : Green above, white below.

“ Topmark (compulsory only for spar buoys) : A cone, point upwards, painted green.

“ Light (if any) : Green, quick-flashing.

“ 2. *For signals in the southern quadrant (SE. to SW.) :*

“ Shape : Can (cylindrical) buoy or spar buoy (spar).

“ Colour : White above, green below.

“ Topmark (compulsory only for spar buoys) : A cone, point downwards, painted green.

“ Light (if any) : Green, interrupted quick flashes.

“ *N.B.* — If buoys of the above-mentioned different shapes are not available for wreck-marking purposes, other buoys may be used. Topmarks are then compulsory. They may be shown on a separate floating signal, painted green, and anchored at the side of the buoy.”

As regards the use of wreck-marking vessels, the French proposal recommends one kind of signal for the two northern and eastern quadrants and another for the two southern and western quadrants. This system will not render good service in practice. It is absolutely necessary to limit the use of the two different signals to two opposite quadrants. According to the system in use in Sweden, the quadrants are N. to E. and S. to W. ; in the proposed international system the northern (NW. to NE.) and the southern (SE. to SW.) quadrants should be preferred. This circumstance has been observed in the above proposal concerning buoys and spars.

The French directions concerning wreck-marking vessels recommend as one of the signals the use of four lights in a vertical line. As the distance between the lights — according to the British proposal — should be not less than six feet and the lowest light be placed not less than nine feet above the hull, it seems proper to hoist the lowest light (white, according to the French proposal) to another suitable place in the rigging. In the opinion of the author of this memorandum, this extra light — shown from a wreck-marking vessel in the cardinal system — should be *red* and hoisted at one of the mastheads.

The directions concerning the use of wreck-marking vessels consequently should be the following :

“ 5. *Vessel in the northern quadrant (NW. to NE.).*

“ It shall carry :

“ A conical shape above a spherical shape in a vertical line and painted green.

“ Two green lights in a vertical line and a red light at the masthead.

“ 6. *Vessel in the southern quadrant (SE. to SW.).*

“ It shall carry :

“ Two cylindrical shapes over a spherical shape in a vertical line and painted green.

“ Three green lights in a vertical line and a red light at the masthead.”

The change of lights to two green lights in the northern and three green lights in the southern quadrant has been undertaken in order to get a closer correspondence to the day-signals.

#### *Article 17. — Fog-Signals on Wreck-marking Vessels.*

The last two lines of the article should be altered as follows :

“ Six strokes in groups of four and two, if the vessel is anchored NW. to NE. of the wreck ;

“ Seven strokes, in groups of four and three, if the vessel is anchored SE. to SW. of the wreck.”

CHAPTER V. — SPECIAL MARKS AND MISCELLANEOUS INDICATIONS.

*Article 20. — Isolated Danger Marks.*

The text should be altered to read as follows :

“ Isolated danger marks shall have the following characteristics :

“ Shape : Spherical buoy or spar buoy (spar) ;

“ Colour : Wide black and red horizontal bands, separated by a narrow white band ;

“ Topmark (compulsory only on spar buoys) : Black and red.

“ Light (if any) : Rhythmic, either white or red.”

\* \* \*

The proposals of the British and French authorities concerning uniform systems of buoyage, altered in conformity with the observations of the author of this memorandum, will, if accepted, cause very extensive changes of the Swedish buoyage, and, in that respect, especially a complete reverse of the cardinal system and of the rhythms of many hundred lateral land-lights. From an international point of view, however, the proposals, when modified in this way, will constitute practical and appropriate directions for a uniform system of buoyage.

There is no doubt that certain buoyage authorities, owing to local conditions or exceptional circumstances, will be compelled to depart in some way from the directions of any system of regulations. As regards the lateral system, Sweden, for instance, will most certainly adhere to the use of red spars with brooms, point downwards, instead of red spars with cylindrical topmarks. As such deviations will exclusively be caused by necessity, they may not be expected to detract from the advantage of a uniform system of buoyage.

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VI. OBSERVATIONS BY THE PORTUGUESE GOVERNMENT ON THE  
DRAFT REGULATIONS AND EXPLANATORY NOTE DRAWN  
UP BY THE FRENCH LIGHTHOUSE SERVICE CONCERNING A  
UNIFORM SYSTEM OF LATERAL BUOYAGE AND A UNIFORM  
SYSTEM OF CARDINAL BUOYAGE (III).

[2nd C.B.E./C.P.4.]  
July 6th, 1933.

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The draft Regulations submitted by the French Lighthouse Service do not essentially modify the proposal of the Government of the United Kingdom of Great Britain and Northern Ireland concerning a system of lateral buoyage (I) in the section affecting Portugal. As the system proposed has been officially adopted in Portugal since 1924, the Lighthouse Service endorses it and is gratified at the support given by the French Lighthouse Service to a proposal which was supported by the Portuguese delegation at the International Conference on the Unification of Buoyage and Lighting of Coasts held at Lisbon from October 6th to 23rd, 1930.

As the cardinal system is of no interest to Portugal, the Lighthouse Service merely expresses the hope that the general agreement essential on such an important question will finally be secured.

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Geneva, December 15th, 1933

**LEAGUE OF NATIONS**

Organisation for Communications and Transit

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**ROAD  
SIGNALLING**

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RECOMMENDATIONS AND PRESCRIPTIVE  
RULES ADOPTED BY THE EUROPEAN  
CONFERENCE ON ROAD TRAFFIC AND THE  
PERMANENT COMMITTEE ON ROAD TRAFFIC<sup>1</sup>

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<sup>1</sup> This booklet replaces document C.23.M.17.1929. VIII.

Series of League of Nations Publications

VIII. TRANSIT ✓

1934. VIII. 1.

Geneva, December 15th, 1933.

Since its session in Vienna in April 1927, the Permanent Committee on Road Traffic has studied the question of the unification of the various signs and signals used for road traffic both in and outside urban areas. The results of these studies were first brought to the knowledge of the different countries and of the public in the form of recommendations (documents C.15.M.8.1928.VIII and C.23.M.17.1929.VIII).

The favourable reception accorded to these recommendations and the urgent requests to the Committee for intervention received from outside led the Committee to think that the object in view would be more satisfactorily and more rapidly attained by means of a Convention codifying a part of the Committee's proposals. A draft Convention was accordingly prepared by the Committee, and was used as a basis for the drawing up of the Convention concerning Unification of Road Signals by the European Conference on Road Traffic held under the auspices of the League of Nations in 1931.

A part of the Committee's work has therefore already been embodied in a Convention. Other more recent results of the Committee's labours have been condensed into recommendations. The present report contains extracts from the Convention concerning Unification of Road Signals together with the recommendations of the Permanent Committee on Road Traffic.

A. SIGNS PRESCRIBED BY THE CONVENTION CONCERNING THE UNIFICATION OF ROAD SIGNALS, CONCLUDED AT GENEVA ON MARCH 30TH, 1931.

The international system of road signalling shall comprise the classes of signs described below. When the colours to be used are optional, it is understood that throughout each country they must always be the same for any one signal, save when used for an exceptional purpose.

I. DANGER SIGNS.

Signs of this class must be triangular. Their purpose is to warn drivers of the approach of danger. They comprise:

(1) Signs established by the International Convention relating to Road Traffic of April 24th, 1926 (figures 1 to 5 and 7, Table I).

(2) A sign denoting other dangers than those referred to in paragraph 1 above. This sign consists of a full triangle with the point upwards, with a vertical bar in the middle (figure 6, Table I).

When a full sign cannot be used on account of atmospheric conditions<sup>1</sup>, the triangle may be hollow. In this case, it need not have the vertical bar (figure 7, Table I).

The sign must be placed perpendicularly to the road at a distance of not less than 150 metres and not more than 250 metres from the obstacle, unless this is impossible on account of local conditions. When the distance between the sign and the obstacle is considerably less than 150 metres, special arrangements must be made.

(3) A sign for priority of passage (figure 8, Table I). This sign, consisting of a full triangle with the point downwards, informs the driver that he must give way to vehicles moving along the road to which he is coming.

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<sup>1</sup> This refers to conditions resulting from the climate of certain countries.

This sign must be placed at a suitable distance from the junction of the two roads to be decided by the special circumstances of each case.

Signs placed in the immediate vicinity of level crossings (St. Andrew's Cross, etc.) to which the provisions of the Convention do not refer are not affected by the preceding provisions.

## II. SIGNS GIVING DEFINITE INSTRUCTIONS.

Signs of this class must be circular. They indicate an order, which may be either in the nature of a prohibition or of an injunction, issued by the competent authorities.

### I. *Signs prohibiting Passage.*

For these signs, *the colour red must clearly predominate* and must be used so as to bring into relief the general contour of the sign. The other colours to be used are optional except in the following cases:

(a) *Road closed to all vehicles*: A red disc with a round white or pale yellow centre (figure 1, Table II).

(b) *One-way road* or "*entrance prohibited*": A red disc with a white or pale yellow horizontal bar (figure 2, Table II).

(c) *Passage prohibited for certain classes of vehicles*: The sign (a) above is to be used, but must indicate, by means of a suitable figure placed in the white or pale yellow centre, the class of vehicle to which prohibition refers (figures 3 to 5, Table II).

(d) *Weight-limit*: In order to prohibit the passage of vehicles exceeding a certain weight, a figure expressing the weight-limit in tons must be inscribed on the white or pale yellow centre of signs (a) or (c) above (figures 6 and 7, Table II).

(e) *Speed-limit*: In order to prohibit driving in excess of a certain speed-limit, the figure expressing this limit in kilometres (miles) per hour must be inscribed on the white or pale yellow centre of sign (a) above (figure 8, Table II).

(f) *Waiting prohibited*: This sign shows that waiting is prohibited at the side of the public road where it is placed. The centre of the disc must be blue, surrounded by a wide red border with a diagonal red stroke (figure 9, Table II). It may bear inscriptions giving information as to the hours during which waiting is prohibited, etc.

(g) *Parking prohibited*: Red disc with circular centre in white or pale yellow bearing the letter P with a diagonal red stroke (figure 10, Table II).

## 2. Signs indicating an Obligation.

(h) *Direction to be followed*: This sign shows, by means of an arrow, the direction to be followed by vehicles in accordance with regulations (figure 11, Table II). The choice of colours is optional, provided that *red* shall never predominate. That colour should be entirely excluded if the ground of the disc is blue (in order to avoid any confusion with signal (f) above).

(i) *Stop near a Customs-house*: This sign indicates the presence of a Customs-house, in the vicinity, at which the traveller has to stop.

The sign is a red disc with round centre of white or pale yellow with a dark horizontal stroke. The word "Customs" must appear on the disc in the languages of the frontier countries or at any rate in the language of the country in which the sign is placed (figure 12, Table II).

## III. SIGNS GIVING INDICATIONS ONLY.

Signs of this category should be rectangular in shape. The choice of colours is optional, it being understood that the colour red should never predominate.

(a) *Sign indicating authorised parking-place*: This sign shows the place where vehicles may be parked. Rectangular plate, blue for choice, bearing the letter P. It may also have inscriptions giving further information such as the period during which parking is allowed (figure 1, Table III).

(b) *Sign recommending caution*: This sign shows that drivers of vehicles must take particular care by reason of the danger which may be caused to other users of the road (for instance, when approaching a school, a factory, etc.).

The sign consists of a rectangle, the body of which is of a dark colour, on which is shown a white or pale yellow equilateral triangle (figure 2, Table III).

The purport of the sign may be shown by a notice in writing or a figure.

(c) *Sign showing place at which a first-aid station can be found*: This sign indicates that there is a first-aid station in the neighbourhood, organised by an officially recognised association. *It is recommended* that it should consist of a rectangle, the shorter (horizontal) side of which should measure two-thirds of the longer side, the body of the plate being of a dark colour, surrounded by a white stripe, and the centre of the plate bearing an appropriate emblem within a white square, the sides of which are not less than 0.30 metre in length (see, as an example, figures 3 and 3bis, Table III).

(d) *Place or direction signs*: These signs either indicate a place or else the direction of one or more places with or without specifying the distance. When they indicate direction, one of the shorter sides of the rectangle may be replaced by an arrow-head (see as an example figures 4 and 5, Table III).

\* \* \*

#### GENERAL PROVISIONS FOR THE APPLICATION OF THE CONVENTION.

The Convention concerning the Unification of Road Signals further includes the following provisions:

Steps shall be taken to replace signs which, although they have the distinguishing features of a sign belonging to the international system, are used with a different meaning (Article 2).



The signs described above shall, as far as possible, be the only ones placed on the roads for the regulation of traffic.

Should it be necessary to introduce some other sign, it shall conform to the classes specified above as regards its general shape and colour (Article 3).

The contracting parties will prohibit the posting on a public highway of any boards or notices of a description which might be confused with the approved signs or make these more difficult to read. The contracting parties will also, so far as in their power lies, prevent any such boards or notices from being placed in the vicinity of a public highway.

The contracting parties, with a view to rendering the system of signals as efficacious as possible, will endeavour to limit the number of approved signs to such as may be strictly necessary.

The contracting parties will prohibit any irrelevant notice from being affixed to an approved sign if, in their opinion, that notice is such as to obscure the sign or interfere with its character (Article 4).

## B. RECOMMENDATIONS OF THE PERMANENT COMMITTEE ON ROAD TRAFFIC.

### I. MEASURES FOR RENDERING DAY SIGNS VISIBLE AT NIGHT.

While recognising the importance to road traffic of good nocturnal visibility of the various signs, and above all of danger signs, the Committee draws attention to the advantages offered by the use of different types of reflectors placed on the signs themselves or close to them.

The Committee considers it essential that every road on which all vehicular traffic is prohibited (*e.g.*, a road which has been closed) should be clearly marked at night by a red light or red reflector.

Further, in towns, the signs necessary for safety or orderly traffic should be easily visible at night; in any case, the signs prohibiting passage should be replaced or duplicated at night by a red light.

## II. LIGHT SIGNALS.

At its eighth session held at Geneva from May 29th to June 1st, 1933, the Committee adopted the following resolution:

“The Permanent Committee on Road Traffic,

“Notes that it is clear from the information supplied by the members of the Committee that, so far as concerns the question of regulating traffic at cross-roads by means of light signals, there are at present in Europe two main systems:

“(1) The one-colour system, which is used, for instance, in France, the only colour used being red—meaning stop;

“(2) The three-colour system, which is used, among other countries, in the United Kingdom, Germany and Italy, in which red means stop, green means all clear, and, as an intermediary signal, amber, the exact meaning of which should be made uniform and decided on.

“The Committee is of opinion that the one-colour system has the advantage of being simple; the three-colour system has the advantage of making it possible to make finer distinctions in the information given, thus making it easier for drivers to stop less abruptly and in sufficient time in all cases.

“On the other hand, in countries which do not make the driving licence for all kinds of vehicles subject to medical examination at suitable intervals, or which do not contemplate refusing the driving licence to colour-blind persons, the Committee considers that the one-colour system should be recommended. In any case, the Committee is of opinion that the two systems defined above, as between which the Governments should remain free to choose, are the only ones which should be contemplated, for, otherwise, unfortunate complications would arise, and that the system should be uniform as within each country.

“As for the exact meaning of the amber signal, the Committee, after having been informed of the use

which is made of it in the chief countries which use the three-colour system, is of opinion that the meaning should be the following:

“(1) For a driver who has not yet entered the cross-roads the amber signal forbids him to enter the said cross-roads;

“(2) In the case of a driver who has already entered the cross-roads, the amber signal orders him to clear the crossing.

“So far as concerns signals for obstacles round which the driver has to drive his car, such as a refuge, the Committee draws attention to the fact that it is undesirable to use either red or green; orange might be used. In any case, such obstacles should be signalled in the same manner throughout each individual country.”

### III. SIGNALS TO BE MADE BY TRAFFIC POLICE.

*Traffic police should be so equipped and stationed as to be visible to all road users.*

The signals to be made by traffic police shall be as follows:

First signal — “Stop” in the case of vehicles approaching the officer from in front: *arm raised vertically, either palm of the hand to the front or hand holding white baton vertically* (see Table IV, Fig. 1).

Second signal — “Stop” in the case of vehicles approaching the officer from behind: *arm extended horizontally, either palm of the hand to the front or hand holding white baton horizontally* (see Table IV, Fig. 2).

Third signal — “Stop” for vehicles approaching both from in front and from behind the officer: *One arm raised vertically, palm of the hand to the front, the other extended horizontally, palm of the hand to the front* (optionally, with right hand holding a white baton) (see Table IV, Fig. 3).

Fourth signal — “Move forward”: *beckoning gesture with the hand and forearm towards the body*. This signal, to be clearly visible, should be made with the hand and

forearm well above the shoulder-level. It can be made facing forwards or sideways, according to whether it is intended for vehicles approaching the officer from in front or on the right or the left (see Table IV, Fig. 4).

The system described above, which has been recommended by the Committee since 1929, is applied in all its essentials in the United Kingdom, Czechoslovakia, Finland, France, Roumania, Sweden and Switzerland and has the approval of the International Touring Alliance, International Association of Recognised Automobile Clubs, International Union of Towns. A simplified system, the principles of which are substantially in keeping with those of the system described above, but which reduces the number of signs to be made by the police, is in application in Germany and Italy and will probably be introduced into Spain.

Certain simplifications may of course be introduced into the practice of the different countries, but it is understood that the following rules shall be observed:

*The signals shall be easy to understand and their number reduced to a minimum.*

*Each country shall adopt a single system of signals to be made by traffic police.*

*The system indicated in Table IV does not preclude the use by traffic police of such additional signals as may be required by local traffic conditions.*

#### IV. SIGNALS TO BE MADE BY DRIVERS OF MOTOR VEHICLES.

The Committee re-examined its previous recommendations and noted that there were certain disadvantages attached to the proposal for two systems of signals to be made by drivers of motor vehicles, one category of signals for the benefit of other road users and the other for the traffic police, since these different signals would have to be made almost at the same time.

Furthermore, whereas drivers of closed cars and of most motor lorries cannot make the necessary signals in

such a manner as to be fully visible both from the front and from the rear in order to show their intention of changing direction or stopping, unless they use mechanical devices, the Committee adopted the following resolution:

“The Committee,

“Considers that the signals recommended in its previous report, which must be made either to give information to road users or to warn traffic police, lead in practice to difficulties, seeing that both signals cannot be made simultaneously or almost simultaneously;

“And that it is preferable to employ a single signalling system to give the necessary information to road users, including pedestrians and traffic police.

“At present, in order to give notice of a change of direction in the absence of a mechanical device, the Committee considered that the driver, whether he intends to turn to the left or to the right, should put out his arm on the side on which he is sitting, the only difference between the warnings ‘I am going to the left,’ and ‘I am going to the right’, being that, in the one case, the arm should be kept steady while, in the other case, it should be moved up and down. This distinction between the motionless arm and the moving arm is, however, apt to cause confusion. In practice, two systems are actually used:

“(1) The first consists in holding the arm out of the vehicle on the side on which the driver is sitting, there being nothing to show whether he intends to turn to the left or the right; this system is inadequate;

“(2) In the second, the driver holds his arm out of the vehicle on the left side if he intends to move to the left and on the right if he intends to move to the right. This system works well with motor-cycles and cycles with auxiliary motors and may prove satisfactory in the case of certain vehicles with an open body when the driver can make visible

arm-signals on both sides of the vehicle. It is, however, impracticable for all closed-in vehicles and most lorries.

“On the other hand, mechanical devices (these were also dealt with by the Committee in its previous report) which enable drivers to indicate their intentions clearly in the case of every kind of vehicle and every kind of motor-car body are already employed extensively.

“The Committee accordingly recommends, at least for all closed-in vehicles and for lorries where arm-signalling by the driver is not completely visible from the front and from the rear, the general employment of mechanical devices projecting on both sides beyond the body of the vehicle and the load, and visible day and night, in order to give notice of a change of direction. These appliances, which the driver will control from his seat, before changing direction, will serve to warn drivers of other vehicles, pedestrians and traffic police.

“The Committee brings this recommendation to the attention of Governments with a view to regulations being arrived at on these lines at the earliest possible moment.

“Naturally, this system of indicating change of direction does not release the driver from the obligation to indicate by means of hand-signalling his intention to slacken speed or to allow an overtaking vehicle to pass.

“Moreover, it is desirable that general use should be made at the rear of vehicles of a ‘stop’ signal indicating that the brakes are being applied.

“Cycles and motor-cycles are not affected by the foregoing. Cyclists and motor-cyclists, as well as all drivers of vehicles who are in a position to give perfectly visible arm-signals, should be instructed, when intending to change their direction, to hold out their arm on the

side to which they wish to go, and, if they slacken speed or wish an overtaking vehicle to pass them, to make other appropriate arm-signals."

V. HEIGHT AT WHICH SIGNALS SHOULD BE PLACED.

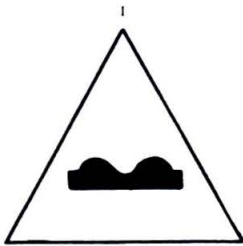
The Committee's attention was drawn to the fact that signals were often placed too high to be seen by drivers of low-bodied vehicles such as are at present being built. The Committee decided to point out to Governments and tourist associations the desirability of finding a remedy for the difficulties arising out of this state of things.

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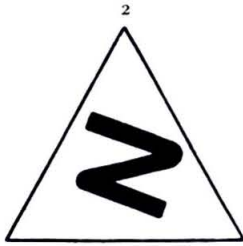
## Tables I to IV



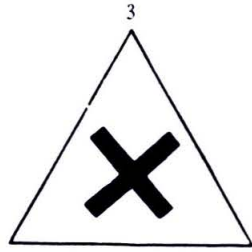
**Table I.**  
**DANGER SIGNS**



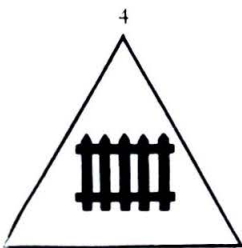
Uneven road.



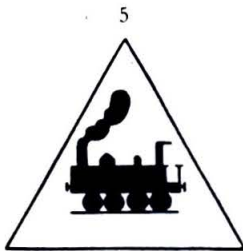
Sharp turn.



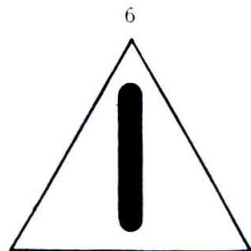
Cross-road.



Guarded Level-crossing.



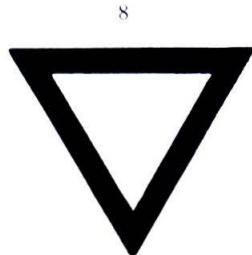
Unguarded Level-crossing.



Dangers other than those indicated by Signs 1 to 5 of the present table.



Alternative Sign indicating danger, to be employed when climatic conditions do not permit of the use of a full sign.

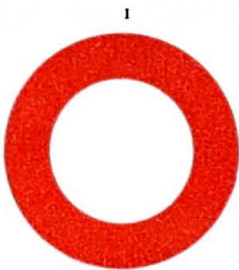


Sign concerning Right-of-Way.

**Table II.**

**SIGNS GIVING DEFINITE INSTRUCTIONS**

**SIGNS PROHIBITING PASSAGE**



Closed to all vehicles.



One-way road or entrance prohibited.



Motor vehicles prohibited.



Motor cycles prohibited.



All motor vehicles prohibited.



Weight limit.

**Table II** (continued).

**SIGNS GIVING DEFINITE INSTRUCTIONS**

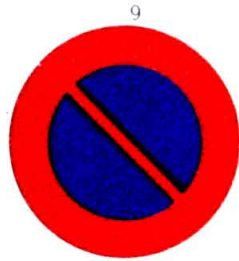
**SIGNS PROHIBITING PASSAGE**



Motor vehicles weighing over five and a-half tons prohibited.



Maximum speed.

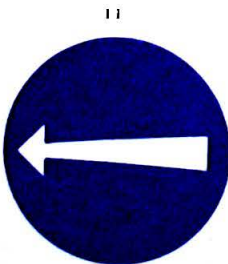


Waiting prohibited.



Parking prohibited.

**SIGNS INDICATING AN OBLIGATION**



Direction to be followed.



Stop near Customs house.

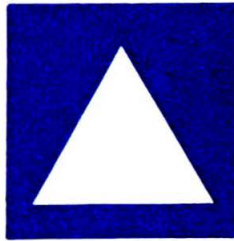
**Table III.**  
SIGNS GIVING INDICATIONS ONLY

1



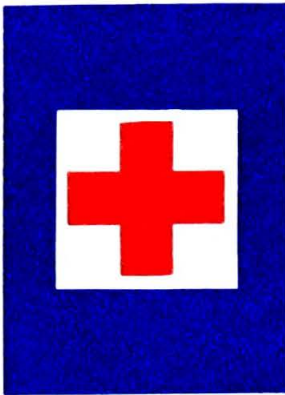
Sign indicating  
authorised parking-place.

2

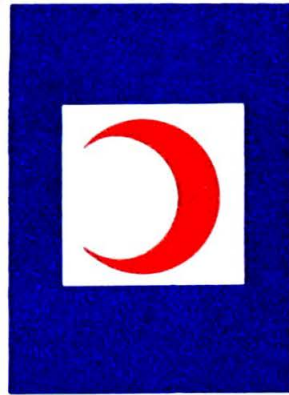


Sign recommending  
caution.

3



3 bis



Signs showing place at which a first-aid station can be found.  
(As an example.)

4

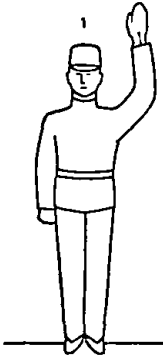


5

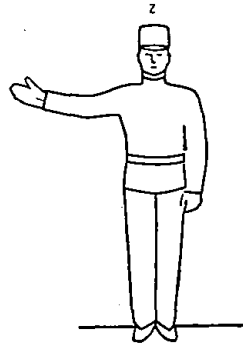


Place sign and direction sign.

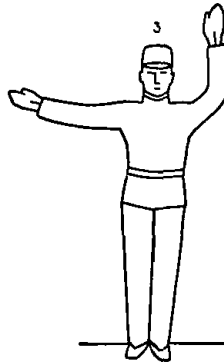
**Table IV.**  
**SIGNALLING**  
**BY**  
**TRAFFIC**  
**POLICE**



“Stop” for vehicles approaching the officer from in front.



“Stop” for vehicles approaching the officer from behind.

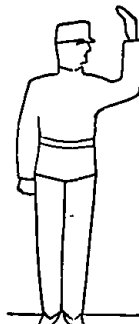


“Stop” for vehicles approaching the officer both from in front and from behind.

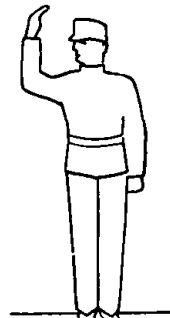
4



*a*



*b*



*c*

“Move forward”, beckoning gesture made from in front or from the side.

*NOTE.* — For countries where traffic keeps to the left, the position of the right and left arms should be reversed in Figures 1, 2, 3 and 4a.

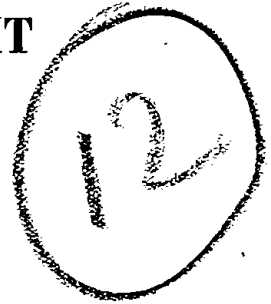
[Communicated to the Council  
and the Members of the League.]

Official No. : **C. 98. M. 33.** 1934. VIII.  
[C.C.T. /18th Session/P.V.]

Geneva, January 16th, 1934.

LEAGUE OF NATIONS

**ADVISORY AND TECHNICAL COMMITTEE  
FOR COMMUNICATIONS AND TRANSIT**



**RECORDS OF THE WORK**  
OF THE  
**EIGHTEENTH SESSION**

Held at Geneva from November 29th to December 1st, 1933.

Series of League of Nations Publications

VIII. TRANSIT ✓  
1934. VIII. 2.

## ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT.

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The Committee was composed as follows :

- M. A. KRAHE (appointed by the Government of Spain), Engineer for Roads and Bridges (*Chairman*).
- M. V. MODEROW (appointed by the Government of Poland), Chairman of the Polish Delegation to the Danzig Harbour Board (*Vice-Chairman*).
- M. K. Y. Woo (appointed by the Government of China), Representative of the Ministry of Communications (*Vice-Chairman*).
- His Excellency M. A. DIETRICH DE SACHSENFELS (appointed by the Government of Hungary), Admiral, Envoy Extraordinary and Minister Plenipotentiary, Delegate to the International Danube Commission.
- M. Silvain DREYFUS (appointed by the Government of France), Honorary President of the General Council of Roads and Bridges and of the High Council of Public Works.
- M. R. HEROLD (appointed by the Government of Switzerland), Chief of District of the Federal Railways.
- M. F. HOSKIÆR (appointed by the Government of Denmark), Director of the Ministry of Public Works.
- His Excellency M. N. ITO (appointed by the Government of Japan), Envoy Extraordinary and Minister Plenipotentiary in Poland.
- Mr. D. W. KEANE (appointed by the Government of the United Kingdom), Representative of the United Kingdom on the International River Commissions.
- M. V. KRBEK (appointed by the Government of Czechoslovakia), Engineer, Consul-General at Trieste.
- M. M. NORDBERG (appointed by the Government of Finland), Consul-General, Commercial Attaché at Paris.
- M. D. A. ROSSI (appointed by the Government of Uruguay), Engineer. (His Excellency M. A. DE CASTRO, Envoy Extraordinary and Minister Plenipotentiary in Belgium, Switzerland and the Netherlands, was appointed by the Government of Uruguay to attend the eighteenth session.)
- M. J. DE RUELLE (appointed by the Government of Belgium), Legal Adviser to the Ministry for Foreign Affairs.
- M. G. SINIGALIA (appointed by the Government of Italy), former Chief Inspector and Adviser of the Board of Directors of the Royal State Railways.
- M. E. SPELUZZI (appointed by the Government of the Argentine Republic), Engineer.
- His Excellency Dr. A. DE VASCONCELLOS (appointed by the Government of Portugal), Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate to the League of Nations, former President of the Council and Minister for Foreign Affairs.

A member to be appointed by the Government of Cuba.

*Secretariat* : M. R. HAAS, Secretary-General of the Advisory and Technical Committee, Director of the Communications and Transit Section of the League of Nations.

---

### PERMANENT COMMITTEES.

#### I. Permanent Committee for Ports and Maritime Navigation.

Sir Norman HILL, Bart. (*Chairman*).

##### (a) *Committee for Ports* :

- Mr. G. E. BAKER, Assistant Secretary of the Board of Trade of the United Kingdom.
- M. Léon DENS, Senator (Belgium).
- M. G. INGIANNI, Director-General of the Italian Mercantile Marine.
- Captain M. NORTON, former Director of the Portuguese Lighthouse Service.
- M. P. H. WATIER, Counsellor of State, Director of Navigable Waterways and Maritime Ports in the French Ministry of Public Works.

(b) *Committee for Maritime Navigation :*

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M. ITO.  
M. Arthur H. MATHIESEN, Vice-President of the Norwegian Shipowners' Association.  
M. A. PALANCA, Naval Architect, Representative of the " Società Triestina di Navigazione Cosulich ", Trieste.  
Mr. W. Leslie RUNCIMAN, of the Shipping Company Walter Runciman & Co., Ltd., Member of the Council of the Chamber of Shipping of the United Kingdom.

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M. KRBEK.  
His Excellency M. C. ROSSETTI, Minister Plenipotentiary, Representative of Italy on the International River Commissions.  
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M. Milan YOVANOVITCH, Director of Inland Navigation in Yugoslavia.

**III. Permanent Committee for Transport by Rail.**

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M. C. M. GRIMPRET, President of the General Council of Roads and Bridges and of the High Council of Public Works of France. } *Bureau.*  
M. SINIGALIA.  
Sir Francis DENT, former Chairman of the Railways Committee of the Second General Conference on Communications and Transit, ex-Managing Director of the South-Eastern and Chatham Railway.  
Dr. H. GRÜNEBAUM, Ministerial Counsellor at the Austrian Federal Ministry for Commerce and Communications.  
M. KRAHE.  
M. F. MOSKWA, Head of Division at the Polish Ministry for Communications.  
M. SPELUZZI.  
M. Woo.  
Colonel T. A. HIAM, former Assistant to the President of the Canadian National Railways. } *Technical*  
M. Albert REGNOUL, Assistant Chief Engineer of the Paris-Lyons-Mediterranean Railway Company. } *Advisers*  
} *assisting the*  
} *Chairman.*

**IV. Permanent Committee on Electric Questions.**

- M. DE VASCONCELLOS (*Chairman*).  
Sir John BROOKE, Electricity Commissioner, London.  
M. Oreste JACOBINI, Engineer, Chief of the Main Service of the Italian State Railways.  
M. LAUNAY, Chief of the Roads Department, of Hydraulic Power and Distribution of Electric Energy at the French Ministry of Public Works.  
A Swedish member.

*The following will be invited to take part in the work of the Committee :*

- The Chairman of the International Executive Committee of the World Power Conference.  
A representative of the " Conférence internationale des grands réseaux électriques à haute tension ".



A representative of the " Commission électrotechnique internationale ".

A representative of the " Union internationale des Producteurs et Distributeurs d'énergie électrique ".

#### V. Permanent Committee on Road Traffic.

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Mr. P. C. FRANKLIN, of the Roads Department, Ministry of Transport of the United Kingdom.

M. Pierre Al. GHICA, Member of the Committee of the International Association of Recognised Automobile Clubs (Roumania).

M. E. MELLINI, Chief Inspector of Railways, Tramways and Automobiles of the Kingdom of Italy.

M. Henri ROTHMUND, Chief of the Police Division of the Swiss Federal Department of Justice and Police.

M. Václav ROUBIK, Engineer, Director of the Czechoslovak Ministry of Public Works.

M. José N. URGOITI, Civil Engineer (Spain).

M. A. VALSINGER, Head of the Technical Service of the Swedish Department of Roads and Bridges.

M. C. WALCKENAER, former Inspector-General of Mines at the French Ministry for Public Works.

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M. G. NAUTA, Barrister at Rotterdam.

Mr. W. E. BECKETT, Assistant Legal Adviser, Foreign Office.

M. Jan HOSTIE, Secretary-General of the Central Commission for Rhine Navigation; former Legal Adviser at the Belgian Department of Marine.

M. René MAYER, Maître des requêtes honoraire au Conseil d'Etat de France, Professor at the Ecole libre des Sciences politiques, Paris.

M. MODEROW.

Dr. Ivan SOUBBOTITCH, Head of the Section of International Law and Counsellor at the Yugoslav Ministry for Foreign Affairs.

#### VII. Budget Sub-Committee.

The Chairman-in-office of the Advisory and Technical Committee (*Chairman*).

M. Silvain DREYFUS.

M. HOSKIÆR.

Mr. KEANE.

M. MODEROW.

M. ROSSI.

M. DE RUELLE.

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RECORDS OF THE WORK OF THE EIGHTEENTH SESSION  
OF THE ADVISORY AND TECHNICAL COMMITTEE  
FOR COMMUNICATIONS AND TRANSIT.

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All the members of the Committee were present, with the exception of M. Speluzzi who was unable to attend; M. Hoskiær, replaced by M. C. V. JENSEN, Director of the Control Service of Private Railways in Denmark, and M. Ito, replaced by M. M. YOKOYAMA, Consul-General at Geneva.

M. E. CIUNTU, First Secretary of Legation, and Dr. H. GRÜNEBAUM, Ministerial Counsellor at the Austrian Ministry of Communications, appointed respectively by the Governments of Roumania and Austria, were present as temporary members of the Committee during its discussions with regard to the request made by the Council to the Committee concerning the petitions submitted under Articles 304 of the Treaty of Trianon and 320 of the Treaty of St. Germain-en-Laye, respectively, by the Torontál Local Railway Company, Limited, in Budapest, and the Radkersburg-Luttenberg Railway Company, Limited, in Vienna.

The following also attended :

*For the International Touring Alliance :*

M. J. QUINLET, Secretary-General of the Swiss Touring Club, Geneva.

*For the International Association of Recognised Automobile Clubs :*

Colonel G. PÉRON, Secretary-General.

*For the International Labour Office :*

M. G. S. RABINOVITCH.

*For the International Chamber of Commerce :*

M. C. B. INGWERSEN, Consul-General, Director of Adams Transport Co.

*For the Central Commission for Rhine Navigation :*

M. J. F. HOSTIE, Secretary-General.

*For the International Elbe Commission :*

M. H. CHOLEVA, Secretary-General.

*For the Permanent Technical Hydraulic System Commission of the Danube :*

His Excellency M. C. ROSSETTI, President.

*For the International Broadcasting Union :*

Mr. A. R. BURROWS, Secretary-General.

*For the International Railway Union :*

M. G. PADER, Deputy Secretary-General.

*Secretariat :* M. R. HAAS, Secretary-General of the Advisory and Technical Committee for Communications and Transit, Director of the Communications and Transit Section of the League of Nations.

I. OPENING OF THE SESSION.

M. DE RUELLE, Chairman-in-office, delivered an opening speech, in which he pointed out that, like all international bodies engaged in the examination of economic problems, the Communications and Transit Organisation was feeling the effects of the present crisis. Every day was bringing fresh restrictions, even in countries which had previously applied a free-trade policy. That policy was almost everywhere being superseded by a policy of autarchy. In these circumstances, the essential duty of the Communications and Transit Organisation was to confine itself to maintaining its machinery in good order, pending a change in the situation. Progress could, however, be made in the solution of certain purely technical questions. Moreover, the Organisation was still evincing remarkable vitality and was performing the services expected of it.

The Chairman-in-office proposed that the Committee should send a message of congratulation to M. Hanotaux, former President of the Barcelona Conference and one of the sponsors of the Communications and Transit Organisation, on the occasion of his eightieth birthday.

*This was decided.*

He referred to the losses sustained by the Organisation during the year which had just closed, and paid a tribute to the memory of the colleagues who had passed away : M. de Agüero y Bethancourt, M. Restrepo, M. van Slooten, M. de Jarmay, Sir Henry Thornton and M. Ed. L. Pittard.

He then asked the Committee to elect its new Bureau.

## II. CONSTITUTION OF THE BUREAU.

The Committee elected by acclamation M. KRAHE as Chairman and M. MODEROW and M. Woo as Vice-Chairmen.

## III. PROGRAMME OF WORK.

*The Committee adopted its agenda.*

### IV. PETITION SUBMITTED TO THE COUNCIL BY THE TORONTÁL LOCAL RAILWAY COMPANY, LIMITED, BUDAPEST.

M. CIUNTU, the temporary member appointed by the Roumanian Government, took his place at the Committee's table.

The SECRETARY-GENERAL of the Committee read a letter, dated November 30th, in which the Yugoslav Government announced that its representative was unable to attend the present session of the Committee. The Yugoslav Government reserved the right to submit its observations to the Council when the report is put before the latter.

The Secretary-General of the Committee pointed out that, since the report of the Committee of Experts (see Annex 1) had been drawn up, a letter had been received from the petitioning company stating that, in view of the negotiations pending between the Governments concerned and itself, it was in a position to request the suspension of the procedure for the appointment of arbitrators, as there seemed a possibility of arriving at a friendly settlement of the case.

M. CIUNTU hoped that the Committee would not need to take further action in this dispute other than to note the agreement concluded. He could give an assurance that his Government would do its best to reach agreement.

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having taken note of the report of the Committee of Experts appointed by the Chairman of the Advisory and Technical Committee for the examination of a question relating to the petition submitted to the Council by the Torontál Local Railway Company, Limited, Budapest, and of the communication dated November 12th, 1933, from the petitioning company relating to the suspension for the present of the procedure for the appointment of arbitrators :

“ Decides not to continue for the present the examination of this question and requests its Chairman to inform the Council of its decision.”

### V. PETITION SUBMITTED TO THE COUNCIL BY THE RADKERSBURG-LUTTENBERG RAILWAY COMPANY, LIMITED, VIENNA.

M. GRÜNEBAUM, the temporary member appointed by the Austrian Government, took his place at the Committee's table.

The SECRETARY-GENERAL of the Committee read a letter, dated November 30th, in which the Yugoslav Government announced that its representative was unable to attend the present session of the Committee. The Yugoslav Government reserved the right to submit its observations to the Council when the report is put before the latter.

The representative of the petitioning company, M. Grabscheid, was present and at the Committee's disposal, should it desire to ask him for any further information.

The Secretary-General of the Committee added that, during the discussions of the Committee of Experts, as mentioned in the Committee's report,<sup>1</sup> the representative of the Yugoslav Government had stated that he would request the latter to transmit its views in writing to the Secretariat of the Committee of Experts. No further communication had been received from the Yugoslav Government since the Committee of Experts had drawn up its report.

The Advisory and Technical Committee for Communications and Transit did not consider it necessary to mention the Yugoslav Government's letter in its report to the Council, as this Government clearly possessed the right which it reserved, even if it had not referred to it in its communication to the Committee and even if a temporary member appointed by this Government had taken part in the Committee's deliberations.

<sup>1</sup> See the League of Nations *Official Journal*, No. 2, February 1934 (Part I), Appendix to Annex 1488, page 185.

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having taken note of the report of the Committee of Experts appointed by the Chairman of the Advisory and Technical Committee to study a question relating to the petition submitted to the Council by the Radkersburg-Luttenberg Railway Company, Limited, Vienna :

“ Approves that report and decides to submit it in its own name to the Council, expressing the view that the Council should appoint the arbitrators at its next session.”

VI. PETITION SUBMITTED TO THE COUNCIL BY THE BARCS-PAKRAC RAILWAY COMPANY, LIMITED, BUDAPEST.

The SECRETARY-GENERAL of the Committee read a letter, dated November 30th, in which the Yugoslav Government announced that its representative was unable to attend the present session of the Committee. The Yugoslav Government reserved the right to submit its observations to the Council when the report is put before the latter.

The representative of the petitioning company, M. Grabscheid, was present and at the Committee's disposal, should it desire to ask him for any further information.

The Secretary-General of the Committee added that during the discussions of the Committee of Experts, as mentioned in the Committee's report,<sup>1</sup> the representative of the Yugoslav Government had stated that he would request the latter to transmit its views in writing to the Secretariat of the Committee of Experts. No further communication to that effect had been received from the Yugoslav Government since the Committee of Experts had drawn up its report.

The Advisory and Technical Committee for Communications and Transit did not consider it necessary to mention the Yugoslav Government's letter in its report to the Council, as this Government clearly possessed the right which it reserved even if it had not referred to it in its communication to the Committee and even if a temporary member appointed by this Government had taken part in the Committee's deliberations.

*The Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having taken note of the report of the Committee of Experts appointed by the Chairman of the Advisory and Technical Committee to study a question relating to the petition submitted to the Council by the Barcs-Pakrac Railway Company, Limited, Budapest :

“ Approves that report and decides to submit it in its own name to the Council, expressing the view that the Council should appoint the arbitrators at its next session.”

VII. PRESENT POSITION OF THE INVESTIGATIONS REGARDING THE CONSTITUTION OF A MAIN NETWORK OF PERMANENT AIR ROUTES.

The Committee noted the information contained in the note of the Secretary-General of the Committee (see Annex 2) and the supplementary information given by him.

VIII. STATE OF THE WORK CONCERNING COMMUNICATIONS OF IMPORTANCE TO THE WORKING OF THE LEAGUE OF NATIONS.

(a) *Communications at Times of Emergency.*

The SECRETARY-GENERAL of the Committee pointed out that this question had already formed the subject of several resolutions by various organs of the League, and of continuous negotiations with the Governments concerned, particularly as regards the regime of air transport. The Secretariat was at present preparing a general document which would contain full information regarding the regime applicable at times of emergency to communications of importance to the working of the League. This document had not been prepared until replies had been received from almost all the States concerned. By this means, a general or basic regime would be drawn up, though certain matters of application would doubtless be left over for settlement in due course ; but the Committee might consider that the regime of communications of importance to the working of the League at times of emergency had been established in advance in so far as was possible.

The Secretary-General of the Committee referred to the question of the installation of an aerodrome in the neighbourhood of the seat of the League, which question was still before the Committee. It had been fully examined from the technical point of view, but further studies had been asked for on general questions, and negotiations on the subject had been arranged between the Secretariat and the competent Swiss authorities. Actually, the questions still

<sup>1</sup> See the League of Nations *Official Journal*, No. 2, February 1934 (Part I), Appendix to Annex 1487, page 183.

outstanding related mainly to finance, as the Cointrin aerodrome could not be equipped unless the competent Swiss authorities or the League granted the necessary credits, an eventuality that was very unlikely in the present circumstances. It therefore seemed inopportune to continue for the moment studies or negotiations which would be useless until the financial situation of the League and of the various States had improved.

M. HEROLD stated that it seemed to him out of the question that the present financial situation should enable the Federal authorities to open credits for the installation of the Cointrin aerodrome.

The Committee noted the information given by the Secretary-General of the Committee on the state of the work relating to communications of importance to the working of the League at times of emergency. It also *decided to suspend for the moment the studies relating to the installation of an aerodrome in the neighbourhood of the seat of the League, and to record this decision in the annual report on the work of the Communications and Transit Organisation which will be transmitted to the Assembly.*

(b) *Report on the Operation of the League of Nations Wireless Station.*

M. DE VASCONCELLOS thought it would be desirable to use the wireless station for communicating to the delegations at Geneva general information on the political situation, which could be received from the various foreign stations.

The SECRETARY-GENERAL of the Committee considered that it would be possible to organise a listening-in service and to issue an information bulletin for the use of delegates. A committee had been set up at the Secretariat to examine the general questions regarding the use of the wireless station, and M. de Vasconcellos's request would be transmitted to that committee. The main difficulties would doubtless be financial, as the regular organisation of a listening-in service would involve considerable expense.

The Committee, noting the information given by the Secretary-General of the Committee, *decided to draw the attention of the Secretary-General of the League to the desirability of preparing in May next a general report, to be transmitted to the Assembly, on the station's work during the first two years of its operation,<sup>1</sup> and, in the future, to submit in the same way an annual report to the Assembly on the operation of the station.*

The Committee considered that the results obtained would certainly give full satisfaction. It thought that experience had shown the great value of the technical principles followed by the Committee which had prepared the specifications for the construction of the station, and also expressed its gratitude to the " Société Radio-Suisse ", which operated the station.

IX. EFFECT GIVEN TO THE WORK OF THE CONFERENCE OF PRESS EXPERTS (1927) AND OF THE EUROPEAN CONFERENCE ON THE TRANSPORT OF NEWSPAPERS AND PERIODICALS (1929).

(a) *" Urgent Press " Telegrams and " Deferred " Press Telegrams.*

The Committee noted the information given in the note of the Secretary-General of the Committee (see Annex 3), according to which the Conference on Telecommunications held in Madrid, by the institution of " urgent Press " telegrams, had complied with one of the requests submitted by the Communications and Transit Organisation.

(b) *Rates applicable to Newspapers and Periodicals.*

The Committee noted the situation as regards the work on this subject (see Annex 3). It considered that, in the existing circumstances, the enquiry undertaken could be conducted by correspondence and that there was no need for a further meeting of the Joint Committee formed with the Fiscal Committee, as, in the present circumstances, the chances of any improvement in the near future in the regime of rates applicable to newspapers and periodicals were considerably weakened.

(c) *Definition of the Term " Periodical ".*

The SECRETARY-GENERAL of the Committee communicated a letter just received from the International Railway Union (see Annex 4). The Committee noted the information received and considered that there was no reason to continue for the time being the study of the definition of the term " periodical ", as, in view of the present situation, there was no prospect of any extension to periodicals of the regime applicable to newspapers.

X. BARRIERS TO MARITIME NAVIGATION.

The Committee noted the information contained in the note of the Secretary-General of the Committee (see Annex 5).

M. INGWERSEN, representative of the International Chamber of Commerce, stated that that Chamber would be grateful if the Committee would make use of its experts in the

<sup>1</sup> This document will be published about the middle of 1934.



examination of questions common to the two organisations. As regards the question under discussion, the International Chamber of Commerce fully realised that the Transit Organisation could not have obtained different results, and it seemed to the International Chamber of Commerce that the action to be taken should be taken mainly by itself through its National Committees, with a view to obtaining more ratifications of the Convention on the International Regime of Maritime Ports and of the International Convention relating to the Simplification of Customs Formalities.

M. DE VASCONCELLOS pointed out that Portugal and the United Kingdom had just signed an agreement on the question of flag discrimination, and that the benefits of the agreement could be extended to other countries by means of similar negotiations.

The Committee considered that there was at present no occasion to hold a meeting of the Special Committee which it had previously intended to convene. It approved the measures taken since its previous session by the Chairman of the Permanent Committee for Ports and Maritime Navigation.

#### XI. QUESTIONS RELATING TO MERCHANT SHIPPING (see Annex 6).

The SECRETARY-GENERAL of the Committee observed that, at the time of the preparation for the Monetary and Economic Conference, the Communications and Transit Section and the Economic Relations Section of the League Secretariat had prepared unofficially and for purposes of information a memorandum giving particulars of the existing situation as regards merchant shipping (see document C.99.M.34.1934.VIII). The London Conference had discussed the question of bounties and subsidies, but was unable to reach any conclusion.

The report submitted by the delegate of the Organisation at the Conference, Sir John Baldwin, gave full particulars of the discussions (see Annex 6, appendix). On the other hand, the London Conference had not had occasion to discuss the question of the measures which could be taken with a view to remedying the existing excess of tonnage with reference to the possibilities of using that tonnage, though the question was discussed in unofficial circles.

M. INGWERSEN observed that the International Chamber of Commerce had appointed a special committee, called the Cuno Committee, to deal with the question. The matter had also been considered at the Vienna Congress of the International Chamber of Commerce, and resolutions had been adopted by the Baltic Conference in Copenhagen in June 1933. The Cuno Committee was still in existence, and the International Chamber of Commerce was fully prepared to co-operate with the Advisory and Technical Committee.

The Committee requested its Chairman and its Secretary-General to take all desirable steps with a view to continuing the collection of information on this question, in particular by the exchange of documentation with the International Chamber of Commerce and by keeping the Committee informed of the particulars so obtained. The Chairman of the Committee was requested, if necessary, to draw the attention of the Bureau of the London Conference to the desirability of an international examination of this question if it appeared from the information received that discussions on this subject between representatives of the Governments concerned would offer any real prospects of success.

#### XII. REPORT OF THE PREPARATORY COMMITTEE ON THE UNIFICATION OF BUOYAGE REGULATIONS, HELD IN LONDON IN JULY 1933.

The Committee was glad to note that the work of the Preparatory Committee on the Unification of Buoyage Regulations<sup>1</sup> had brought about the possibility of an agreement on the subject among a large number of countries. Each of the Governments would be invited to state whether it would, should occasion arise, be prepared to conclude with other Governments an agreement on the unification of buoyage on the basis of the draft Agreement and Rules drawn up by the Preparatory Committee. Should the Governments' replies show that, though there was no prospect at present of achieving worldwide unification on the basis of the draft, considerable progress towards unification seemed possible on this basis between a large number of Governments, the necessary measures would be considered with a view to enabling such an agreement to be concluded within the shortest possible time, whether by convening a suitable conference or preferably by simply opening a protocol of signature.

The Committee expressed its thanks to Sir John Baldwin, the Chairman of the Preparatory Committee, and to M. Watier, the representative of the Advisory and Technical Committee on that Committee.

On the proposal of M. Silvain DREYFUS, the Committee adopted the following recommendation regarding periodical meetings of heads of coastal lighting and buoyage services with the object of exchanging technical information :

“ The Advisory and Technical Committee,

“ Considering the important services rendered, in particular as regards the preparation of studies on the international unification of the characteristics of maritime signals, by periodical meetings and exchanges of views between the heads of the coastal lighting and buoyage services in the principal maritime countries of the world :

<sup>1</sup> See documents C.465.M.238.1933.VIII and C.465.M.238.1933.VIII (Appendix).

“ Recommends that the administrations and services concerned will extend the above-mentioned opportunities of *rapprochement* to all other technical subjects within their competence and will remain in permanent contact with each other by means of the most frequent possible direct exchanges of information and of technical meetings held periodically in so far as is useful.”

The Committee asked its Chairman to transmit this recommendation to the Governments concerned and to the heads of services who have participated in the meetings referred to above.

### XIII. STATE OF THE WORK IN REGARD TO MARITIME TONNAGE MEASUREMENT.

The Committee noted the information contained in the note of its Secretary-General (see Annex 7) and *decided to adjourn the consideration of this question until its next session.*

It requested the Chairman and the Rapporteur of the Technical Committee for Maritime Tonnage Measurement to submit to it for its next session a report containing such observations as they might consider useful on the replies received from Governments. The Secretariat of the Advisory Committee could also, before the next session, get into touch with the Government services of the countries most concerned, with a view to submitting to the Committee any useful supplementary information as to what procedure might be followed with the object of giving effect to the work of the Technical Committee.

### XIV. SETTLEMENT OF THE QUESTION OF THE JURISDICTION OF THE EUROPEAN COMMISSION OF THE DANUBE.

The Committee, noting the communications received from the United Kingdom (see Annex 8), Italian and Roumanian Governments regarding the conclusion of a *modus vivendi* bringing to an end the dispute regarding the jurisdiction of the European Commission of the Danube, which had been referred to the Advisory and Technical Committee and, having also received from the Italian and Roumanian Governments the text of this *modus vivendi* (see Annex 9), noted, following the resolution it had adopted on the subject at its previous session, that it had no further occasion to retain on its agenda the question of the jurisdiction of the European Commission of the Danube.

### XV. CUSTOMS EXEMPTION FOR LIQUID FUEL.

The Committee noted the information contained in document C.805.M.373.1932.VIII and in the note of its Secretary-General (see Annex 10), and the supplementary information given by the Secretary-General of the Committee on the recent work of the International Air Navigation Commission at its twenty-first session, held in Rome from May 10th to 13th, 1933.

The Committee noted that, according to the enquiry held regarding motor transport and maritime navigation, the users considered the present situation satisfactory. As regards air navigation, a satisfactory result seemed in prospect through the International Commission for Air Navigation.

The question to be considered by the Committee being henceforward essentially a question of inland navigation, *the Committee decided not to set up at present the Committee which it had previously contemplated and to adjourn consideration of this question until its next session.*

### XVI. AGREEMENTS, CONVENTIONS, ETC., CONCLUDED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS : POSITION AS REGARDS SIGNATURES, RATIFICATIONS AND ACCESSIONS.

The Committee noted the information given by its Secretary-General.

### XVII. REPORT OF THE PERMANENT COMMITTEE FOR INLAND NAVIGATION.

M. Silvain DREYFUS, Chairman of the Permanent Committee for Inland Navigation, stated the reasons why the Permanent Committee for Inland Navigation had considered it desirable not to continue at present the action undertaken regarding the possibilities of establishing an international agreement relating to navigation on national waterways. Twenty-nine States, to which the Secretariat had sent a questionnaire, had replied. These replies might be classified as follows :

1. States allowing foreign vessels on their national waterways in all circumstances, with equality of treatment : 4 States.
2. States allowing foreign vessels on their national waterways under certain conditions only, or with discriminatory treatment : 14 States.
3. States reserving special treatment for the shipping of certain States only : 13 States.
4. States which, while admitting foreign vessels, reserve the coasting trade or towage for national vessels : 15 States.

5. States reserving navigation on their national waterways for national vessels : 5 States.
6. States which would be prepared to modify the existing regime as a movement towards the application to national waterways of the principle of freedom of navigation : 2 States.
7. States which do not contemplate any modification of the existing regime on their national waterways : 18 States.

In these circumstances, there was very little prospect of the conclusion of a Convention extending to national waterways the regime of the Barcelona Convention.

As regards the second question considered by the Permanent Committee for Inland Navigation—namely, the international unification of navigation regulations—the Committee considered that it would be advisable to confine itself for the moment to a possible standardisation of the technical rules relating to navigation and the practice of navigation and it proposed to consult, in this respect, the Governments of the European States.

The Advisory and Technical Committee, having examined the report of the Permanent Committee for Inland Navigation (see Annex 11), approved its conclusions and *decided to send to the European Governments, in the name of the Advisory and Technical Committee, the circular letter drawn up by the Inland Navigation Committee regarding the question of the unification of inland navigation regulations.*

### XVIII. UNIFICATION OF TRANSPORT STATISTICS.

The SECRETARY-GENERAL of the Committee observed that the Committee, at its last session, had received the report of the Committee for the Unification of Transport Statistics and the proposals made by that Committee. The Advisory and Technical Committee had decided to send the report to the Governments concerned and to defer any decision as to the convening of a Conference until it had received the Governments' observations. The International Railway Union also had just sent in a statement of its views.

The Governments' replies had been summarised and classified according to their tenor in seven categories (see Annex 12). This document clearly showed that, mainly for financial reasons, most States did not consider themselves as yet in a position to give effect to the proposals made. In these circumstances, the Committee felt that it could only adopt one of two courses—namely, either carry out further studies with a view to finding a basis for the unification of statistics simpler than that on which the Governments had been consulted, or maintain the proposals in their present form, but postpone any action in regard to them until the economic and financial situation of the different countries had changed.

Mr. PADER, Representative of the International Railway Union, stated that the Managing Committee of the International Railway Union had asked its competent Committee to study the scheme for the preparation of international statistics on the movement of goods, the application of which would directly affect railway administrations. It had been found that, according to the bases proposed, the statistics to be prepared would have to have a uniform nomenclature different from the nomenclature used for the internal statistics of most countries. These internal statistics would, however, have to be kept in any case. The preparation of fresh statistics would thus involve extra work and expense, which the railway administrations had considered incommensurate with the benefits they would derive therefrom. In these circumstances, the Managing Committee of the International Railway Union, at its 1933 session, had concluded that the realisation of the scheme was, for the time being, inexpedient.

M. MODEROW considered that, at present, the unification of statistics would involve great expense and considerable administrative difficulties. In consequence, it would not be possible, for the moment, to draw up a Convention between the States concerned, but he thought that recommendations might prove useful.

M. SINIGALIA, M. HEROLD, M. Silvain DREYFUS and M. KRBEK considered that the action with a view to unification would lose much of its value if recommendations alone were made. They considered that there was no reason for seeking fresh bases and that it was preferable to rest content with the work done and to postpone further action for the time being.

*The Committee decided to postpone until a more favourable moment the consideration of the effects to be given to the work on the unification of transport statistics. It instructed its Chairman to place the question on the Committee's agenda again as soon as he deemed it expedient.*

### XIX. PUBLIC WORKS.

The Committee noted the information contained in the documents communicated to it (see Annex 13) on the progress of the work of the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment since the Advisory Committee's last session, and on the discussions which took place with regard to the question of public works at the London Monetary and Economic Conference and at the Council and Assembly of the League.

M. Silvain DREYFUS, the Committee's representative on the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment, communicated to the Committee supplementary information relating in particular to the questions which remained

on the agenda of the Committee of Enquiry and which would be examined by the latter at its next session in 1934.

The SECRETARY-GENERAL of the Committee drew the latter's attention to the question of national public works, which had been raised at the Monetary and Economic Conference, and to which he had drawn special notice as being suitable subjects for further study in the reports adopted by the Council and the Assembly. At its last session, the Assembly had adopted a recommendation in favour of summoning as soon as possible the Sub-Committee which the Monetary and Economic Conference had proposed to form. In order to prepare for the meeting of this Sub-Committee, the Secretary-General of the League, in accordance with the suggestion made by the Council, would probably send a questionnaire shortly to the Governments to give them an opportunity of stating the principal measures they had taken or were proposing to take in the sphere of national public works policy, and the economic and social results they had obtained or anticipated from the execution of their public works programme. Thus, apart from the questions dealt with by the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment, the Sub-Committee of the Monetary and Economic Conference would have at its disposal information permitting it to proceed to an exchange of views on the experience acquired by the different countries in connection with public works.

M. DE CASTRO recalled that the question had been discussed at the International Labour Conference, at which, on behalf of his Government, he had provided information on the measures taken in Uruguay for the principal purpose of combating unemployment. He had also dealt with the question at the last Assembly. He thought it would be well for the Secretariat to get into touch with the International Labour Office in order to obtain access to the abundant documentation possessed by the Office.

The SECRETARY-GENERAL of the Committee and M. RABINOVITCH, representative of the International Labour Office, said that co-operation between the International Labour Office and the Secretariat of the League was particularly close in this sphere. All possible steps would be taken to prevent duplication during the forthcoming enquiries, and to give each Organisation the benefit of the documentation collected by the other.

M. INGWERSEN drew attention to the importance of this question to the International Chamber of Commerce, which would like to participate in the work in this connection and be represented on the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment.

The SECRETARY-GENERAL of the Committee observed that modifications in the composition of the Committee of Enquiry could no doubt be considered if the latter received a new task in consequence of the discussions of the Sub-Committee of the London Conference, but that it was too early to consider the relations of the future Committee of Enquiry on Public Works with the International Chamber of Commerce (in the event of the composition of the present Committee being modified).

The Committee took note of the present state of the studies carried on with regard to the question of public works and of those in contemplation.

#### XX. CO-OPERATION BETWEEN THE NATIONAL GOVERNMENT OF CHINA AND THE COMMUNICATIONS AND TRANSIT ORGANISATION.

The SECRETARY-GENERAL of the Committee pointed out that the information transmitted to the Committee (see Annex 14) dated from some time back. He would duly communicate to the Committee any fresh information on the development of the co-operation in question.

Since last July, the Council of the League of Nations had, at the request of the National Government of China, appointed a technical delegate whose duty was to co-ordinate on the spot the work of the experts of the various League technical organisations. A special committee of the Council was responsible for following the development of the technical co-operation between the League of Nations and the National Government of China as a whole. It had been decided that the sections of the technical delegate's reports which concerned the work of each of the organisations engaged in this co-operation should be communicated to the organisations in question. Generally speaking, the co-operation of the Communications and Transit Organisation seemed to have given satisfaction; it had been pursued particularly in two directions, that of hydraulic works and that of road construction in different provinces.

The Organisation was represented on the spot by two experts, M. OKECKI, representative of the Organisation, and M. BOURDREZ, deputy representative.

The Secretary-General of the Committee thought that the latter had every ground for satisfaction with the services rendered by the two representatives of the Organisation. The plan of co-operation for 1934 had not yet been received. The Committee which, as being responsible for the assistance afforded by the Organisation, was entitled to give any directions it might think fit as regards this co-operation, was therefore not yet in a position to examine this plan. As regards its own internal procedure, it should take the necessary steps to empower its Chairman in the interval between sessions to take any decisions which might be necessary on behalf of the Committee.

M. Woo took this opportunity of expressing his gratitude to the Secretary-General of the Committee and to his collaborators for the work done in China. The National Government

of China and the National Economic Council had already signified to the Secretariat their sincere and entire satisfaction with the help which had been afforded them.

The Committee, after noting the information received as regards the co-operation established between the Communications and Transit Organisation and the National Government of China, expressed its appreciation of the results obtained up to the present ; it felt confident that this co-operation would be pursued in the same favourable conditions, and that the methods which had ensured its success up to the present would continue to be applied in future. It thanked the Secretary-General of the Committee for the manner in which he had assisted in organising this co-operation in conditions in entire keeping with the principles which inspired the Communications and Transit Organisation, and expressed its gratitude to the representatives of the Communications and Transit Organisation in China for the zeal and competence with which they were carrying out their task.

XXI. CO-OPERATION BETWEEN THE SIAMESE GOVERNMENT AND THE COMMUNICATIONS AND TRANSIT ORGANISATION FOR THE INVESTIGATION OF THE QUESTION OF IMPROVEMENTS TO THE APPROACHES TO THE PORT OF BANGKOK AND THE INSTALLATIONS OF THAT PORT.

The Committee expressed its satisfaction with the technical co-operation established between the experts of the Communications and Transit Organisation and the Siamese Government. It took note of the information given to it on the present state of the work (see Annex 15).

XXII. SUPPLEMENTARY REPORT BY THE SECRETARIAT CONCERNING PASSPORT AND VISA FORMALITIES FOR MIGRANTS.

The Committee took note of the information contained in the supplementary report of the Secretariat (see Annex 16) and considered that there was no reason for retaining this question on its agenda.

XXIII. ILLICIT TRAFFIC IN NARCOTICS.

(a) *Chartering of Ships by Foreigners.*

The Committee, after taking cognisance of the information contained in the note of its Secretary-General (see Annex 17) and considering that a meeting of the Committee for Ports and Maritime Navigation in 1934 was desirable in order to proceed to an exchange of views on the questions of that Committee's competence, held that there was no reason to modify the resolution it had previously adopted on the problem of the chartering of vessels by foreigners, as this problem could probably be referred in the near future to the Committee for Ports and Maritime Navigation, as provided for in the said resolution.

(b) *Smuggling of Narcotic Drugs by Aircraft.*

The SECRETARY-GENERAL of the Committee recalled the preliminary studies made by the Communications and Transit Section (see Annex 18). These had shown that, in order to give effect to the request of the Advisory Committee on Opium, it would be necessary for the Committee for Communications and Transit to undertake a general study of the legislation and administrative regulations regarding the Customs and police supervision of air navigation. There were, indeed, few special regulations applying solely to the supervision of the traffic in narcotic drugs. This general study did not seem to be in the province of the Committee or of the Communications and Transit Section. It would be rather for the Advisory Committee on Opium itself and its Secretariat to make such enquiries from, and representations to, the Governments as might appear useful.

*The Committee decided to withdraw this question from its agenda.*

XXIV. SMUGGLING OF ALCOHOL (see Annex 19).

M. NORDBERG said that, having received no definite instructions from his Government, he was laying this question before the Committee on his own initiative. When the question of the smuggling of alcohol in Finland had previously been laid before the Advisory and Technical Committee, the Economic Committee, the Council, and the Assembly of the League, the prohibition law was still in force. This regime had come to an end in April 1931, and had been replaced by a Government monopoly on the import, sale and retailing of all alcoholic beverages, but Finland continued to suffer from the organisation of smuggling, which constituted a serious danger, not only to the Finnish fiscal revenues, but also to public order in Finland. If bilateral agreements were concluded between the Finnish Government and the other Governments concerned empowering the competent Finnish authorities to take the necessary steps to put down smuggling, the question might be regarded as settled. An example of what could be done had already been given by the United Kingdom, which, on October 13th, 1933, had concluded with Finland a Convention, the text of which had been communicated to the Committee (see Annex 20). Hardly had the Convention come into force than the Finnish authorities had been able to seize two smuggling ships. M. Nordberg therefore asked the Committee to recommend the conclusion of such agreements.

M. KRBEČ noted that in the document circulated to the Committee (Annex 19) certain vessels flying the Czechoslovak flag appeared in the list of alcohol smugglers. In 1932, the Czechoslovak Government had declared its willingness to refrain from protesting against the measures taken by the States signatories of the Helsingfors Convention of August 19th, 1925, if it was indisputably proved that a vessel flying the Czechoslovak flag was manifestly engaging in the smuggling of alcoholic beverages in the coastal zone extending not farther than twelve sea miles from the Finnish coast. Furthermore, it had expressly declared its willingness to allow the Finnish Government the right to pursue in the open sea vessels flying the Czechoslovak flag and suspected of engaging in the said smuggling, in the event of their having escaped from the zone of twelve sea miles. By these declarations, the Czechoslovak Government was, in practice, accepting Article 9 of the Helsingfors Convention. On the other hand, the Czechoslovak Government, like all the other Governments, had found it impossible to give its consent, as regards Czechoslovak vessels, to the application of the Finnish Law of May 9th, 1932, regarding the suppression of smuggling of alcoholic goods. Lastly, the Czechoslovak Government had informed the Finnish Government that it was ready to take the strictest measures, on the basis of the provisions in this connection, against its own nationals owning vessels flying the Czechoslovak flag in the event of its being incontestably proved that these vessels were engaging in smuggling, in particular by transporting on the high seas and outside the coastal zone of twelve sea miles from the Finnish coast alcoholic beverages intended for Finland without an import permit from the latter. The Czechoslovak Government would be prepared to consider the possibility of allowing the competent Finnish authorities, as an exceptional measure and without right of seizure, to exercise a certain right of inspection over vessels flying the Czechoslovak flag and suspected of engaging in the traffic in alcoholic goods, even in the open sea—*i.e.*, even beyond the distance of twelve sea miles from the Finnish coast, within limits to be fixed. He added that the Czechoslovak Government had withdrawn the right to fly its flag from two vessels appearing on the list of smuggling vessels.

M. JENSEN supported M. Nordberg's proposals.

M. DE RUELLE drew attention to the very delicate character of the question of the right of pursuit outside territorial waters. The Conference for the Codification of International Law had dealt with this question, but had not yet arrived at a solution. Two countries might come to an understanding to renounce their strict rights on the basis of considerations of which they were the sole judges ; but, in the international sphere, the examination of the question whether States should not in principle make objections to the exercise of rights such as those asked for by the Finnish Government seemed to him to be outside the competence of the Committee. Two countries might, of course, negotiate with one another as regards the settlement of this question and communicate their agreement to the Committee, but it was not for the latter to advise or deprecate any particular line of conduct.

M. Silvain DREYFUS and M. HEROLD thought that the Committee could not adopt any resolution recommending States to conclude agreements in connection with mutual assistance for the prevention of smuggling, any opinion on the substance of this question being outside the Committee's competence. The Committee could, of course, express an opinion as to the results which might be anticipated from the conclusion of bilateral agreements such as those which had been suggested, and, if such was its opinion, it could say that such agreements were not open to any objection from the point of view of the principle of the freedom of communications and transit.

After a discussion, *the Committee adopted the following resolution :*

“ The Advisory and Technical Committee,

“ Having taken cognisance of the Finnish Government's proposals regarding the prevention of the smuggling of alcohol in Finnish waters and suggesting an international examination of measures :

“ (a) To prevent the abuse of the flag ;

“ (b) To facilitate the pursuit by the Finnish authorities of vessels suspected of smuggling ;

“ Considering that the investigation of the laws governing the granting of the right to fly a flag has shown that such laws are at present too divergent to offer any prospect of international regulations being adopted ;

“ Having taken cognisance of the Convention concluded at Helsingfors on August 19th, 1925, between Finland and the Free City of Danzig, Denmark, Estonia, Germany, Latvia, Lithuania, Norway, Poland, Sweden and U.S.S.R., and of the Convention concluded between Finland and the United Kingdom on October 13th, 1933 :

“ Considers that the information supplied to the Committee shows that the conclusion between the Finnish Government and the other Governments concerned of bilateral agreements containing provisions similar to those found in the above-mentioned Conventions would assist in ensuring the practical solution of the difficulties pointed out by the Finnish Government ;

“ Declares that, in its opinion, the application of such agreements, whereby States would consent not to avail themselves of certain prerogatives which they possess under international law, could not be regarded in this case as constituting an obstacle to the freedom of maritime communications provided for in Article 23(e) of the Covenant.”

XXV. ANNUAL REPORT OF THE MEMEL HARBOUR BOARD FOR 1932.

The Committee took note of the annual report of the Memel Harbour Board for 1932.

XXVI. CONTINUATION OF THE WORK OF THE FOURTH GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT : FIXING OF MOVABLE FEASTS.

The Committee took note of the information contained in the note of its Secretary-General (see Annex 21).

XXVII. ROAD TRAFFIC.

*The Committee, after examining the report submitted on the last session of the Permanent Committee on Road Traffic,<sup>1</sup> decided to transmit to the Governments, on behalf of the Advisory and Technical Committee, the recommendations contained in the report in connection with the following questions :*

- (1) Height at which signals should be placed ;
- (2) Signals to be made by drivers of motor vehicles ;
- (3) Recommendations regarding the triptych system ;
- (4) Recommendation relating to the resolution adopted by the Permanent International Commission for First Aid on Highways regarding the marking of ambulance vehicles and facilities to be granted to them when crossing frontiers.

*The Committee approved the Permanent Committee's proposal regarding the publication of an up-to-date edition of the pamphlet on road signalling, a new edition of which seemed to it particularly necessary.*

As regards the recommendation in connection with the claims put forward by motor-drivers concerning the institution of compulsory tests for obtaining a licence to drive a motor vehicle, the Committee did not feel able to transmit to the Governments in its present form a recommendation suggested by the Permanent Committee. This recommendation seemed to imply that the Governments did not fully apply the 1926 International Convention, but this had not been established. As a matter of fact, as Colonel PERON pointed out, the 1926 Convention stipulated that a driving licence should be issued after the candidate had given evidence of proficiency. The Convention did not impose any test before obtaining a certificate.

As regards the recommendation concerning the compilation by the competent authorities of statistics of road accidents and their causes, the Committee considered that, before sending Governments such a recommendation, it was necessary :

- (1) To collect all necessary information on existing statistics ;
- (2) To examine on what basis these statistics were established.

Not until this information had been collected would the Committee be able to consider whether it was possible and desirable to propose the unification of these statistics on a common basis, since the compilation by Governments of statistics which could not be compared with one another could not be regarded as presenting any international value.

*The Committee decided that the Secretariat should be instructed to collect, under the direction of the Chairman of the Committee on Road Traffic, the above-mentioned information on existing statistics and on the methods employed in compiling them in the different countries.*

M. INGWERSEN asked the Committee not to neglect the question of the regime of commercial motor transport. This question was being examined by the International Chamber of Commerce, which was ready to send the Secretariat of the Committee the documentation it had collected.

The SECRETARY-GENERAL of the Committee considered that the documentation collected by the International Chamber of Commerce would undoubtedly be of great value, but that, nevertheless, for the reasons stated in the report of the Permanent Committee on Road Traffic, the time had not yet come for examining the question of the regime of commercial motor transport from the international point of view.

M. HEROLD was also of opinion that it was preferable to wait until this question, which was at present in a state of evolution, had attained a certain degree of stability. Competition between the different methods of transport played a considerable part in this question. This competition was still very keen, and the Committee should show extreme prudence before embarking upon an examination of the substance of the question of the regime of commercial motor transport.

*The Committee associated itself with the decision of the Permanent Committee on Road Traffic to postpone the examination of this question for the moment.*

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<sup>1</sup> See document C.384.M.192.1933.VIII.



XXVIII. TRANSPORT AND TRANSIT OF ELECTRIC POWER, AND REGIME OF THE INTERNATIONAL EXCHANGE OF ELECTRIC POWER IN EUROPE.

After a discussion, the Committee, taking note of the information contained in the memorandum of its Secretary-General (see Annex 22) considered that the present situation did not render it possible to anticipate in the near future either the institution of a more liberal regime for the exchange of electric power or the constitution of a European electric system. It considered that the documentation collected should be kept up to date pending a more favourable moment for the resumption of the examination of one or other of these categories of questions. It authorised its Chairman to place once more on the Committee's agenda any aspect of the question which he might think fit, when the general economic situation seemed to him to permit of a resumption of the international examination of these problems with some prospects of success.

XXIX. QUESTIONS OF INTERNAL ORGANISATION.

*Composition of the Permanent and Temporary Committees.*

The Committee appointed as Chairman of the Permanent Legal Committee Count E. PIOLA-CASELLI, President of Section at the Court of Cassation, Rome, to replace M. Pilotti, the latter having resigned from this Committee on his appointment as Deputy Secretary-General of the League of Nations.

It also appointed as Vice-Chairman of the Permanent Legal Committee M. G. NAUTA, barrister at Rotterdam, Netherlands member of the Committee for the Unification of River Law, to replace M. van Slooten, deceased.

Mr. KEANE was appointed member of the Permanent Committee for Inland Navigation, and M. DE CASTRO member of the Committee of Enquiry on questions relating to public works and national technical equipment.

The Committee proceeded to the replacement of M. Agüero y Bethancourt (deceased) and of Sir John Baldwin, Chairman and member respectively of the Budget Sub-Committee.

It decided to ask Mr. KEANE to replace Sir John Baldwin.

It decided, on the other hand, that the Budget Sub-Committee should be presided over by the Chairman-in-office of the Committee.

The Committee decided to ask Sir John BALDWIN to accept the position of Vice-Chairman of the Committee of Enquiry on questions relating to public works and national technical equipment, and M. OMODEO to act as Rapporteur to this Committee on electric and hydro-electric questions.

The Committee decided that all questions relating to collaboration between the Communications and Transit Organisation and the National Economic Council of China should, in the interval between the Committee's sessions, be referred to an Advisory Committee appointed to assist the Chairman.

This Committee would be presided over by M. DE RUELLE, former Chairman of the Advisory and Technical Committee, and would further consist of M. Silvain DREYFUS, representative of the Advisory and Technical Committee on the Committee of Enquiry on questions relating to public works and national technical equipment, and of Sir John BALDWIN, Vice-Chairman of the Committee of Enquiry.

*Appointment of a Committee of Experts to examine the Petition of the Noskovci-Statina-Nasice Local Railway Company, Limited.*

The SECRETARY-GENERAL of the Committee pointed out that the Council of the League of Nations had had before it a petition presented under Article 304 of the Treaty of Trianon by the Noskovci-Statina-Nasice Local Railway Company, Limited, in Belgrade, and had referred the question to the Communications and Transit Organisation, asking for a report which would enable it to take a decision in full possession of the facts.

The Secretary-General of the Committee recalled that it was the duty of the Chairman to appoint Committees of Experts, under Article 6 of the Internal Regulations, and that it was only because the Committee was informed of this affair at a time when it was in session that the question had been brought before it.

The power of the Chairman to appoint for any question temporary committees of enquiry in the period between meetings was naturally not affected, even should the Committee decide to suspend the application of resolutions by which it had itself provided for the appointment of such committees.

The Committee decided to request the Chairman to appoint the experts to form the Committee which will undertake the examination of questions relating to this petition. It will take note at its next session of the report of this Committee.

*Resignations.*

The SECRETARY-GENERAL of the Committee informed it that he had received, and was continuing to receive, letters of resignation from German members of the permanent and temporary committees of the Communications and Transit Organisation.

The Committee decided to postpone to its next session the question of the action to be taken on the communications received from the German members and experts of the Organisation's committees.



XXX. REPRESENTATION OF THE COMMUNICATIONS AND TRANSIT ORGANISATION ON THE PERMANENT INTERNATIONAL ASSOCIATION OF NAVIGATION CONGRESSES.

The SECRETARY-GENERAL of the Committee recalled the fact that M. Seeliger, in sending in his letter of resignation, which had been communicated to the members of the Committee (see Annex 23), had also resigned his post as representative of the Committee on the Permanent International Association of Navigation Congresses.

On the proposal of M. DE RUELLE, the Committee invited M. SCHLINGEMANN, member of the Permanent Committee for Inland Navigation, to represent it on the Permanent International Association of Navigation Congresses.

XXXI. REPORT OF THE CHAIRMAN ON THE MISSIONS CARRIED OUT BY HIM SINCE THE LAST SESSION OF THE COMMITTEE.

M. DE RUELLE gave the following particulars on the decisions which, as Chairman of the Advisory and Technical Committee, he had been called upon to take and the appointments he had had to make :

1. *Co-operation between the National Government of China and the Communications and Transit Organisation.*

(a) *Prolongation of the Mission of the two Representatives of the Communications and Transit Organisation.*

The National Government of China having expressed a wish to be able to continue to use the services of M. Okecki and M. Bourdrez, representative and assistant representative of the Communications and Transit Organisation, who had been put at its disposal for 1932, the Chairman, in accordance with the Chinese Government's wish, prolonged the mission of these representatives for 1933.

(b) *Appointment of an Expert to the National Government of China for Telegraph and Telephone Questions.*

The National Government of China having asked the Secretary-General of the League of Nations to propose an expert who could be put at its disposal for telegraph and telephone questions, the Chairman proposed M. LANGE, Director at the German Telegraph and Telephone Administration, who was appointed by the National Government and proceeded to China in March last.

2. *Appointment of a Committee of Experts for the Study of Certain Questions relating to Petitions presented to the Council by the Barcs-Pakrac Railway Company, Limited, Budapest, the Radkersburg-Luttenberg Railway Company, Limited, Vienna, and the Torontál Local Railway Company, Limited, Budapest.*

Petitions having been submitted to the Council of the League of Nations in virtue of Article 304 of the Treaty of Trianon and Article 320 of the Treaty of St. Germain-en-Laye by the above companies, the Council decided, before placing these questions on its agenda, to ask the Committee to submit to it a report enabling it to take a decision with full knowledge of the facts.

In accordance with precedent, the Chairman instructed a Committee of Experts to study these questions and report to the Advisory Committee. The following were appointed members of this Committee :

- M. E. L. ELIAS, Secretary-General of the Netherlands Railways ;
- M. C. M. GRIMPRET, Councillor of State, Director-General of Railways at the French Ministry of Public Works ;
- M. E. VOGEL, Ministerial Director at the German Ministry of Communications.

The Committee's reports on the above-mentioned three petitions were submitted to the Advisory and Technical Committee<sup>1</sup>.

3. *Appointment of a Representative of the Communications and Transit Organisation at the London Monetary and Economic Conference.*

As the Monetary and Economic Conference had on its agenda both the question of public works and that of bounties and subsidies, direct and indirect, particularly subsidies to shipping, which questions had been studied by the Transit Organisation, the Chairman appointed Sir John BALDWIN to represent the Organisation at that Conference. The Committee had received reports from Sir John Baldwin on his mission (see Annex 6, Appendix, and Annex 13, Appendix).

<sup>1</sup> See Annex 1 and the League of Nations *Official Journal*, No. 2, February 1934 (Part I), pages 183 and 185.

4. *Appointment of a New Member of the Permanent Committee for Ports and Maritime Navigation and of a New Rapporteur of the Public Works Committee.*

M. KRÖLLER, Netherlands member of the Committee for Ports and Maritime Navigation, having resigned, the Chairman appointed as member of this Committee M. VAN DER HOUVEN VAN OORDT, former President of the Netherlands Shipowners' Association. The Chairman had also appointed M. SCHNEIDER, mining engineer (France), Rapporteur of the Committee on Public Works and National Technical Equipment.

5. *Appointment of a Representative of the Transit Organisation to the Conference convened by the International Maritime Committee and held at Oslo in August 1933.*

The Transit Organisation having been asked to send a representative to the Conference convened by the International Maritime Committee, Mr. Martin HILL, Secretary of the Liverpool Steam Ship Owners' Association, was appointed for this purpose on the proposal of the Chairman of the Permanent Committee for Ports and Maritime Navigation.

6. *Constitution of the Preparatory Committee for Buoyage.*

In accordance with the resolution adopted by the Committee at its last session, the Chairman constituted the Preparatory Committee for Buoyage. This Committee met in June, and its report<sup>1</sup> had been communicated to the Advisory Committee.

7. *Constitution of the Committee for Additional Signals at Level Crossings.*

The Permanent Committee on Road Traffic felt it was desirable that this question should be examined by a select committee of experts competent in respect of both railways and roads. It asked its Chairman to suggest to the Chairman of the Communications and Transit Committee three experts on road traffic as members of the Special Committee, and suggested that the Chairman of the Permanent Committee for Transport by Rail should propose three railway experts. On receiving these proposals, the Chairman of the Committee made the following appointments to the Special Committee :

M. MELLINI, who will act as Chairman ;  
Mr. FRANKLIN,  
M. VALSINGER,  
M. WALCKENAER,  
M. Ch. H. J. DRIESSEN, Chief Engineer, Head of the Permanent Way and Works  
Department of the Netherlands Railways,  
M. H. HUNZIKER, Director of the Railways Division at the Swiss Federal Department  
of Posts and Railways.

The Secretariat was given the necessary instructions for convening and starting the work of this Committee.

8. *Appointment of Representatives of the Communications and Transit Organisation to the Conference for the Revision of the Berne International Conventions.*

Following a suggestion made by the Swiss Government, the Chairman of the Conference for the Revision of the Berne Conventions, which met in Rome on October 3rd, 1933, asked the League of Nations to send representatives to the Conference. The Chairman appointed for this purpose : M. HAAS, Secretary-General of the Committee, assisted by M. METTERNICH, Secretary of the Permanent Committee for Transport by Rail.

*The Committee approved M. de Ruelle's report and expressed its thanks to him.*

XXXII. COMMUNICATIONS OF THE SECRETARY-GENERAL OF THE COMMITTEE.

I. *Budget of the Transit Organisation for 1934.*

The SECRETARY-GENERAL of the Committee reported on the budgetary situation of the Communications and Transit Organisation for 1934 (see Annex 24).

He then outlined the position of certain questions which, if the previous resolutions of the Committee had been carried out to the letter, would normally have had to be entered on the agenda of the present session.

These were questions the position of which had not changed since the previous sessions at which the Committee had adjourned their examination.

2. *Steps to be taken to facilitate the Transport of Agricultural Products.*

This question had been referred to the Committee at its fifteenth session, on the request of the Conference with a view to Concerted Economic Action. The SECRETARY-GENERAL of

<sup>1</sup> See document C.465.M.238.1933.VIII.

the Committee recalled the steps then taken, and pointed out that, at its sixteenth session, the Committee had felt that the question could not be studied separately, as it formed part of the general problem of concerted economic policy, the study of which had not been pursued within the framework of the European Union as provided for when the question of the transport of agricultural products was referred to the Communications and Transit Organisation. At its seventeenth session, the Committee arranged for the collection of more precise information on the question in co-operation with the International Institute of Agriculture. As the circumstances which led the Committee to decide to defer action on this question had not changed, the Secretary-General of the Committee suggested leaving the examination of this question in suspense.

*Agreed.*

### 3. *Adjustment of Railway Tariffs.*

At its sixteenth session, the Committee had decided to refer this question to the Committee for the Codification of International Law in regard to Transport, as it had the same origin as the previous question and, like it, could not be treated separately.

As the international co-operation in the economic sphere which would render possible the tariff adjustment demanded was still lacking, the SECRETARY-GENERAL of the Committee suggested that consideration of this question should be suspended.

*Agreed.*

### 4. *Study of Questions relating to the Territorial Sea.*

The questions of the territorial sea, referred to the Communications and Transit Organisation after the Hague Conference for the Codification of International Law had declared itself unable to find a solution, were studied by the Committee at its sixteenth session under two different aspects : the codification of international law concerning the territorial sea and the extension of the judiciary powers of States in respect of vessels in inland waters.

The SECRETARY-GENERAL of the Committee recalled that at its seventeenth session it had considered that, in view of the state of the Committee's budget and the fact that the problem was not urgent and did not require immediate action, it seemed advisable to adjourn for the moment the consideration of this question, but to keep it on the agenda for examination at a more suitable moment. In view of existing circumstances, the Secretary-General of the Committee did not think that that moment had come.

*The Committee approved the view taken.*

### 5. *International Regulations for Broadcasting.*

The SECRETARY-GENERAL of the Committee recalled the decision taken by the latter at its thirteenth session requesting its Secretary-General to prepare for a future session, with the assistance, if necessary, of experts appointed at his request by the Chairman of the Committee, a report on the international problems raised by the organisation of broadcasting. As requested by the Committee, the Secretariat had kept in touch with the various organisations interested in broadcasting and with the efforts made at the various conferences held with a view to improving the present position in respect of broadcasting. The report suggested had not yet been prepared, but, as broadcasting problems, particularly that of the distribution of wavelengths, still awaited solution, the Secretary-General of the Committee wished to draw attention to this question, which he had by no means overlooked.

*The Committee noted this statement.*

### 6. *Co-operation of National Associations interested in Road Traffic Questions.*

The SECRETARY-GENERAL of the Committee communicated a letter from the Deutsche Verkehrswacht, offering the Communications and Transit Organisation its co-operation. This offer raised a question of a general nature ; the Committee's practice had always been that while, in principle, it was glad to welcome all information supplied by technical organisations, it considered that the Communications and Transit Organisation could co-operate only with organisations of an international and not with organisations of a national character.

*The Committee decided to continue to observe this rule.*

### 7. *Letter from the Secretary-General of the International Danube Commission regarding the Conditions of Labour of Ships' Crews on the International Rivers of Europe.*

The SECRETARY-GENERAL of the Committee communicated a letter from the Secretary-General of the International Danube Commission in which the latter asked the Communications and Transit Committee to expedite its work on the labour conditions of ships' crews on the international rivers of Europe, a question to which the riparian States of the Danube attached great importance.

The Secretary-General of the Committee reminded the members that a Joint Committee of the Communications and Transit Organisation and the International Labour Office had been instructed to study these questions. The reply to be given was, he thought, that the Secretariat would communicate the letter from the Secretary-General of the International Danube Commission to the proper department of the International Labour Office.

M. METTERNICH explained that the Committee of Experts appointed by the Joint Committee in question had held its last meeting in September 1930, with M. Hostie in the chair, and had authorised the International Labour Office to make a study of the following questions :

- (1) The regulation of working hours in inland navigation, beginning with the question of nightly rest ;
- (2) The conflict of laws and mutual administrative assistance given as regards social insurance.

The International Labour Office had ended its study of the first question and a document prepared on this subject had been drawn up on January 1st, 1933. The second question was still under investigation. The Committee of Experts, however, had decided to discuss both questions together at its next meeting. On completion, the studies would be sent to the members of the Committee of Experts, which would probably decide to submit the two questions to the Governments in order to ascertain how unification could be ensured and the conflicts of laws due to the multiplicity of regulations avoided.

*The Committee instructed the Secretariat to forward to the proper department of the International Labour Office the letter of the Secretary-General of the International Danube Commission and to arrange with that department what particulars should be given in the reply to that Commission. The reply sent would be communicated to members of the Committee.*

8. *Twelfth Session of the International Association of the Railway Congress, held in Cairo in January 1933.*

M. METTERNICH reminded the Committee that at its seventeenth session it had decided that its Permanent Committee for Transport by Rail would be represented by its Secretary at the twelfth session of the International Association of the Railway Congress, convened for January 1933 at Cairo. In accordance with that resolution M. Metternich had attended the Congress. He gave the Committee an account of the discussions held at the meeting, with particular reference to the points on the Congress's agenda of particular interest to the work of the Communications and Transit Organisation. One of these questions, that of additional signals at level crossings, had already been put on the agenda of the Permanent Committee on Road Traffic, which had proposed that a joint committee consisting of experts competent both from the railway and road standpoints should continue to study this problem.

9. *Conference for the Revision of the Berne International Conventions, C.I.M. and C.I.V., opened in Rome on October 3rd, 1933.*

M. METTERNICH, who had, alternately with the Secretary-General of the Committee, represented the Communications and Transit Organisation at the Rome Conference, which had held a rather long session, outlined the questions considered at the Conference. He would make a full report to the Permanent Committee for Transport by Rail. The important questions of the negotiability of transport documents and of co-operation between the various forms of transport would be fully commented upon in the report which would be submitted to that Committee.

M. HEROLD, as Chairman of the Permanent Committee for Transport by Rail, thanked M. Metternich for his statement and took the opportunity afforded of emphasising how efficiently M. Metternich had always handled railway questions on behalf of the Communications and Transit Organisation.

The CHAIRMAN, speaking for the Committee, associated himself with M. Herold's remarks.

*The Committee decided to forward the statements made by M. Metternich to the Permanent Committee for Transport by Rail, which would be meeting in some months' time, in the belief that it would be able to consider some of the problems touched upon in those statements and to devote further study to them.*

10. *Report on Other Meetings attended by the Secretariat.*

The SECRETARY-GENERAL of the Committee briefly reviewed the meetings, other than those already mentioned, which the Secretariat of the Organisation had attended. The Conference of States interested in Rhine navigation, held at The Hague in September-October 1933, on the invitation of the Netherlands Government, which dealt with the transport of inflammable cargoes, had been followed by M. Lukač, who had reported on the subject to the Committee for Inland Navigation.

M. van Dissel had represented the Communications and Transit Organisation at the Conference on Telecommunications held in Madrid in September 1932. M. van Dissel gave certain explanations on the question of communications with the League of Nations at times of

emergency, and drew attention to the resolution adopted by the Madrid Conference according to which League telegrams would, at times of emergency, take priority over Government telegrams. The Madrid Conference had also adopted a satisfactory solution of the question of radio-beacons, which had been the subject of a recommendation of the Lisbon Conference for Buoyage and Lighting of Coasts.

The Secretary-General of the Committee mentioned in conclusion that the Secretariat of the Communications and Transit Organisation was doing all it could to keep in touch with international technical organisations. The number of invitations received was large, and they could not all be accepted. The representative of the International Chamber of Commerce had referred to the great importance the Chamber attached to co-operation with the Communications and Transit Organisation. Mr. Tombs had represented the Organisation at the last meeting of the Committee for Transport by Air. Madame Lehmann had kept in touch with the International Association of Recognised Automobile Clubs. It was hoped to be able to resume contact with the River Commissions. The Committee might rest assured that the Secretariat would try to maintain and develop relations with the largest possible number of technical organisations, since liaison with more specialised bodies in a given field of communications was one of the essential activities of the Communications and Transit Organisation.

#### XXXIII. CLOSE OF THE SESSION.

The CHAIRMAN declared the eighteenth session of the Committee closed.

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ANNEX 1.

[C.C.T.548.]

REPORT BY THE COMMITTEE OF EXPERTS FOR THE STUDY OF A  
QUESTION RELATING TO THE PETITION SUBMITTED TO THE  
COUNCIL BY THE TORONTÁL LOCAL RAILWAY COMPANY,  
LIMITED, BUDAPEST.

Geneva, October 14th, 1933.

A petition having been submitted to the Council of the League of Nations in virtue of Article 304 of the Treaty of Trianon by the Torontál Local Railway Co., Ltd., Budapest, the Council decided, previous to the placing of this question on its agenda, to ask the Advisory and Technical Committee for Communications and Transit to submit to it a report enabling it to take a decision with a full knowledge of the facts. The Chairman of the Advisory and Technical Committee entrusted the study of this question to a Committee consisting of M. E. L. ELIAS, Secretary-General of the Netherlands Railways; M. C. M. GRIMPRET, Councillor of State, Director-General of Railways at the French Ministry of Public Works; and M. E. VOGEL, Ministerial Director at the German Ministry of Communications.

The Committee, at its session of September 25th to 27th, 1933, took note of the documents submitted to it, a list of which is attached (see Appendix).

It heard the explanations given by the representatives of the Roumanian and Yugoslav Governments and of the petitioning company.

The Committee states below its findings and conclusions, the latter having been adopted unanimously.

The Torontál Local Railway Co., Ltd., Budapest, states that it obtained from the former Austro-Hungarian State a concession for the construction and operation of a local railway in the Veliki-Beckerek area. The concession was dated June 9th, 1905, and was to expire on December 13th, 1980. Under a contract concluded on June 27th, 1913, with the Hungarian State Railways, the latter were to operate the company's lines. Owing to the change of sovereignty resulting from the Treaty of Trianon, the greater part of the company's system is at present in Yugoslav territory, and the remainder in Roumanian territory.

The representatives of the two Governments territorially concerned denied that Article 304 of the Treaty of Trianon was applicable to the disputes in question, and maintained that their settlement was a matter for the Mixed Arbitral Tribunal, in virtue of Articles 239 and 250.

They also questioned the legitimacy of the powers of the existing Board of Directors of the company.

They further asserted that there had been no friendly conversations between the two Governments and the company.

Having considered the company's application, the Committee expresses the opinion that, for the time being, it is not called upon to decide whether Article 304 of the Treaty of Trianon is applicable, nor whether the powers of the Board of Directors of the company are legitimate, because the company has produced no evidence that any friendly conversations have taken place with the two Governments.

That being so, it is first of all necessary to fix a time-limit to allow of such friendly conversations, and the Committee thinks that six months will suffice.

Paris, September 27th, 1933.

(Signed) E. L. ELIAS, C. M. GRIMPRET, E. VOGEL.

Appendix.

LIST OF DOCUMENTS SUBMITTED TO THE COMMITTEE OF EXPERTS.

1. Application from the Torontál Local Railway Company, Limited, dated March 24th, 1933, for the appointment of arbitrators.
  2. Communication from the President of the Council, dated May 22nd, 1933, regarding the inclusion of the above application in the Council's agenda.
  3. Reply of the Roumanian Government, dated August 1st, 1933, to the application from the Torontál Local Railway Co., Ltd.
  4. Reply of the Yugoslav Government, dated August 2nd, 1933, to the same application.
  5. Deed of Concession, dated July 9th, 1905.
  6. Additional clauses to the operation contract between the Hungarian State Railway Co., Ltd., and the Torontál Local Railway Co., Ltd.
  7. Articles of association of the Torontál Local Railway.
  8. Map.
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ANNEX 2.

[C.C.T.564.]

NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE ON THE  
PRESENT POSITION OF A STUDY OF A MAIN NETWORK OF PERMANENT  
AIR ROUTES.

Geneva, November 1st, 1933.

At the first session of the Sub-Committee for the Study of the Question of the Constitution and Operation of a Main Network of Permanent Air Routes, held in November 1931, the Rapporteur was requested to prepare a study of a suggested main network with the aid of information to be furnished by the members of the Air Transport Co-operation Committee, the Sub-Committee referred to and the Governments of the European States.

It was not found possible to complete this study before the second meeting of the Air Transport Co-operation Committee and its Sub-Committee, which were convened in May 1932. However, a preliminary statement was made by the Rapporteur at these two meetings.

The study, which is now nearing completion, will be published as soon as available and will be distributed to the States Members of the League, the Advisory and Technical Committee and the Air Transport Co-operation Committee, who will be asked to submit their observations. It is hoped that a meeting of the Air Transport Co-operation Committee, or, at any rate, its Sub-Committee, will later be called to make a thorough examination of the study in all its aspects.

The main network would comprise essential air services on the European continent and in the Mediterranean basin as far east as Istanbul, Beirut and Alexandria, and as far west as Casablanca. The study will take into close consideration the methods, cost and return of the present air services; and detailed estimates will be given of the operating requirements, cost and economic possibilities of the proposed network.

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ANNEX 3.

[C.C.T.552.]

NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE ON THE  
ACTION TAKEN ON THE WORK OF THE CONFERENCE OF PRESS  
EXPERTS (1927) AND THE EUROPEAN CONFERENCE ON THE TRANSPORT  
OF NEWSPAPERS AND PERIODICALS (1929).

Geneva, October 31st, 1933.

(a) " URGENT PRESS " TELEGRAMS AND " DEFERRED " PRESS TELEGRAMS.

The Conference of Press Experts convened at Geneva in August 1927 by the League Council adopted a number of resolutions relating to telegraphic, telephonic and radio-electrical questions. The Council requested the Advisory and Technical Committee for Communications and Transit to arrange for these resolutions to be examined by a Special Committee of Telegraph and Press Experts, in order to decide what action should be taken on them. This Special Committee was requested, *inter alia*, " to enquire into means of ensuring more rapid and less costly transmission of news with a view to reducing the risks of international misunderstanding ". The conclusions reached by this Committee were re-examined by the Communications and Transit Committee, and subsequently by the Council. The latter, at its fifty-fifth session, held in June 1929, approved them and requested the Secretary-General of the League to take the necessary steps to give effect to them. In accordance with this decision taken by the Council on the basis of the above-mentioned preliminary work, the Governments Members of the League were requested to give effect to the resolutions of the 1927 Conference of Press Experts dealing with :

- (a) The establishment of " urgent Press " telegrams and radio-telegrams ;
- (b) The establishment of a service of " deferred " Press telegrams.

The 1927 Conference of Press Experts unanimously adopted the following resolution :

" The Conference of Press Experts recommends the establishment for the purpose of international communication, of an ' urgent Press ' telegram which should pay double rates compared with ordinary Press telegrams. ' Urgent Press ' telegrams should have priority over ' urgent private ' telegrams."

The Special Committee of Telegraph and Press Experts set up by the Advisory and Technical Committee for Communications and Transit took the following decision, which was subsequently approved by that Committee and by the Council :

“ The Committee recommends that the Telegraphic Conference of 1930 should approve of the establishment of a category of telegrams to be known as ‘ urgent Press ’, subject to the same general conditions as urgent private telegrams, the rate for such telegrams to be three times that charged for ordinary Press telegrams.”

The Committee also recommended “ that the administrations and companies concerned should favourably consider the question of introducing a ‘ deferred ’ Press service on long-distance routes whenever the circumstances would appear specially to justify such a step ; this service would be carried out at a lower charge than the ordinary Press rate ”. Although the replies from Governments were not unanimous and no Government submitted a proposal relating to “ deferred ” Press telegrams, the question was deemed to be of such importance that the Secretary-General of the League considered it expedient and advisable to ask the President of the Madrid Telegraphic Conference to place this question on its agenda (proposal 297.T and explanatory note 1493.T).

At the Madrid Conference, the establishment of a category of “ urgent Press ” telegrams was supported by the French Administration in its proposal 1076.T. The United Kingdom Administration approved the establishment of this category, but only for European communications (proposal 1077.T). The German Administration proposed that the rate for “ urgent Press ” telegrams should be twice instead of three times the ordinary rate (proposal 1522.T). After the preliminary discussions, the Administrations of France, the United Kingdom and Italy agreed to propose a category of “ urgent Press ” telegrams the rate for which would be the same as that for an ordinary private telegram. This latter proposal was accepted by the Telegraphic Regulations Committee and later by the Conference, although the Italian Administration expressed the desire that the following statement should be inserted in the report :

“ Countries accepting urgent telegrams are not bound also to accept urgent Press telegrams.”

Under the Convention, ordinary Press telegrams have the same status as ordinary private telegrams, and urgent Press telegrams the same status as urgent private telegrams (Article 36, § 1, of the International Convention on Telecommunications). Apart from the prescribed term “ Press ”, Press telegrams may not bear any indications other than those relating to urgent telegrams and multiple telegrams (Article 68, § 5). The terminal and transit rates applicable to ordinary Press telegrams exchanged between the Administrations which are members of the Telegraphic and Radio-Telegraphic Union are those for ordinary private telegrams, reduced by 50 per cent for European communications and by at least 50 per cent for other communications (Article 68, § 6).

As regards the establishment of “ deferred ” Press telegrams, no Administration considered it advisable in present circumstances to submit a proposal on that matter; the Conference was therefore unable to discuss the establishment of this category of telegrams. In the general opinion, the privileges already granted to the Press are so great that, at the present juncture and in view of the difficult conditions with which the telegraph companies are faced, it is inexpedient to reduce Press rates any further by creating the new category mentioned above.

#### (b) RATES APPLICABLE TO NEWSPAPERS AND PERIODICALS.

At its sixteenth session, the Advisory and Technical Committee for Communications and Transit appointed three delegates to take part as experts in the work of a Mixed Committee, the other members of which were appointed by the Fiscal Committee,<sup>1</sup> to study the action to be taken on the recommendation of the European Conference on the Transport of Newspapers and Periodicals regarding the Customs and fiscal duties applicable to newspapers and periodicals. This Mixed Committee held a first session on June 3rd, 1931, and decided to draw up a detailed questionnaire dealing with all duties, fees and taxes of every kind applicable to newspapers and periodicals. This questionnaire was sent to the Governments invited to the European Conference on the Transport of Newspapers and Periodicals, to the regular or corresponding members of the Fiscal Committee belonging to non-European countries and to the recognised Press associations which are interested in the matter. The information obtained by means of this questionnaire was collected by the Secretariat in a document which

<sup>1</sup> For the Fiscal Committee :

M. BLAU, Director of the Federal Department of Taxes, Berne.  
M. BORDUGE, Director-General at the Ministry of Finance, on detached service, Paris.  
M. CLAVIER, Director-General of Taxes, Brussels.  
Professor Dr. DORN, President of the “ Reichsfinanzhof ”, Munich.  
Dr. AL. KNEPPO, Ministerial Counsellor at the Ministry of Finance, Budapest.

For the Communications and Transit Committee :

M. GRÜNEBAUM, Ministerial Counsellor at the Austrian Federal Ministry of Commerce and Communications.  
M. SINIGALIA, former Chief Inspector and member of the Managing Board of the Italian State Railways.  
M. SCHOELLER, General Manager of the Messageries Hachette, Paris.



was communicated on June 13th, 1933, to the members of the Mixed Committee, with the request that they should submit their observations on that information, should state what practical action could be taken on the enquiry and whether, for this purpose, they considered that a further meeting of the Committee was desirable.

Up to the present, three of the members of the Joint Committee (appointed by the Advisory and Technical Committee) have replied ; one did not make any suggestions as to the action to be taken on the Committee's work, one proposed that the Joint Committee should hold a further session, and the third member of the Joint Committee was not opposed to continuing the work, without losing sight of the difficulties of the situation.

(c) DEFINITION OF THE TERM " PERIODICAL ".

The Permanent Legal Committee, at its sixth session, held from June 10th to 14th, 1930, examined the question submitted to it by the Advisory and Technical Committee—namely, to endeavour to find an international definition of the term " periodical ", in accordance with the desire expressed by the European Conference on the Transport of Newspapers and Periodicals.

In order to meet the object mentioned in Chapter VII of the Final Act of that Conference, the Legal Committee considered that, without endeavouring to find a general and theoretical definition of the term " periodical ", it might, perhaps, be sufficient for it to determine the categories of periodicals for which special treatment from the point of view of transport and in regard to the relevant Customs formalities and charges appears to be desirable.

The Committee decided to propose as a basis of discussion that printed publications appearing regularly at least once a week should be regarded as periodicals, commercial printed matter, such as catalogues, prospectuses, price lists, etc., being excluded (such printed matter was also excluded from the reduced postal rates prescribed in the London Universal Postal Convention of June 28th, 1929). The Committee considers that it would be desirable to apply to this category of periodicals, so far as possible, the same treatment as that provided for newspapers in the Final Act of the European Conference.

In accordance with the desire expressed by the Permanent Legal Committee, associations of publishers of periodicals, distributing undertakings and the International Railway Union were consulted in April 1931 for the purpose of ascertaining whether the limitation contemplated by the Committee could be regarded as satisfactory. The majority of the replies received from the above-mentioned associations state that the definition proposed by the Legal Committee is too narrow. Most of the associations pointed out that a very large number of periodicals and, in particular, the majority of technical periodicals, appear once a fortnight or once a month. The associations in question were informed in reply that the Legal Committee, which had simply proposed this definition as a basis for discussion, would re-examine the question at a later session. The International Railway Union has not yet sent any reply.<sup>1</sup>

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ANNEX 4.

LETTER, DATED NOVEMBER 27TH, 1933, ADDRESSED BY THE  
INTERNATIONAL RAILWAY UNION TO THE SECRETARY-GENERAL  
OF THE COMMITTEE FOR COMMUNICATIONS AND TRANSIT WITH  
REGARD TO THE DEFINITION OF THE TERM " PERIODICAL ".

You were good enough to ask me whether, from the point of view of the railway administrations, the limitation contemplated by the Permanent Legal Committee for the definition of the term " periodical " could be regarded as satisfactory.

I have the honour to refer to the question included under Item IV of the agenda of the eighteenth session of the League of Nations Advisory and Technical Committee for Communications and Transit to be held at Geneva on the 29th instant, and to document C.C.T.552 of October 31st, 1933,<sup>2</sup> concerning the same subject, and to inform you that, on the proposal of the Goods Traffic Commission (see Appendix, extract from the Minutes of the meeting held at Paris in April-May 1931), the Administrative Committee of the I.R.U. decided (I.R.U. *Bulletin*, 1931, page 394) not to extend, for the time being at all events, to " periodicals " the regulations concerning the carriage of newspapers in international traffic which form the subject of No. 69 in the *Series of decisions* of the I.R.U.

(Signed) Gaston LEVERVE,

Secretary-General of the International  
Railway Union.

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<sup>1</sup> Since this report was written, the I.R.U. has sent its reply (see Annex 4).

<sup>2</sup> See Annex 3.

**Appendix.**

**EXTRACT FROM THE MINUTES OF THE MEETING OF THE GOODS TRAFFIC  
COMMISSION HELD AT PARIS ON APRIL 27<sup>TH</sup>-29<sup>TH</sup> AND MAY 1<sup>ST</sup>, 1931.**

**DISCUSSION.**

After an exchange of views, the Commission came to the conclusion that it was very difficult, if not impossible, in the present circumstances to find a satisfactory definition of the term "periodical". One of the difficulties lay in fixing the proportion that was admissible between the text proper of the periodical and the advertisements. Further, periodicals do not require, from the point of view of the urgent importance of their contents, the same rapidity of transport as newspapers. Lastly, the acceptance of periodicals in the vans on the same terms as newspapers might impede the rapid transport of the latter, which would be contrary to the object that publishers have in view.

**DECISIONS.**

For these various reasons, the Commission decided to propose to the Administrative Committee not to extend to periodicals, for the time being at all events, the regulations concerning the transport of newspapers.

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**ANNEX 5.**

[C.C.T.554.]

**NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE RELATING TO  
BARRIERS TO MARITIME NAVIGATION.**

Geneva, October 24th, 1933.

The fourth General Conference on Communications and Transit, held in October 1931, after examining a report submitted by the International Chamber of Commerce on barriers to maritime navigation, took the following decision :

" The Conference,

" Having proceeded to an exchange of views regarding barriers to maritime navigation ;

" Noting the statements made by several delegations communicating the measures taken to remedy certain hindrances referred to in the course of the discussion :

" Requests the Advisory and Technical Committee for Communications and Transit to study and to recommend, in collaboration with the interested Governments, any measures calculated to remove such barriers to maritime navigation as have been notified or which may be brought to its notice in the future."

At the seventeenth session of the Advisory and Technical Committee for Communications and Transit, held in June 1932, the following resolution was adopted :

" The Advisory and Technical Committee,

" Having noted the resolution with regard to this question adopted by the fourth General Conference on Communications and Transit :

" Requests the Chairman of the Permanent Committee for Ports and Maritime Navigation to form a small sub-committee for the purpose of discharging the duty entrusted to the Advisory and Technical Committee by the fourth General Conference on Communications and Transit and of reporting to the Advisory and Technical Committee.

" The documents relating to this question, and particularly the records of the debates on this subject during the fourth General Conference on Communications and Transit, and the relevant portion of the records of the present session of the Advisory and Technical Committee for Communications and Transit, will be placed at this sub-committee's disposal."

The report of the International Chamber of Commerce drew attention to a number of cases of sanitary formalities, flag discrimination and Customs and consular formalities. It is believed that some of the barriers referred to have since diminished or even disappeared. New barriers may, however, have meanwhile arisen.

It appeared, from a study of the report, that three kinds of barriers had to be considered :

- (a) Those connected with health formalities ;
- (b) Those connected with the question of flag discrimination in ports ;
- (c) Those connected with the question of Customs and consular formalities.

(a) The International Chamber of Commerce stated that, in order to assist the International Health Office in its efforts to secure a practical application of the International Sanitary Convention of 1926 (which is not a League Convention), they had communicated to this body an account of the difficulties experienced in certain countries. In a document issued in March 1932 as an addendum to the original report, the International Chamber of Commerce reproduced certain rulings issued by the International Health Office between 1929 and 1931 to illustrate the progress made.

(b) In connection with flag discrimination, the International Chamber of Commerce stressed the importance of general ratification of, or accession to, the Convention and Statute on the International Regime of Maritime Ports.

Of the States mentioned in this part of the report—namely, Brazil, Chile, Cuba, Greece, Peru, Portugal and Spain—only one of them (namely, Greece) is a party to the Convention in question. Brazil, Chile and Spain signed, but have not ratified the Convention, which is open to accession by Cuba, Peru and Portugal. There does not seem to be any immediate prospect of early ratification or accession on the part of these States.

Moreover, because of the convocation of the Monetary and Economic Conference, whose agenda included a section on transport which gave ample opportunity for the States interested to enter into a full discussion of the question of flag discrimination, it was felt that, in sole relation to the question of flag discrimination, the Transit Organisation would not be justified in setting up for the time being the sub-committee provided for at the seventeenth session of the Advisory and Technical Committee.

(c) The question of Customs and consular formalities is more particularly within the competence of the Economic Organisation of the League. Accordingly, after consultation with the Economic Relations Section, the Transit Organisation submitted to the Economic Committee, at its session held in May 1933, prior to the meeting of the Monetary and Economic Conference, a note on barriers to maritime navigation, established with the approval of the Chairman of the Permanent Committee for Ports and Maritime Navigation. This note (see Appendix) dealt principally with Customs and consular difficulties, these being of special interest to the Economic Committee in view of the fact that the Economic and Financial Organisation was responsible for the drawing up in 1923 of the International Convention relating to the Simplification of Customs Formalities.

The representative of the Transit Organisation present at the meeting of the Economic Committee stated that it would be sufficient for the time being to draw the attention of the Economic Committee to the Customs and consular difficulties mentioned in the report of the International Chamber of Commerce, in view of the fact that the Economic Committee was considering the revision or the extension of the International Convention relating to the Simplification of Customs Formalities.

After taking note of the document submitted by the Transit Organisation, the Economic Committee suggested that a joint study of the problem should eventually be made by the two Sections.

A letter<sup>1</sup> addressed to the Chairman of the Advisory and Technical Committee by Sir John Baldwin, who represented the Transit Organisation at the discussions on bounties and subsidies which took place at the Monetary and Economic Conference, has already been circulated to the Advisory and Technical Committee.

#### Appendix.

[E.819.]

#### NOTE TO THE ECONOMIC COMMITTEE FROM THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT ON BARRIERS TO MARITIME NAVIGATION.

(Established with the approval of the Chairman of the Permanent Committee for Ports and Maritime Navigation.)

Geneva, April 27th, 1933.

The Economic Committee will recall that the Fourth General Conference on Communications and Transit, held in October 1931, requested the Advisory and Technical Committee to study and to recommend, in collaboration with the interested Governments, any measures calculated to remove the barriers to maritime navigation which had been, or might in future be, brought to its notice.

The memorandum of the International Chamber of Commerce examined by the Fourth General Conference on Communications and Transit was divided into three parts—namely :

- I. Flag discrimination ;
- II. Sanitary requirements ;
- III. Customs and consular difficulties.

It was believed that some of the barriers referred to were removed between the date of the publication of the memorandum and the action taken by the Fourth General Conference. The revised edition issued by the International Chamber of Commerce in March 1932 indicated certain improvements as well as certain new barriers.

<sup>1</sup> See Appendix to Annex 6.

The question of flag discrimination is connected with certain of the problems which are included in the draft annotated agenda of the Monetary and Economic Conference, in so far as it has not already been dealt with in the Convention and Statute on the International Regime of Maritime Ports concluded under the auspices of the Transit Organisation.

The question of sanitary requirements concerns the International Sanitary Convention established by the International Health Office in Paris.

There remains the question of Customs and consular difficulties, upon which the International Chamber of Commerce laid particular emphasis and which, in view of the International Convention relating to the Simplification of Customs Formalities, has a special interest to the Economic Committee.

*Customs and Consular Difficulties.*

The International Chamber of Commerce emphasised the importance of general ratification of or accession to the International Convention relating to the Simplification of Customs Formalities. Brazil, France, Italy, Latvia and Roumania, all contracting parties, figure in the memorandum. It will be recalled that Brazil is no longer a Member of the League.

The following non-contracting States were mentioned :

Argentine Republic	Japan	Turkey
Bolivia	Mexico	Union of Soviet Socialist Republics
Colombia	Nicaragua	United States of America
Cuba	Peru	Uruguay
Ecuador	Portugal	Venezuela.
Haiti	Spain	

Of these, Ecuador, the Union of Soviet Socialist Republics and the United States of America are not Members of the League. The Argentine Republic, although officially a Member of the League, has not been represented at the Assembly since 1920. In this connection, the Latin-American countries are principally involved. It is possible that other South-American States could be added to the above list, as the International Chamber of Commerce also mentioned vexatious Customs formalities in South-American countries, without specifying them. The Transit Organisation understands that Portugal and Spain informed the Secretariat of the League in 1928 and 1931, respectively, that they did not intend to ratify the Convention. Also, that Japan informed the Secretariat in 1932 that it considered its early ratification as probable. In fact, seven countries which signed the Convention have not ratified it namely :

Chile	Lithuania	Portugal	Uruguay.
Japan	Paraguay	Spain	

Lithuania also stated in 1932 that it would probably ratify the Convention.

The following countries are at the present time parties to the Convention :

Australia	France	Norway
Austria	Germany	Persia
Belgium	Greece	Poland
Brazil	Hungary	Roumania
United Kingdom	India	Siam
Bulgaria	Italy	Sweden
China	Latvia	Switzerland
Czechoslovakia	Luxemburg	Syria and the Lebanon
Denmark	Morocco	Tunis
Egypt	Netherlands	Union of South Africa
Estonia	New Zealand	Yugoslavia.
Finland		

Japan, Portugal, Spain and all the American countries, with the exception of Brazil, thus remain outside the Convention.

While Article 1 requests the contracting States as between themselves not to hinder their commercial relations by excessive, unnecessary or arbitrary Customs or consular formalities, the Convention does not expressly cover all the difficulties mentioned in the memorandum of the International Chamber of Commerce. For instance, there is no specific mention of the following :

- (1) Multiplicity and exaggeration of consular formalities, covering manifests, visas on manifests, passenger lists, health certificates, etc. ;
- (2) Certain abuses such as assessment of consular dues on ship's capacity and not on passengers and cargo carried ;
- (3) Arbitrary fixing of exchange rates for the payment of fees.

On the other hand, the following are actually covered in the Convention :

- (1) Consular invoices. Article 12 reads as follows :

" The documents known as ' consular invoices ' will not be required, unless their production is necessary, either to establish the origin of the goods imported in cases where the origin may affect the conditions under which the goods are

admitted, or to ascertain the value of the latter in the case of an *ad valorem* tariff, for the application of which the commercial invoice would not suffice.

“ The form of consular invoices shall be simplified so as to obviate any intricacies or difficulties and to facilitate the drawing up of these documents by the branch of trade concerned.

“ The cost of a visa for consular invoices shall be a fixed charge, which should be as low as possible ; the number of copies of any single invoice required shall not exceed three.”

(2) Shortness of consular hours ; high rate of overtime charges. Section 10 of the Annex to Article 14 reads as follows :

“ 10. It is desirable, in cases in which certain documents necessary for purposes of Customs formalities must bear the visa of a consular or other authority, that the office which grants the visa should endeavour so far as possible to keep the hours of business which are habitual in the commercial circles of the locality in which such office is situated ; it is also desirable that charges for attendances out of office hours, when levied, should be fixed at as reasonable a figure as possible.”

(3) Excessive Customs fines. Section 6 of the Annex to Article 14 reads as follows :

“ 6. It is desirable that States should refrain, so far as possible, from inflicting severe penalties for trifling infractions of Customs procedure or regulations. In particular, if an act of omission or an error has been committed which is obviously devoid of any fraudulent intent and which can easily be put right, in respect of cases in which the production of documents is required for the clearing of goods through the Customs, any fine which may be imposed should be as small as possible so as to be as little burdensome as possible and to have no character other than that of a normal penalty—*i.e.*, of a simple warning.”

(4) Payment of duties on goods shown on the manifest but not landed. Section 17 of the Annex to Article 14 reads as follows :

“ 17. It is desirable that the payment of import duties should not be required in the case of goods which, although they are shown on the manifest, are not actually introduced into the country, provided that sufficient evidence of the fact is furnished either by the carriers or by the captain within a time-limit fixed by the Customs authorities.”

It is unnecessary to mention that the Annex to Article 14 constitutes recommendations and not direct undertakings.

According to the terms of Article 9, the contracting States are under obligation to address reports to the Council of the League every three years and whenever requested to do so by the Council, on their application of the Convention. The Transit Organisation understands that, in their reports to the Council, France, Italy, Latvia and Roumania, all of these countries being mentioned in the memorandum of the International Chamber of Commerce, have declared that they would observe the principles laid down in the Convention. France and Italy stated that they had almost completely discontinued their practice of requiring consular invoices and consular visas on certificates of origin, the cost of these visas being reduced to a minimum.

No State has yet taken advantage of the conciliation machinery provided for in Article 22.

The Economic Committee has on several occasions examined the question whether there should be a revision or an extension of the Convention of 1923. Up to the present time, the Committee has considered that it would be desirable to secure as large a number as possible of ratifications and accessions, notably such countries as the Argentine Republic, Japan, Spain and the United States of America, before proceeding to a revision of the Convention. It would seem that this opinion does not exclude the possibility of supplementing the Convention by new provisions, if such a course were considered advisable in the interest of trade. In this connection the Economic Committee has already carried out certain preliminary studies on points which have relatively little direct bearing on the question of barriers to maritime navigation as such.

The following measures might be considered :

(1) The possibility of a renewed effort to secure a greater number of ratifications of, and accessions to, the Convention ;

(2) The possibility of new contractual obligations which would give a binding force to the recommendations at present found in the Annex to Article 14 ;

(3) The possibility of new contractual obligations which would serve to remove certain abuses at present not covered by the Convention, or the Annex to Article 14.

An exchange of views on these matters might possibly take place on the occasion of the meeting of the Monetary and Economic Conference.

ANNEX 6.

[C.C.T.563.]

NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE  
ON QUESTIONS RELATING TO MERCHANT SHIPPING, CONSIDERED  
IN CONNECTION WITH THE MONETARY AND ECONOMIC CONFERENCE.

Geneva, November 1st, 1933.

The chapter on transport in the draft annotated agenda submitted by the Preparatory Committee of Experts to the Monetary and Economic Conference included the following two paragraphs on merchant shipping :

“ In the case of shipping, the most important question arises in connection with direct or indirect subsidies to national mercantile marines and premiums on national shipbuilding. This policy has certainly contributed towards the creation and maintenance of a much greater tonnage than is required by existing international trade, so that in many countries shipping has become a burden on the national economy instead of a contribution to its prosperity.

“ We agree with the meeting of shipowners recently held at the International Chamber of Commerce that it is impossible to return to sound conditions in the shipping industry so long as the uneconomic policy of Government subsidies continues. This policy of excessive intervention requires to be checked by an agreement between the Governments. At the same time, certain possibilities of agreement might be considered with regard to the scrapping of old tonnage, the utilisation of existing tonnage and the laying down of new ships.”

Following the meeting of the Preparatory Committee of Experts, the Economic Relations Section and the Transit Section drew up a document entitled “ Notes on the Merchant Shipping Crisis ”.<sup>1</sup> At the time of its publication, copies of this document were circulated to certain shipping authorities, who were asked to give their opinion as to the possibility or advisability of convening a meeting, before the opening of the Monetary and Economic Conference, to consider the basis of an international agreement on merchant shipping. This preliminary meeting was not held.

Sir John Baldwin, who represented the Transit Organisation during the discussion on bounties and subsidies which took place at the Monetary and Economic Conference, has, in a letter addressed to the Chairman of the Committee (see Appendix), reported upon the work of the Conference in this respect.

Appendix.

[C.C.T.542.]

[C.C.T./P. & M.52.]

LETTER, DATED JULY 31ST, 1933, FROM THE REPRESENTATIVE OF THE  
TRANSIT ORGANISATION AT THE MONETARY AND ECONOMIC CONFERENCE  
TO THE CHAIRMAN OF THE ADVISORY AND TECHNICAL COMMITTEE  
FOR COMMUNICATIONS AND TRANSIT RELATING TO BOUNTIES AND  
SUBSIDIES.

In accordance with your request, I attended the meetings of the Sub-Commission of the Economic Commission of the Monetary and Economic Conference which was set up to deal with bounties and direct and indirect subsidies, and, in particular, shipping subsidies.

The Preparatory Commission of Experts, in the draft annotated agenda which they submitted to the Conference, suggested that “ the Conference might endeavour to ascertain whether it would not be possible to conclude agreements in connection with sea, land or river transport which might improve the economic condition of the transport system, while considerably reducing charges which at present represent a heavy burden on the State budgets in the case of certain methods of transport ”.

With regard to shipping subsidies, they stated that the policy of granting direct or indirect subsidies to mercantile shipping and premiums on shipbuilding had contributed towards the creation and maintenance of mercantile tonnage much in excess of existing international trade requirements. They added that they agreed with the shipowners who met at the International Chamber of Commerce in November 1932 that it is impossible to return to sound conditions in the shipping industry so long as the uneconomic policy of Government subsidies continues.

On the basis of the suggestions of the Preparatory Commission of Experts, the Sub-Committee, composed of representatives of thirteen States, proceeded to the consideration of its agenda and noted proposals in this connection which were submitted particularly by the Italian and British delegations.

A discussion on shipping subsidies had hardly commenced, however, when circumstances arose which decided the Bureau of the Conference to call upon the various sub-committees to draw up a list of the subjects of which, having regard to a declaration made by countries on the gold standard, they could usefully continue the study. After discussion, and taking

<sup>1</sup> See document C.99.M.34.1934.VIII.

into account the opinions expressed by three of the more important shipping countries, the Sub-Committee concluded that no useful purpose would be served by continuing its work, and it was decided, in order not to lose the benefit of what had already been done, to embody in a report the different views which had been expressed during the debates. The text of this report will be found on pages 33 to 40 of the Report of the Bureau to the Conference.<sup>1</sup>

Owing to the somewhat abrupt close of the discussions, it is not easy to arrive at exact conclusions with regard to the views held by different countries on the matters under consideration. It was made sufficiently clear, however, that, when the study of the subject is resumed, agreement will hardly be reached on the interpretation which should be given to the word "uneconomic" as applied to subsidies, whether shipping or other.

(Signed) J. G. BALDWIN.

ANNEX 7.

[C.C.T.558.]

NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE ON THE  
POSITION OF THE WORK IN REGARD TO MARITIME TONNAGE  
MEASUREMENT.

Geneva, November 6th, 1933.

In continuation of its report on the differences between the rules applied in the matter of tonnage measurement and the different forms of application of these rules and on the establishment of a uniform method of tonnage measurement, the Technical Committee for Maritime Tonnage Measurement has drawn up draft International Regulations for the Tonnage Measurement of Ships and uniform specimens of tonnage measurement papers, together with provisions in regard to transitory measures and a supplementary report. These different documents were communicated by circular letter to the Governments, who were invited to inform the Secretary-General of the views of the competent authorities on the subject, together with any useful suggestions as to the best procedure to be followed for the application of the provisions of the International Regulations concerned.

In the following summary of the replies received, observations of a technical character have been omitted.

*Albania.*—The Albanian Government states that the instructions and provisions in question have little relevance for Albania, as the Albanian mercantile marine consists only of a small number of motor ships and sailing ships, the tonnage of which is negligible.

*Germany.*—The German Government states that it has, from the outset, regarded the attempt to establish a uniform method of maritime tonnage measurement as interesting. It believes that the draft Regulations for the Tonnage Measurement of Vessels drawn up by the Technical Committee represent very valuable work, which will considerably facilitate international agreements on this subject between maritime countries. Germany, like many other countries, has concluded inter-governmental agreements regarding the mutual recognition of tonnage measurement certificates—in particular, with the United Kingdom and other countries whose system of tonnage measurement is based on the British system. The German Government considers it desirable, in the first place, to communicate in due course with the contracting parties to the above-mentioned agreements regarding the situation created by the result of the Committee's preliminary work, and will make a further communication to the Secretariat later.

*Australia.*—The Australian Government states that it has no observations to offer at this stage of the work of the League in the matter of maritime tonnage measurement.

*United Kingdom of Great Britain and Northern Ireland.*—His Majesty's Government states that, in view of the urgent work in connection with the bringing into operation of the Convention for the Safety of Life at Sea, 1929, and the International Load-line Convention, 1930, and other international agreements, it has been unable to make more than a preliminary examination of the draft Tonnage Measurement Regulations submitted to it, and has not yet been in a position to consult all the British interests concerned (shipowners, dock and harbour authorities, etc.). The matter is not, in its opinion, of great importance or urgency, as the position is adequately covered by the bilateral agreements which exist between most, if not all, of the principal maritime Powers for the mutual recognition of tonnage certificates. It is true that many of these agreements were made some considerable time ago, and it is appreciated that minor differences in regulations, which have been accepted as substantially equivalent, and in the application of these regulations, may have crept in. The report of the Technical Committee, which calls attention to the points on which these differences arise, and the draft Regulations which the Committee has drawn up will prove useful when His Majesty's Government has occasion to review the arrangements made by it with other maritime Powers for the mutual recognition of tonnage certificates. But it is believed that these differences are not of major importance, and, in the opinion of His Majesty's Government, there is no necessity to hold an International Conference to deal with the matter, in view of the satisfactory degree of uniformity which already exists in actual practice.

<sup>1</sup> See document C.435.M.220.1933.II, of July 27th, 1933.

In the view of His Majesty's Government, the best procedure would probably be for the different Governments concerned to consider whether, in the light of the information furnished in the reports of the Technical Committee, any action is required in connection with existing bilateral agreements for the mutual recognition of tonnage certificates. His Majesty's Government proposes to adopt this course and, as soon as circumstances permit, it will consider, in consultation with the interests concerned, the draft Regulations prepared by the Committee, with special reference to any points in which they differ from the British Regulations. As the draft Regulations are based mainly on the British Tonnage Regulations, it is not anticipated that this survey of the position will suggest any alteration in the British Regulations; but it may suggest one or two points which call for an adjustment of the present arrangements with other countries for the mutual recognition of tonnage certificates, and, if this should be the case, His Majesty's Government will communicate with the Governments concerned.

*Canada.*—The Canadian Government states that it has studied the draft Regulations, and finds that the recommendations of the Committee are already carried out in great part in Canadian practice. The Government of Canada is prepared to consider the conclusion of an International Convention adopting these rules for ships engaged in international maritime voyages.

*Cuba.*—The Cuban Government states that tonnage measurement operations are carried out in Cuba in accordance with the Board of Trade Regulations of 1894; but there can be no doubt, in its opinion, that the modifications proposed by the authors of the draft Regulations are of practical value as tending to unify the methods employed and remedy certain difficulties. The Cuban Government thinks that, should these draft Regulations be accepted by the other countries possessing maritime interests, Cuba should also adopt them.

*Denmark.*—The Danish Government states that the Tonnage Measurement Regulations proposed by the Technical Committee do not differ from those in use in Denmark to such an extent as to render necessary any modification of the Danish Regulations. The quarters concerned in Denmark are consequently opposed to the establishment at the present time of Tonnage Measurement Regulations which render necessary modifications in respect of existing units. For these reasons, the Danish Government recommends that the question of the application of new international provisions with regard to the tonnage measurement of ships should be left pending.

*Free City of Danzig.*—The Government of the Free City states that it considers the adoption of a uniform system of tonnage measurement and the establishment of International Regulations for the tonnage measurement authorities as a matter of much interest. The competent Danzig authorities are in agreement with the reports of the Technical Committee, subject to reservations on certain points of detail.

*Egypt.*—The Egyptian Government states that the competent department in Egypt has examined the context of the documents relating to the regulation of maritime tonnage measurements and considers that the Regulations completely meet the requirements.

*Spain.*—The Spanish Government states that, after a thorough examination of the question, it considers the establishment of a uniform method of tonnage measurement to be most desirable, and regards the proposed Regulations as well suited to the purpose. It approves those Regulations and considers that the best method of introducing them would be to summon an International Conference in 1933 to discuss the question.

*Estonia.*—The Estonian Government states that the competent Estonian authorities accept in principle the proposal of the Technical Committee for Maritime Tonnage Measurement in regard to the establishment of a uniform method of tonnage measurement for ships. The Estonian authorities have no observations to make on the draft International Regulations for the Tonnage Measurement of Vessels, or on the specimen tonnage measurement papers or provisions with regard to transitory measures.

*Finland.*—The Finnish Government states that the competent Finnish authorities regard the draft International Regulations as well suited to form a basis of negotiations with a view to an international agreement on the subject. If other countries are prepared to enter into negotiations with a view to agreeing to enforce such regulations, Finland is quite prepared to take part.

*France.*—The French Government forwards observations submitted by the General Direction of Customs on the draft Regulations which were communicated to it. The observations are purely technical in character.

*Hungary.*—The Hungarian Government states that, in the opinion of the Hungarian Ministry of Commerce, which is the competent authority on river navigation, the detailed instructions and uniform specimen tonnage measurement papers contained in the draft International Regulations for the Tonnage Measurement of Ships are such as might be accepted by Hungary.

*India.*—The Government of India states that it has no observations to offer on the subject.

*Iraq.*—The Government of Iraq states that there are no considerable differences between the proposed Regulations and the Regulations in force in Iraq, and the proposed Regulations meet with all the requirements of the country. Vessels previously measured under the existing Regulations need not be remeasured, but all others will require to be remeasured within five years of the coming into force of the International Regulations.



*Irish Free State.*—According to the Government of the Irish Free State, the draft Regulations have been examined by the competent department, which considers them satisfactory. The Government is in favour of the international adoption of these Regulations, subject to certain small observations of detail. As regards the transitory provisions proposed, the Government of the Irish Free State considers that they are suitable for their purpose.

So far as the Irish Free State is concerned, the Regulations, when accepted internationally, can be introduced by a simple amendment of the existing law. As no question of urgency is present, it will be desirable to allow for a reasonable period of time between the conclusion of the agreement and its enforcement. To prevent inconvenience being caused to the shipping interests and the authorities concerned, it will also, no doubt, be found possible to arrange for the simultaneous adoption of the Regulations in the various maritime countries.

*Iceland.*—The Government of Iceland is in agreement with the Danish Government in recommending that the question of the application of the International Regulations for the Tonnage Measurement of Vessels should be left pending.

*Japan.*—The Japanese Government states that, in its opinion, the establishment and enforcement of the International Regulations for the Tonnage Measurement of Vessels are of primary importance, and hopes accordingly that the action undertaken by the League of Nations will be pursued in the future with the same energy. It considers, however, that the Regulations should be applicable at the same time to the Suez and Panama Canals as an essential condition of their usefulness.

The Japanese Government thinks it would be desirable to summon an International Conference under the auspices of the League with a view to the bringing into operation of the Regulations, the Conference to be composed of representatives of all the Powers, together, if possible, with representatives of the Panama and Suez Canals.

The Japanese Government has also submitted a memorandum containing technical observations on the different articles of the Regulations.

*Mexico.*—The Mexican Government states that it accepts the Regulations for the establishment of a Uniform Method of Tonnage Measurement, as proposed by the Technical Committee, in their present form.

*Monaco.*—The Government of the Principality states that it has no objection to offer in respect of the documents submitted.

*Norway.*—The Norwegian Government states that it is not in a position for the moment to give a final answer on the subject of the questions contained in the circular letter.

At the same time, it has forwarded a memorandum embodying the attitude of the competent Norwegian Department, which is of opinion that the documents drawn up by the Technical Committee would constitute a suitable basis for discussion at a future International Conference. It considers that the international agreement proposed should be in the form of a convention, to which the Regulations would be annexed.

The competent Norwegian Department further submits a number of observations of a technical character.

*New Zealand.*—The Government of New Zealand states that the interests of His Majesty's Government in New Zealand in the matter of measurement of ships' tonnage are identical with those of the Board of Trade, whose Regulations have been adopted by New Zealand up to the present.

The draft Regulations have been carefully perused by the competent Department, which considers that they will adequately fulfil their purpose in promoting international uniformity in the matter.

*Netherlands.*—Her Majesty's Government, while paying a tribute to the considerable work done by the Technical Committee, regrets that there are still too many difficulties in the way of the establishment of a more logical system for the tonnage measurement of ships. Her Majesty's Government is fully aware of the serious obstacles in the way of modification of the present bases of tonnage measurement, particularly as the International Association of Shipowners is opposed to the adoption of a more logical system.

It may be that the ultimate object is unattainable until the draft Regulations have first been adopted; it would have the advantage of instituting a system of uniform tonnage measurement in addition to the improvement contemplated.

In this connection the Netherlands Government considers that the draft Regulations represent a useful basis of discussion with a view to the conclusion of a convention to settle the matter.

Her Majesty's Government further submits observations of a technical character, and adds that, generally speaking, the competent authorities of the oversea territories of the Netherlands share the opinion of Her Majesty's Government as to the draft Regulations constituting a useful basis of discussion with a view to the conclusion of an international convention. The Government of the Netherlands Indies nevertheless sees certain special difficulties in the way, in view of the large number of small vessels of a primitive character to be found in the Netherlands Indies. In particular, it would be impossible to appoint a sufficient number of tonnage measurement authorities, owing to the large number of these vessels and the wide extent of the territory of the Netherlands Indies.

*Poland.*—The Polish Government states that it regards the draft International Regulations for the Tonnage Measurement of Ships as a suitable basis of discussion of the international regulation of tonnage measurement:

*Siam.*—The Siamese Government states that it has no observations to make with regard to the draft Regulations. It adds that the British system of tonnage measurement is in use in Siam.

*Sweden.*—The Swedish Government states that the question of the method of tonnage measurement of ships is without doubt pre-eminently one calling for the adoption of an international convention. But, if the convention is to achieve its objects, it is essential that it should be applied in a uniform manner by the different countries. The draft Regulations proposed are mainly on the lines of the British method of tonnage measurement, as at present applied in the United Kingdom. Sweden has hitherto applied the method based on what is called the German rule; and her accession to any future convention based on the draft Regulations would accordingly compel her to abandon in favour of the new system that which has been consecrated by use. Nevertheless, as an international system of tonnage measurement uniformly applied offers certain advantages to her shipping, Sweden would be prepared to contemplate the substitution of the new system, if it were really probable that the adoption of that system would lead to the uniformity desired. It may be questioned whether this would be, in fact, the result of the Regulations proposed. There are a number of provisions of detail which threaten to stultify this result. Moreover, some of these provisions are drawn up in terms so vague that they may give rise to differences of interpretation (instances are given). It would therefore seem desirable for the problem of international tonnage measurement to be submitted to a thorough study by experts, whose main object should be to consider the possibility of evolving a really simple system. If their studies should lead to the conclusion that the requisite simplicity can be obtained only by the adoption of the British rule, it would be well to consider whether another method can be found having the advantages required while affording a rational basis for the calculation of dues payable, etc., and at the same time fulfilling the conditions in regard to simplicity. The documents sent to the Swedish Government do not enable it to determine whether the Committee of Experts has made a really thorough study of the question. The competent Swedish authority, considering that international rules are at present in force under which the displacement of ships has to be recorded with a view to determining the loadline, is anxious at any rate to draw attention to the proposal formerly considered, whereby the displacement determined in the conditions for which this text provides is taken as the basis for the calculation of the ship's dues.

If the studies referred to lead to the maintenance of the essential principles of the present project, it would in any case be well to submit the latter to revision, as regards both form and substance, with all the simplifications possible, before bringing it before an International Conference to prepare a convention on the subject.

As the different countries cannot define their attitude in regard to a definitive proposal until they have studied from all points of view the consequences it will involve for them, they must be given the necessary time for the purpose. A question of such importance should not be brought before a Conference under conditions which will compel the competent authorities of the different countries to take decisions for which they are not yet ready.

Further, it is desirable that the adoption of an international system of tonnage measurement should not deprive the different countries of their freedom of action in connection with the possibility of levying dues on ships on the basis of considerations other than their tonnage, as determined by international rules, or action in the case of purely internal navigation on the basis of a different tonnage from that determined by the application of such rules.

In conclusion, the competent Swedish authorities express the hope that no steps will be taken to call an International Conference for the international regulation of the system of tonnage measurement of vessels before the question has again been thoroughly studied by experts with a view to determining the possibility of establishing a really simple system of tonnage measurement; and that, if, for reasons which in such a case should be stated, their study should lead to negative conclusions, the project here under consideration should be revised in both substance and form in such a manner as to make all simplifications possible in present circumstances.

The Swedish Government also submits a memorandum containing observations of a technical character.

*Union of South Africa.*—The Government of the Union of South Africa states that there is no shipbuilding industry in the Union at present, and, in view of the prevailing financial conditions, the Government of the Union is unable to take any steps in connection with the draft Regulations submitted to it.

*Venezuela.*—The Venezuelan Government states that it approves the draft Regulations with regard to the Tonnage Measurement of Vessels which were submitted to it.

*Yugoslavia.*—The Yugoslav Government communicated a memorandum containing observations of a purely technical character.

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ANNEX 8.

[C.C.T.544.]

NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE RELATING TO  
THE JURISDICTION OF THE EUROPEAN COMMISSION  
OF THE DANUBE.

Following upon the resolution adopted at its seventeenth session by the Advisory and Technical Committee for Communications and Transit on the question of the jurisdiction of the European Commission of the Danube, the Secretary-General of the Advisory and Technical Committee has the honour to inform the members of that Committee that the Government of the United Kingdom of Great Britain and Northern Ireland has sent to the Secretary-General of the League of Nations the following communication :

Foreign Office, London, S.W.1, August 22nd, 1933.

With reference to the note addressed to your predecessor from this department on September 6th, 1924, regarding a dispute which had arisen in the European Danube Commission between the Government of the United Kingdom of Great Britain and Northern Ireland and the French, Italian and Roumanian Governments, I am directed by His Majesty's Principal Secretary of State for Foreign Affairs to inform you that, the Commission having settled the questions in dispute by a *modus vivendi* to the mutual satisfaction of the Governments represented upon it, there is no further need for the present to follow the procedure proposed in this matter.

2. His Majesty's Government in the United Kingdom desire to avail themselves of this opportunity to request you to be so good as to convey to the Advisory and Technical Committee for Communications and Transit, as well as to the members of the special Committee set up by it, an expression of thanks for their sincere and continuous efforts to bring about a settlement by conciliation.

(Signed) J. V. PEROWNE.

ANNEX 9.

[C.C.T.551.]  
[C.C.T./C.D.32.]

JURISDICTION OF THE EUROPEAN DANUBE COMMISSION.

[Translation.]

TEXT OF THE AGREEMENT BETWEEN THE DELEGATES OF FRANCE, GREAT BRITAIN, ITALY AND ROUMANIA TO THE EUROPEAN COMMISSION OF THE DANUBE, COMPRISING THE CONCLUSION OF A *MODUS VIVENDI*, AND TEXT OF THE DECLARATION ATTACHED TO THE *MODUS VIVENDI*.

The delegates of France, Great Britain, Italy and Roumania met at Semmering (Austria) in an extraordinary session of the European Commission of the Danube :

Considering that at the meeting which they held in Paris on March 13th, 1932, as a result of the negotiations which took place between their respective Governments, with the assistance of a special Committee of the League of Nations, in connection with the jurisdiction of the said Commission, they came to the conclusion that the Convention initialled on March 20th, 1929, could not be put into force before the Regulations for the working of the Convention referred to in Article 10 of that Convention were drawn up, and that no agreement had been reached as regards certain points of the said Regulations ; that, moreover, at that time the economic circumstances in general, and, in particular, the financial situation of the Commission and of Roumania, did not seem favourable to a modification, on the basis contemplated, of the existing judicial organisation, and that consequently it did not appear desirable to pursue negotiations the outcome of which, even if it could be regarded as final, could not be put into application ;

Considering that they then decided unanimously to adopt temporarily, subject to approval by their Governments, a *modus vivendi* drawn up on March 13th, 1932 ;

Considering that this *modus vivendi* was supplemented by the additional declaration signed at Semmering on July 27th, 1932, by the delegates of France, Great Britain and Roumania, modified at Dresden in July 1932 on the Roumanian delegate's proposal and signed thereafter by all the delegates ;

Considering that, in a letter dated August 30th, 1932, the Roumanian delegate submitted certain objections on the part of his Government to the adoption of the first paragraph of point I of the *modus vivendi*, and that, as a result of the correspondence exchanged, this modification was authorised by the four Governments :

Place on record their agreement, concluded at Galatz in virtue of the resolution of May 17th, 1933 (Protocol No. 1219), on the text thus modified of the *modus vivendi* and on that of the additional declaration, as follows :

## I. "MODUS VIVENDI."

I. Roumania consents to refrain from contesting the full jurisdiction of the European Commission of the Danube from the sea to Braila (174 km.) ;

On the other hand, the Commission consents to refrain from exercising its jurisdiction between Braila and Galatz, the following procedure being observed :

(a) For vessels proceeding towards Braila or coming from Braila, and not calling at Galatz, the jurisdiction of the Commission's Inspector of Navigation shall be exercised exclusively between the port of Sulina and mile 79 ;

(b) For vessels proceeding upstream and calling at Galatz, the jurisdiction of the Inspector of Navigation shall cease at the moment when the pilot of the port of Galatz begins his duties on board, or at the moment when the vessel begins its mooring and wharfing operations, in the event of there being no pilot from the port on board. Nevertheless, the pilot of the port of Galatz may not take up his duties below mile 77½ ;

(c) For vessels proceeding downstream and calling at Galatz, the jurisdiction of the Inspector of Navigation shall not begin until the vessel, on departure from Galatz, resumes its journey, and until the pilot of the port of Galatz, should there be one on board, ceases his duties, which may not in any case be continued beyond mile 77½.

II. The Commission agrees that, should a vacancy in the post of Captain of the port of Sulina occur, the Commission, in filling this vacancy, will consider only candidates of Roumanian nationality.

DONE in five copies at Semmering (Austria) on June 25th, 1933.

For France : (Signed) Marcel RAY.  
For Great Britain : (Signed) Douglas KEANE.  
For Italy : (Signed) G. MACCHIORO VIVALBA.  
For Roumania : (Signed) Const. CONTZESCO.

## II. DECLARATION.

The delegates of France, Great Britain and Italy on the European Commission of the Danube—after taking cognisance of the observations made by the legal counsel of the Roumanian Ministry for Foreign Affairs on the interpretation which might be given to the *modus vivendi* signed on to-day's date with regard to the jurisdiction of the European Commission of the Danube—confirm, on behalf of their respective Governments, that the first two paragraphs of point I of the *modus vivendi* form an indivisible whole and are contingent upon each other for the whole duration of the said *modus vivendi*.

When this *modus vivendi* ceases to be in force, the Roumanian Government and likewise the other three Governments reserve the right to revert to their former legal position.

The present declaration supplements the *modus vivendi* signed on the same date, and shall be communicated simultaneously therewith to the Advisory and Technical Committee of the League of Nations.

DONE in five copies at Semmering (Austria) on June 25th, 1933.

For France : (Signed) Marcel RAY.  
For Great Britain : (Signed) Douglas KEANE.  
For Italy : (Signed) G. MACCHIORO VIVALBA.  
For Roumania : (Signed) Const. CONTZESCO.

## ANNEX 10.

[C.C.T.561.]

### NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE ON CUSTOMS EXEMPTION FOR LIQUID FUEL.

Geneva, November 1st, 1933.

The Advisory and Technical Committee has noted the results of the enquiry into the laws in the various European countries governing the question of Customs exemption for liquid fuel used by motor vehicles in traffic by land, river, sea and air.<sup>1</sup>

As regards traffic by sea, the results of this enquiry go to show that, according to the reply received from the International Shipping Conference, "owners of motor vessels do not seem to have had any experience of difficulties in Europe regarding Customs clearance of liquid fuel". As regards road traffic, the International Association of Recognised Automobile Clubs

<sup>1</sup> See document C.805.M.373.1932.VIII.

states in its reply that " the present situation with regard to fuel for automobiles is satisfactory in all the Continental countries and therefore calls for no modification ". The reply of the International Commission for Air Navigation shows that the question of Customs exemption for liquid fuel used in traffic by air has been examined by a special Committee of that Commission. Nevertheless, the special Committee thought that it would be advisable, before making a definite pronouncement on this question, to await the results of the studies being made under the auspices of the League.

In the circumstances, the principal question to be examined in its substance by the Communications and Transit Organisation would seem to be that of Customs exemption for liquid fuel used in river traffic. For these reasons, and pending any instructions which the Advisory and Technical Committee might give after the enquiry, the special committee the appointment of which had been contemplated by the Advisory and Technical Committee has not yet been convened. The Advisory and Technical Committee might perhaps, during its eighteenth session, examine whether the prospects of arriving at an agreement on the question of the Customs exemption of liquid fuel used in river traffic seem to be such as to make the convening of a special committee desirable for the present. The members of the Committee nominated by the Governments specially concerned in this question will no doubt have all such information as would enable a useful discussion to be opened on the question.

ANNEX 11.

[C.C.T.573.]  
[C.C.T./N.I.58(1).]  
[C.C.T./N.I.58(a)(1).]

REPORT ON THE EIGHTH SESSION OF THE PERMANENT COMMITTEE  
FOR INLAND NAVIGATION, HELD AT GENEVA ON NOVEMBER 27TH  
AND 28TH, 1933.

*Chairman* : M. Silvain DREYFUS.

The following members took part in the work of the Committee : M. KRBEK, His Excellency M. C. ROSSETTI, His Excellency M. DIETRICH DE SACHSENFELS, M. F. L. SCHLINGEMANN, M. Milan YOVANOVITCH.

M. J. DE RUELLE, Chairman of the Advisory and Technical Committee for Communications and Transit, was also present at the session.

The following attended as observers : M. J. HOSTIE, Secretary-General of the Central Commission for Rhine Navigation ; M. CHOLEVA, Secretary-General of the International Elbe Commission.

*Secretary* : M. LUKAČ.

The agenda of the Permanent Committee comprised the following questions :

(1) Enquiry into the Possibility of drafting an International Agreement concerning Navigation on National Waterways (see Appendix 1).

In connection with this question, the Advisory and Technical Committee for Communications and Transit decided at its sixteenth session, in pursuance of a suggestion on the subject made by the Permanent Committee for Inland Navigation in the report on its seventh session, to instruct the Secretariat to carry out a study of the international regime of inland navigation in the various countries of America. This study has already been sent to members of the Committee (see document C.101.M.36.1934.VIII).

(2) Question of the International Unification of Regulations for Inland Navigation (see Appendix 2).

(3) Communications from the Secretariat.

The discussions and conclusions of the Committee in regard to these various questions may be summarised as follows :

I. ENQUIRY INTO THE POSSIBILITY OF DRAFTING AN INTERNATIONAL AGREEMENT CONCERNING  
NAVIGATION ON NATIONAL WATERWAYS.

This question had been referred to the Permanent Committee at its seventh session by a resolution of the Advisory and Technical Committee for Communications and Transit. As stated in the Permanent Committee's report on its seventh session, the Committee found that this was a question of studying the possibility of concluding an international agreement of a much wider scope than the Additional Protocol to the Barcelona Convention. Moreover, in view of the time which has elapsed since the Barcelona Conference and of the changes which may have taken place in the views of the different Governments on this question, the Permanent Committee considered that, before proposing that the Advisory and Technical Committee for Communications and Transit should take steps with a view to the possible conclusion of an international agreement, it would be advisable to collect information on the present position of the question. To this end, the Committee adopted a questionnaire which, after it had been

approved by the Communications and Transit Committee at its sixteenth session, was sent by the Secretariat to the European Governments, the Permanent Committee reserving the right to consider on the basis of the replies received what action should be taken in the matter.

The replies of the various Governments were submitted to the Permanent Committee at its present session.

In considering the advisability of taking steps to conclude an international agreement concerning navigation on national waterways, the Permanent Committee acted with the prudence which has always characterised the work of the Communications and Transit Organisation when dealing with the question of convening conferences and concluding conventions. The important point is to secure every possible guarantee for the success of the task undertaken, so as to avoid disappointment and useless expense. Moreover, this procedure is quite in keeping with the views expressed in the resolution adopted by the Assembly at its eleventh session regarding the preparation of international conventions.

The Committee was also able to gather from a study of the replies received from Governments that, at any rate in present circumstances, there seems to be little chance of securing the conclusion of a convention which would extend to national waterways the regime of the Barcelona Convention.

The Committee also ascertained in this connection that the Additional Protocol to the Barcelona Convention, which should serve as the starting-point of the more general agreement now under consideration, has so far not been ratified by most of the European States, particularly by some of them which possess important navigable waterway systems. The Committee felt, in these circumstances, that it would be imprudent to go any further in this direction until the Additional Protocol to the Barcelona Convention had obtained a larger number of accessions.

The Committee finally arrived at the conclusion that there is no need in the present circumstances to propose that the Communications and Transit Committee should take any action on the question referred to it.

In studying the question of navigation on national waterways, the Permanent Committee noted with interest the excellent study of the international regime of inland navigation in the various countries of America, prepared by the Secretariat in accordance with a suggestion made at the Committee's seventh session. The Committee noted with appreciation that the material collected in this study supplies very valuable information and fulfils the object which the Committee had in mind when it suggested its compilation.

## II. INTERNATIONAL UNIFICATION OF REGULATIONS FOR INLAND NAVIGATION.

As a result of a letter from M. Delmer, member of the Permanent Committee for Inland Navigation, a recommendation adopted by the Belgian National Congress on Inland Navigation was submitted to the Advisory and Technical Committee for Communications and Transit at its fourteenth session. The purpose of this recommendation was "to encourage the international unification of regulations concerning inland navigation, an initiative which could be entrusted to the Advisory and Technical Committee for Communications and Transit of the League of Nations".

The Advisory and Technical Committee decided to ask M. Delmer to furnish supplementary information on this question, which was later to be submitted for examination to the Permanent Committee for Inland Navigation.

At its seventh session, M. Delmer informed the Permanent Committee that he would shortly produce the report requested, and it decided to place this question on the agenda of the present session.

In the report which he has meanwhile sent to the Secretariat (see Appendix 2), M. Delmer emphasises the serious inconvenience caused by the fact that the regulations for navigation on intercommunicating waterways—he quotes the case of the Rhine system and connected waterways—are generally very different from one another, both in substance and in form, and he adds that the differences of form make it extremely difficult to compare the various regulations, even when certain provisions concord in substance.

M. Delmer therefore proposes to attempt the systematic co-ordination and codification of the various existing regulations of importance to international river navigation. He is of opinion that general regulations should be drawn up which would include merely the fundamental provisions applicable to the whole navigable system, while the purely local provisions would be kept for special regulations. Furthermore, the texts adopted should be as clear and as simple as possible, so that they could be easily understood by the boatmen. Finally, M. Delmer believes that, in the arrangement of these regulations, a clear distinction should be made between rules concerning navigation (rules of the road and signals) and those which refer only to police and to the maintenance of the navigable waterway. For this purpose he submits to the Committee a plan for classifying the various questions which might be codified under (1) police regulations and (2) navigation regulations, specifying those which he thinks should be included in each of these regulations.

After considering the matter at its present session, the Committee for Inland Navigation recognised the importance of the question for navigation, an importance which undoubtedly justifies action by the Committee.

The latter, however, thought it would be advisable, at any rate at the outset of this action, to confine itself to standardising the technical rules on navigation and the practice of navigation

—*i.e.*, the rules of the road, lights and signals, etc. A task thus circumscribed, though it may still involve serious difficulties, seemed to be much easier to accomplish than action taken to standardise the other rules regarding police regulations for navigation (conservation of navigable waterways, etc.), some of which would also apparently be hard to standardise.

In view of the foregoing considerations, the Permanent Committee proposes that the Advisory and Technical Committee for Communications and Transit should consult the Governments of European countries by sending them the attached circular. The Committee will then consider, on the basis of the replies received by it, what action should be taken on the matter.

#### DRAFT CIRCULAR LETTER TO BE SENT TO THE GOVERNMENTS OF EUROPEAN COUNTRIES.

A proposal relating to the co-ordination and codification of the various existing river navigation regulations and suggesting the framing of general rules containing the fundamental provisions applicable to all navigable systems was submitted to the Permanent Committee for Inland Navigation of the Communications and Transit Organisation of the League of Nations. The Permanent Committee, having considered this question at its eighth session, held in Geneva on November 27th and 28th, 1933, recognised the utility which such unification might have for navigation, particularly on intercommunicating navigable systems, and believes that it would justify action in the sense suggested.

Without definitely limiting the scope of this action, the Committee felt that it would be better for the moment to consider only provisions the unification of which is particularly desirable—*viz.*, the technical rules relating to navigation and the practice of navigation, such as the rule of the road and rules regarding lights and signals, etc., with special reference to distinctive or other marks; working tackle; signalling apparatus; rules to be observed in passing during the night and in foggy weather, in cases of damage, stranding or shipwreck; rules concerning the anchoring and mooring of vessels, etc.

Before examining more thoroughly the possibility of securing unification of the above-mentioned questions, the Committee considers it necessary to obtain fuller information as to the views of the Governments of the interested States on the foregoing suggestions.

The Committee reserves the right to consider, on the basis of the replies given by Governments, what further action should be taken in the matter.

#### Appendix 1.

[C.C.T.535.]  
[C.C.T./N.I.33.]

#### ENQUIRY ON THE PRESENT SITUATION OF NAVIGATION ON THE NATIONAL WATERWAYS OF THE DIFFERENT STATES OF EUROPE.

Geneva, April 29th, 1933.

By a resolution, the Advisory and Technical Committee for Communications and Transit referred to the Permanent Committee for Inland Navigation, at its seventh session, the request of the Preliminary Conference with a view to concerted economic action, held at Geneva in February and March 1930, that the possibility of drafting an international agreement concerning navigation on national waterways be examined, this agreement to embody, in particular, the principles at present contained in the Additional Protocol to the Barcelona Convention of 1921.

In view of the time which has elapsed since the Barcelona Conference and of the changes which may have taken place in the views of the different Governments on this question, the Committee considered that, before proposing that the Advisory and Technical Committee for Communications and Transit should take steps with a view to the conclusion of an agreement on the lines of the request made by the Conference for concerted economic action, it would be advisable to collect information on the subject. To this end the Committee drew up and adopted a questionnaire to be sent to the Governments concerned with a view to enabling the Committee, when it had received the replies to the questionnaire, to form an idea of the present situation as regards navigation on the national waterways of the several States and to examine what action should then be taken in the matter.

The Advisory and Technical Committee for Communications and Transit, at its sixteenth session, approved the procedure proposed by the Permanent Committee for Inland Navigation as regards the examination of this question, and decided to send to the European Governments, on behalf of the Advisory and Technical Committee, the questionnaire prepared by the Permanent Committee for Inland Navigation, the text of which is reproduced below.

Replies to this questionnaire have been received by the Secretariat from the Governments of all the countries of Europe and are reproduced in this document. The numbering of the paragraphs in some of these replies corresponds to that of the different points of the questionnaire. In addition to the actual replies to the different questions put, some of the communications received from the Governments contained extensive commentaries, and a summary of these commentaries is given in the present document.



Apart from the countries whose replies are reproduced below, four other European Governments—those of Greece, Liechtenstein, Luxemburg and Monaco—sent communications to the Secretariat on this subject. These communications, without going into the substance of the problem, simply indicate that, in the case of the countries in question, the problem does not arise, as they have no national navigable waterways, and that consequently no reply to the questionnaire is needed.

QUESTIONNAIRE CONCERNING THE PRESENT SITUATION OF NAVIGATION ON THE NATIONAL WATERWAYS OF THE SEVERAL STATES, SENT TO THE GOVERNMENTS OF THE EUROPEAN STATES BY THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS IN CIRCULAR LETTER No. 180.1931.VIII, DATED JULY 29th, 1931.

1. Are foreign vessels permitted to navigate :

Either on all your national waterways ?  
Or on only some of those waterways, and, if so, which ?

2. If they are so permitted, is there equality of treatment as regards all transport operations between national and foreign vessels, their cargoes and their passengers, from every point of view, more especially in respect of : tolls and dues (navigation dues, deck dues, lock dues, harbour dues, etc.) ; Customs duties and other duties levied on the vessels or on goods of the same origin and provenance or destination ; professional and other taxes payable on receipts, profits, capital, income, etc., by shipping companies ; the allotment of berths and warehouses in ports, etc. ?

3. If there is any discrimination between national and foreign vessels as regards treatment, in what does that discrimination consist ? In particular, are cabotage and towage reserved on your national waterways ?

4. Is special treatment reserved for the shipping of certain countries only in virtue of multilateral or bilateral treaties or agreements (including the application of the most-favoured-nation clause or the national treatment clause), and what are the provisions of these instruments ?

5. Is any change in the existing regime at present contemplated ?

REPLIES OF GOVERNMENTS.

*Albania.*

1. Navigation on national waterways is reserved for Albanian subjects (with the exception of navigation on the Bojana, which has been declared of international concern), but under the commercial treaties this right is also granted to foreign nationals.

2. In accordance with the commercial treaties, the vessels of States having contracted such treaties with Albania pay the same charges as national vessels.

3. As regards navigation, no distinction has hitherto been made between foreign and national vessels ; but, in accordance with treaties of commerce, the Albanian Government may in all cases forbid cabotage and towage on the Bojana and on Lake Scutari.

4. There is no special treatment in favour of third States.

5. Changes in this regime are being contemplated.

*Germany.*

1. Foreign vessels are admitted to Germany on all national waterways.

2. There is complete equality of treatment between national and foreign vessels.

3. There is no discrimination. Even in cases in which minor cabotage is reserved for Germany in virtue of treaties of commerce, foreign vessels have not hitherto been excluded therefrom.

4. There are no special arrangements of this nature.

5. A modification of the existing regime is not at present contemplated.

*Austria.*

1. Foreign vessels may be permitted to navigate on the national waterways in Austria either generally in virtue of international agreements or individually on these waterways as a whole or on some of them.

2. When they are admitted in one of the ways specified under 1, foreign vessels are treated on national waterways in Austria on the same footing as national vessels as regards all their transport operations and as regards their cargoes and their passengers.

In Austria, there are no navigation dues levied on traffic in national waters, nor are there at present any deck dues ; lock dues and harbour dues, which are extremely rare, are applied irrespective of the nationality of the owner of the vessel. Customs duties and other duties levied on the vessels or on goods of the same origin or provenance and destination are applied, where they exist, without distinction of flag. Nor is any distinction made as regards the levying of taxes on capital ; professional taxes and taxes on income are levied, in principle, on foreign companies according to the same rules as those applied to national companies.



The national waterways possess both public and private landing-places. Foreign-owned vessels and rafts are allowed the use of public landing-places in the same way as Austrian vessels. Private berths are allotted, in principle, according to uniform rules without distinction of nationality. Naturally, certain difficulties, quite independently of the nationality of the applicant, may arise when no berths are available and when new undertakings apply for allotment. The authorities do their best, however, to take new requirements into account as far as possible.

3. There is no discrimination as regards treatment between national and foreign vessels admitted in one of the ways specified under 1; the cases mentioned in that paragraph also apply to the exercise of cabotage and towage.

4. I. Austria has acceded to the Additional Protocol of Barcelona on the regime of navigable waterways of international concern to the extent indicated under letter (a) of that instrument. The States contracting parties to that Protocol consequently have the right to utilise the navigable waterways of Austria in accordance with the provisions of the Protocol.

II. Austria has concluded conventions on navigation with numerous States. We mention below only the treaties concluded with States which are represented by shipping companies engaged in traffic on the Danube. These treaties contain the following stipulations as regards navigation on the national waterways :

*Germany.*—The Treaty of Commerce of April 12th, 1930 (published in the *Federal Legal Gazette*, No. 30 of 1931), stipulates equality of treatment with nationals and most-favoured-nation treatment in general (24).

*Hungary.*—The Commercial Agreement of February 8th, 1922 (*Federal Legal Gazette*, No. 101 of 1923), *ad VIII*, as above.

*United Kingdom.*—The Treaty of Commerce and Navigation of May 22nd, 1924 (*Federal Legal Gazette*, No. 80 of 1925), provides equality of treatment with nationals and most-favoured-nation treatment as regards the exercise of navigation and taxes (Articles 1 and 2).

*Netherlands.*—The Treaty of Commerce and Navigation of March 28th, 1929 (*Federal Legal Gazette*, No. 299 of 1930), provides (Article 1, paragraph 1, and Article 4) treatment similar to that of nationals as regards navigation and taxation, and also confers the right in its Final Protocol to claim most-favoured-nation treatment; in other respects, it provides most-favoured-nation treatment (Article 10 and Final Protocol, paragraphs 3 and 4).

*Czechoslovak Republic.*—The Commercial Agreement of May 4th, 1921 (*Federal Legal Gazette*, No. 853 of 1922), Articles XIII and XIV, amended by the Additional Convention of July 22nd, 1931 (*Federal Legal Gazette*, No. 230 of 1931), provides treatment similar to that of national; there is a special agreement as regards cabotage.

*France.*—The Commercial Agreement of May 16th, 1928 (*Federal Legal Gazette*, No. 208), provides most-favoured-nation treatment, and, as regards duties and taxes, the same treatment as nationals or most-favoured-nation treatment; cabotage is reserved.

*Roumania.*—The Treaty of Settlement, Commerce and Navigation of August 22nd, 1931 (*Federal Legal Gazette*, No. 276), Articles 29 and 30, provides for most-favoured-nation treatment.

*Bulgaria.*—In virtue of the exchange of notes of March 9th, 1932 (*Federal Legal Gazette*, No. 227), most-favoured-nation treatment is applied.

III. As regards the question of the treatment of shipping companies from the point of view of professional taxes and income-tax mentioned in the questionnaire under 2, agreements have been concluded with certain States stipulating that shipping companies will be subject to these taxes only in that one of the two contracting States in which they have their business headquarters. Agreements of this kind have been concluded with the following States concerned in Danube traffic :

*Germany.*—Economic Convention of September 1st, 1920 (*Federal Legal Gazette*, No. 135 of 1921), Article 24, paragraph 6, provisionally maintained in force by the Treaty of Commerce of April 12th, 1930, Article 31, and the Treaty of May 23rd, 1922 (*Federal Legal Gazette*, No. 286 of 1923), relating to the "reciprocal adjustment (Ausgleichung) of home and foreign taxation, and particularly the abolition of double taxation in the sphere of direct taxation"; see its Final Protocol, paragraph 8.

*Czechoslovak Republic.*—Treaty of July 12th, 1926 (*Federal Legal Gazette*, No. 82 of 1929), concerning the fiscal treatment of railway and shipping companies.

*Hungary.*—Treaty of November 8th, 1924 (*Federal Legal Gazette*, No. 437 of 1925), relating to the "reciprocal adjustment of home and foreign taxation, and particularly the abolition of double taxation in the sphere of direct taxation and assistance as regards taxation" (Article 14).

5. Austria is about to revise her navigation laws; in doing so, she will make due allowance for the situation of the international regime concerning navigation on national waterways. She is at the same time endeavouring to conclude agreements based on the principle of freedom of navigation with all the States with which she has waterways in common.

#### *Belgium.*

1. Foreign vessels are permitted to navigate on all national waterways on the same conditions as Belgian vessels.

2. There is equality of treatment as regards tolls and dues.

On the national waterways, the regulations apply to all vessels without distinction of nationality as regards the allotment of berths. As regards ports and warehouses, the regulations are drawn up by the authorities responsible for their administration.

3. Nil.

4. The Department of Public Works is not aware of any special treatment applicable to certain States.

If the clauses of the regulations on certain navigable waterways (the Meuse, for example) are drawn up in agreement with another country or are subject to international rules (the Middle Meuse), these clauses are applicable to all vessels using those waterways.

5. No change in the existing regime is at present contemplated.

The reply lastly indicates that information on the Customs and fiscal side of the question will be communicated later.

#### *United Kingdom.*

A convention on the lines suggested appears to His Majesty's Government in the United Kingdom to be a matter of concern mainly to Continental countries, and of little substantial interest to the United Kingdom.

With regard to questions 1 and 2 of the questionnaire, it should be explained that waterways in the United Kingdom are not directly controlled by the Government, but by local navigation authorities, who are subject to the general law and to the local Acts governing their undertakings. Generally, however, foreign vessels are permitted to navigate on the British waterways, and national and foreign vessels and their cargoes and passengers receive equality of treatment thereon.

In these circumstances, questions 3, 4 and 5 do not appear to arise in the case of the United Kingdom.

#### *Bulgaria.*

1. As the Danube forms the frontier between Bulgaria and Roumania and is an international navigable waterway in virtue of the definitive Statute of the Danube, vessels flying foreign flags have free access to the Bulgarian Danube ports open to navigation.

2. Vessels flying a foreign flag enjoy equality of treatment for their operations, their cargoes and their passengers—in particular, as regards tolls and dues and Customs and other duties levied on vessels or on goods of the same origin and provenance and destination, etc.

3. There is complete equality of treatment with national vessels in virtue of the Treaty of Peace.

4. There is no special treatment reserved for the shipping of any foreign State.

5. No change in the existing regime is at present contemplated.

[*Note.*—This reply refers only to the Danube, as Bulgaria possesses no national navigable rivers.]

#### *Denmark.*

1. Foreign vessels are permitted to navigate on national waterways. The number of inland waterways in Denmark is very small, however.

2. There is equality of treatment, except as regards taxes and the right to engage in cabotage.

(a) Foreign companies engaged in any business in Denmark through a branch are, unlike national companies, subject to the tax on capital—*i.e.*, on that portion of their capital which is placed in Denmark—and they pay income-tax according to different rules from those applicable to national companies. Generally speaking, however, foreign companies are not subject to higher taxes than national companies.

(b) In virtue of agreements based on reciprocity, the shipping companies of certain countries are exempt from income-tax.

(c) As regards cabotage, see under 3.

3. Apart from the right to engage in cabotage, which is not fully granted to ships of all nationalities, there is no discrimination between national and foreign vessels.

As regards cabotage, the Ministry refers to League document C.195.M.78.1931.VIII.<sup>1</sup> No foreign vessel, however, has the right to engage in cabotage between the ports of the Faroë Islands, or between the latter and those of Denmark proper.

4. See the above-mentioned document with regard to cabotage, and the particulars given under Point 2 with regard to agreements to avoid double taxation.

5. No.

<sup>1</sup> This document contains an enquiry concerning the meaning attached to the term "coasting trade".

As regards *Greenland*, no vessel, whether Danish or foreign, can visit Greenland territory without special authorisation, apart from certain areas on the east coast open to Danish and Icelandic vessels in virtue of a Decree of July 5th, 1924. These areas are also open to Norwegian vessels (Convention of July 9th, 1924) and to British and French vessels (most-favoured-nation treatment, granted by the exchange of notes of April 23rd-June 4th, 1925, and October 12th-19th, 1925, respectively).

*Free City of Danzig.*

1. Yes, on all the waterways.
2. On the whole, yes ; but vessels registered at Danzig or in Poland only pay 50 per cent wharfage dues (*Schiffsliegegeld*) after four weeks' stay in harbour.
3. There is no discrimination. Cabotage is by law reserved for the national merchant marine.
4. The reply to all the points raised is no.
5. No change in the existing regime is contemplated.

[*Note.*—In forwarding to the Secretariat the reply of the Senate of the Free City of Danzig, the Polish Government states that it reserves for Polish vessels on Danzig inland waterways the rights provided for under the contractual and international obligations of the Free City of Danzig.]

*Spain.*

1. Under Article 1 of the Law of June 1909 on maritime communications, national and foreign vessels may engage in high-sea navigation carrying cargo or passengers.
2. There is equality of treatment between national and foreign vessels in respect of all kinds of dues on navigation, pilotage, mooring, transport, etc. Article 1 of the above-mentioned law on maritime communications fixes the amount of the dues levied on national or foreign vessels carrying cargo or passengers coming from foreign ports on the European, Asian or African coasts of the Mediterranean or proceeding to such ports, as well as the various methods of levying such dues, exemption being granted to vessels taking fresh fruit only. Under Article 17 of the same law, preference in berthing is given to vessels carrying mails, and especially to those in the national subsidised maritime communications services. Foreign vessels carrying emigrants must comply with certain specific conditions, details of which can be obtained from the Inspector-General of Emigration.
3. Under Article 2 of the same law on maritime communications, the transport of goods and passengers in cabotage traffic is reserved for vessels built in Spain and flying the Spanish flag. The Decree-Law of August 21st, 1925, allows an exception to this rule in favour of vessels of foreign countries which reciprocally grant the same right to Spanish vessels. Under Article 3 of the same law, harbour services (dredgers, harbour refuse-removing vessels, tankers, lighters and barges) are reserved for vessels flying the national flag and built in Spain or of Spanish origin and registry.
4. No discrimination is made between national and foreign vessels apart from that already mentioned in connection with the reciprocal treatment of cabotage.
5. A special commission is at present studying a new law on maritime communications which will later be submitted for the consideration and approval of the Cortes.

[*Note.*—This reply deals more particularly with maritime navigation, as Spain has no large navigable waterways apart from those the lower courses of which are used by sea-going vessels.]

*Estonia.*

1. Foreign vessels are permitted to navigate on all the national waterways.
2. National and foreign vessels enjoy equality of treatment as regards tolls and dues (navigation dues, deck dues, lock dues, harbour dues, etc.) and as regards the allotment of berths and warehouses in ports, Customs duties and other duties levied on the vessels or on goods of the same origin or provenance or destination and other taxes payable on receipts, profits, income, etc., by shipping companies.
3. Cabotage—*i.e.*, shipping traffic between Estonian ports—and towage are reserved exclusively for vessels flying the national flag.
4. Article 13 of the Treaty of Commerce and Navigation between Estonia and Finland, signed at Tallinn on April 11th, 1931 (not yet ratified), provides that sailing vessels of not more than 25 net register tons shall be exempted from the obligation to use pilots if they are carrying products of national origin only.

In view of the existence in Estonian commercial treaties of the so-called Finnish clause, this special treatment does not come under the most-favoured-nation clause and is therefore not extended to other countries.

5. No change in the existing regime is contemplated.

#### *Finland.*

Foreign vessels may navigate on all the Finnish waterways, including inland waterways, except where—as, for example, in the neighbourhood of fortifications—navigation is prohibited either to all vessels or to foreign vessels only. The only limitation of the right of foreigners to engage in merchant shipping on Finnish waterways is that cabotage is reserved to national vessels (Law of September 27th, 1919, concerning the Exercise of Occupations, Article 4).

Generally speaking, foreign vessels and their cargoes and passengers enjoy in Finnish waters the same treatment as national vessels. In the Conventions concluded with foreign Powers, this equality is further defined in special provisions.

Among the provisions concerning foreign vessels, special attention should be drawn to the following :

*Tonnage Measurement.*—If the tonnage of a foreign vessel has not been measured in accordance with Finnish rules and there is no provision to the contrary in a convention concluded with the country concerned, the vessel's capacity may, under the Finnish tonnage measurement regulations, be computed on the basis of the particulars given in the tonnage certificate issued to the vessel by the competent authority of its country, and no complete measurement of tonnage need again be made in Finland (Decree of October 18th, 1920, exempting foreign vessels from tonnage measurement in Finland).

*Inspection of Vessels.*—The Decree of April 17th, 1924, regarding merchant vessels contains provisions as to construction, machinery, equipment, inspection, etc., with reference to seaworthiness. This Decree applies also to foreign vessels navigating in Finnish home waters, unless there is an explicit provision to the contrary in the Decree. Under Article 43 of this Decree, foreign vessels are reciprocally exempted from testing and inspection, and the provisions of Article 62 regarding the masters and officers of vessels concerned refer only to Finnish vessels. Under Article 74, facilities may be accorded to foreign vessels in a convention to be concluded with the country concerned. A vessel which has been classified by a classification institution approved in Finland will be exempted in Finland from hull inspection. The provisions in the Decree of November 27th, 1926, concerning periodical inspection of steamship boilers refer only to Finnish vessels.

*Obligation to use Pilots.*—Finnish, but not foreign, vessels need not use pilots when employed in national traffic or when employed in foreign traffic after they have passed, on entering Finland, the Customs declaration station, or, on leaving Finland, the last Customs station. The same applies to vessels of not more than 25 net register tons clearing for abroad and carrying cargoes of firewood, fish or the like and also vessels of the same tonnage arriving in Finland from abroad. In the treaties of commerce concluded with certain neighbouring countries, facilities have been accorded to their cargo vessels of the same tonnage and to passenger vessels working on a regular schedule.

*Dues.*—Lighthouse dues intended to supply the State with revenue for the maintenance of lighthouses and other safeguards are levied on foreign vessels at an increase of 100 per cent, unless there is a special agreement with the State concerned (Law of August 19th, 1921, on Lighthouse Dues, and Executory Decree of September 2nd, 1921). Tonnage dues, the proceeds of which go to provide pensions for Finnish sailors, are the same for national as for foreign vessels, as also are pilotage dues (Pilotage Decree of June 1st, 1922), and ice dues, which are intended to compensate the State for the cost of operating ice-breakers. The Decree of October 20th, 1923, on towing and other assistance given by the vessels of the Shipping Department also does not discriminate between national and foreign vessels. Of the Decrees regarding the dues payable in the State harbours—viz., Hanko, Koivisto and Sortanlahti—that referring to Hanko alone discriminates in favour of national vessels, inasmuch as a Finnish passenger vessel working on a regular schedule enjoys certain rebates; but the Shipping Department has suggested a change in this connection which will make the treatment equal.

In harbours kept up by the municipal authorities, the same dues are levied on foreign as on national vessels.

The special treatment granted by commercial treaties to foreign vessels usually includes equality of treatment with national vessels in respect of the duties payable.

No distinction is made in collecting Customs duties between goods imported by foreign vessels and those imported by Finnish vessels.

#### *France.*

1. Foreign vessels are permitted to navigate on all inland waterways subject to the reservation given in the reply to question 3.

2. There is absolute equality of treatment in all respects between national vessels and the foreign vessels permitted to navigate in France under the conditions which will be described in the reply to question 3.

3. Foreign vessels are admitted to French navigable waterways only to convey an import cargo to its destination or to fetch a cargo for export ; they may not engage in inland traffic. Foreign tugs are allowed under the same conditions to bring or fetch a convoy of vessels, whose composition is defined, carrying import or export cargoes.

On arriving in France, foreign vessels must give a warranty (no cash deposit is required), which exempts them from paying the Customs duty on the vessel and ensures their re-exportation within a given period, the length of which depends on the zone in which their port of destination is situated.

Foreign vessels have also, in certain circumstances, actually been allowed specially favourable treatment of a temporary and revocable character.

4. The commercial treaties recently concluded with foreign countries contain clauses, usually identically worded, enacting the following obligations :

In all questions of transport over inland waterways, the contracting parties shall apply in their reciprocal relations the provisions of the Barcelona Convention.

The vessels of each of the contracting parties and their crews and cargoes shall enjoy on the inland waterways of the other party, and in its inland ports open to traffic, the same treatment as the vessels, crews and cargoes of the other contracting party or of the most-favoured nation.

As regards all dues and charges on inland navigation, each of the contracting parties shall, on its inland waterways or inland ports open to traffic, treat the vessels of the other party and their crews and cargoes as favourably as its own vessels, crews and cargoes.

The provisions laid down in the two preceding paragraphs shall not apply to traffic between two ports of the same national system ; this shall remain exclusively reserved to national vessels.

Traffic on international waterways is regulated by international instruments so far as they are applicable.

5. No change of principle is contemplated in the existing regime.

#### *Hungary.*

1 and 2. Of the Hungarian national waterways, the following are navigable :

The river *Koros*, a tributary of the *Tisza*, navigable from its mouth up to *Gyöma* (77 km.). Upstream it can be used by horse-drawn barges or, if there is sufficient draught, by small steamers ; downstream, barges usually float with the current. The traffic is almost exclusively downstream and consists of grain cargoes.

The river *Sió*, which drains the waters of *Lake Balaton*. It is a canalised stream, only navigable for oared vessels or skiffs.

#### *Lake Balaton.*

The above list shows that the Hungarian waterways are of little importance from the standpoint of national, and of still less importance from that of international, shipping.

3 and 4. These questions have never yet arisen in Hungary and have therefore not been regulated. It should be pointed out that there is no law preventing foreign vessels from navigating on Hungarian waterways.

5. As there are no regulations, the question of modifying them does not arise. The Hungarian Government, however, is considering whether these questions should not be regulated, although no such need has so far been felt. The following are the general considerations which have guided it in the matter :

The Treaty of Peace of Trianon and the 1921 Statute of the Danube grant freedom of navigation to vessels flying any flag only on a waterway which has been expressly declared international. Hungary, therefore, has the right to reserve her national waterways for her own shipping. If she decided to open her waterways, or some of them, to the shipping of any particular nation or of all nations, she could do so either on her own initiative or by concluding agreements with one or more of the countries concerned.

At the present moment, there is no national legislation of the kind mentioned, and Hungary has concluded no agreement in this connection with a foreign Government. It might be well, however, to examine from this standpoint the commercial conventions in force. There are five which might be considered, in particular :

The Commercial Convention concluded with *Austria* on February 8th, 1922, the general provisions of which are still in force, although those on tariffs have been modified in many respects ;

The Commercial Treaty concluded with *Czechoslovakia*, dated May 31st, 1927, denounced by the Czechoslovak Government and at present under revision ;

The Treaty of Commerce concluded with *Roumania* on August 12th, 1931 ; and

The Treaty of Commerce concluded with *Germany* on July 18th, 1931.

Article VIII of the Austro-Hungarian Commercial Convention provides that the nationals of each contracting party and their vessels and property shall enjoy the same treatment in all ports and on all inland waterways in the territory of the other party as the nationals of the latter, their vessels and property. The transport of passengers and goods on inland waterways shall not be hampered by other measures than those of a Customs, police or health character or by emigration or immigration regulations and import or export prohibitions.

Article XXI of the Commercial Treaty between Hungary and Czechoslovakia provides that " the nationals, goods and flags of each of the contracting parties shall enjoy in all respects, in all ports and on all inland waterways of the other contracting party the same treatment as the nationals, goods and flags of the latter party ".

The Treaty of Commerce between Hungary and Germany provides that the contracting parties shall admit the vessels of the other party and their cargoes on conditions, and subject to the payment of dues, not less favourable than those applicable to vessels flying the national flag. This principle is also applied in inland navigation.

In the above treaties, the contracting parties—that is, Hungary of the one part and Austria, Czechoslovakia and Germany of the other part—undertake to accord to the shipping of the other party on their national waterways the same treatment as is enjoyed by their own shipping. Consequently, the national waterways open to national shipping are also open to vessels flying the flag of the other country.

Article 14 of the Treaty of Commerce between Hungary and Yugoslavia provides that the nationals of each of the contracting parties are authorised to use, on the same conditions and subject to payment of the same dues as the nationals of the other party, canals, locks, ferries, sea and river ports and other places of disembarkation so far as these are intended for public use. This provision would theoretically admit of the interpretation that the contracting parties reciprocally open their waterways to the vessels of the other party. Yugoslavia, nevertheless, protested from the outset against this interpretation and has, in fact, completely excluded foreign shipping from its main waterways.

Article XXXII of the Treaty of Commerce between Hungary and Roumania contains an explicit reservation as regards the application of the treaty provision to inland navigation.

Thus, Hungary is obliged by treaty to permit Austrian, German and Czechoslovak vessels, as well as those of all nations enjoying most-favoured-nation treatment in Hungary, to use her national waterways on the same conditions as Hungarian vessels. She is not, however, obliged to throw her waterways open to Yugoslav and Roumanian shipping, as these countries exclude foreign vessels from their national waterways.

The Hungarian Government's reply then gives certain particulars of the inland navigation policy followed by Hungary before the war, when she had inland waterways of importance for international shipping, such as the Tisza, Drave, Bega and Temes, as well as the Francis and Francis-Joseph Canals. All foreign vessels were allowed to navigate on the national waterways through the extension to them of the provisions of the Convention concluded between the Austro-Hungarian Monarchy and Serbia, dated February 22nd, 1882, whereby the subjects of either of the contracting parties might transport goods and passengers on all navigable waterways, natural or artificial, in the territory of the other party between all places of disembarkation.

The reply further states that, as regards the *de facto* situation, the Yugoslav inland waterways alone would be of any practical importance for Hungarian shipping. Without going into the juridical aspect of the question, the Hungarian Government regrets that these waterways are closed to foreign shipping, except the Bega, on which certain privileges are granted to international shipping by the Convention concerning this river concluded between Yugoslavia and Roumania. The Hungarian Government adds that, in these circumstances, when it comes to regulate the question, it will have to take into account this attitude of Yugoslavia towards Hungarian shipping.

Lastly, the reply states that, in the autonomous settlement of the question of permitting foreign vessels to navigate on the national waterways, the Hungarian Government will take into account the following factors :

(i) Commercial conventions concluded by Hungary containing provisions regarding navigation on the national waterways ;

(ii) The extension of navigation facilities granted by Hungary to foreign countries under the most-favoured-nation clause ;

(iii) The fact that certain States do not permit Hungarian vessels to navigate on their national waterways and are not prepared to make concessions in that sphere when concluding treaties of commerce and navigation, although Hungary has always been ready to accept the principle of reciprocity in connection with inland navigation and has given proof of liberality—for example, in the case of cabotage.

#### *Irish Free State.*

Whereas it is possible that an occasional small coasting vessel may find its way up some tidal rivers for a short distance from the sea, generally speaking the waterways in the Irish Free State are not navigable by sea-going vessels. Foreign river or canal boats do not navigate on the inland waterways of the Irish Free State.

*Iceland.*

1. Foreign vessels are permitted to navigate on the national waterways of Iceland. The Icelandic Government would point out that, in Iceland, there are no canals proper or rivers navigable from the sea.

2. Foreign fishing vessels are subject to special rules, which apply also to their stationing in Icelandic territorial waters (for purposes of fishing).

Generally speaking, foreign vessels are not allowed to engage in cabotage in Iceland; but, apart from this, they are accorded the same treatment as Icelandic vessels employed in the service of foreign ports as regards the various dues and also as regards the loading, unloading and warehousing of the goods carried. Under the existing fiscal legislation, foreign shipbuilding firms with headquarters abroad which are owners of vessels calling at Icelandic ports do not pay taxes on the income derived from such transactions.

3. The modern treaties concluded by Iceland with foreign Powers contain reservations concerning cabotage, but there are no reservations as regards towage.

4. Under Article 6 of the Dano-Icelandic Union Law of November 30th, 1918, national treatment is accorded in Iceland to Danish vessels on terms of reciprocity.

5. No measures have been taken with a view to any change in the above regime.

[*Note.*—This reply obviously concerns navigation in the territorial waters of Iceland, since that country does not possess any rivers or canals navigable from the sea.]

*Italy.*

Foreign vessels are not permitted to navigate on Italian inland waterways: The principles followed by the Royal Government—namely, that inland navigable waterways shall be regarded as national waterways—were clearly set forth by the then Italian delegate, M. Bignami, Deputy, at the Barcelona Conference on Communications and Transit, and were again put forward at the Paris Conference on the Measurement of Vessels employed in Inland Navigation in 1925.

A Convention exists, however, with the Swiss Confederation regulating mixed navigation on the waters of the two States on Lake Maggiore and Lake Lugano, and also a number of other conventions between the two contracting States relating to inland navigation.

On Italian inland waterways, no tolls, lock dues or harbour dues, etc., are paid. Navigation for national vessels is free. Swiss vessels enjoy equality of treatment in Italian waters on Lake Lugano and Lake Maggiore.

As has been noted, a number of bilateral conventions accord facilities to shipping of the contracting States. In view, however, of the present situation on Italian waterways, the only really important convention concerning navigation on inland waterways is the one, already referred to, which has been concluded with the Swiss Confederation granting complete equality of treatment to vessels of the two States on the above-mentioned lakes.

Considering the above-mentioned principles applicable to Italian inland waterways and the small extent to which the latter are used for commercial purposes, it does not seem likely that the Royal Government will have to contemplate any change in the existing regime in the near future.

*Latvia.*

1. Under the Law of March 16th, 1923 ("Collection of Laws and Decrees of 1923", page 20), navigation in Latvian maritime waters and inland waterways is permitted only in the case of vessels belonging to Latvian nationals or of companies consisting of Latvian nationals.

2. Nil.

3. Foreign vessels are not allowed to carry cargo or passengers between Latvian ports or places of disembarkation; they are, however, permitted to navigate between such ports or places of disembarkation provided they do not engage in transactions with cargo or passengers, and to deliver cargo imported from abroad at a number of ports or landing-places, and also to take on board there cargo for export. In this connection, foreign vessels enjoy the same treatment as vessels flying the Latvian flag which belong, wholly or in part, to foreign nationals or legal entities.

4. The prohibition of navigation on national waterways applies to all foreign vessels, and there is no special treatment for any specific State.

5. No change in the existing regime is at present contemplated.

*Lithuania.*

In Lithuania, navigation on national waterways is reserved for national vessels. An exception is made, however, in the case of vessels of certain countries to which, under special agreements, most-favoured-nation clauses or national treatment clauses are applied.

Cabotage and towage on the national waterways are reserved for Lithuanian vessels. No change in the existing regime is at present contemplated.

*Norway.*

1. Vessels of all foreign States are permitted to navigate on all the national waterways of Norway.
2. Vessels of all foreign States are treated equally with Norwegian vessels as regards all points mentioned under Question 2, except Swedish vessels, which are treated otherwise in one respect only.
3. Swedish vessels are not permitted to carry goods taken on board in one place in Norway to another place in Norway. In no other respect is there any discrimination between Norwegian and foreign vessels.
4. There are concluded commercial and navigation treaties between Norway and most of the European and non-European countries, and these treaties stipulate, through one of the two clauses mentioned in Question 4, that treatment of Norwegian vessels in Norway which is indicated above.
5. No change in the present regime is known to be contemplated.

*Netherlands.*

1. Foreign vessels are permitted on the same footing as Netherlands vessels on all national waterways.
2. The treatment is the same for all vessels except as regards taxes on income and capital. The income of persons domiciled abroad, so far as it accrues from international transport by water, and capital invested in vessels employed in such transport are exempt from the said taxes. Far from being subject to discrimination, foreigners are thus privileged.
3. There are no reservations regarding cabotage or towage on the Netherlands waterways.
4. No special treatment is reserved for the shipping of certain countries only.
5. No change in the existing regime is at present contemplated.

*Poland.*

1. Under the existing law (Decree of the President of the Polish Republic, dated March 6th, 1928, concerning Navigation on Inland Waterways, *Legal Gazette of the Polish Republic*, No. 29, 1928, Clause 266), foreign vessels are permitted to navigate on all Polish waterways in virtue of international conventions and of permits granted by the Polish Government. At present, Danzig vessels are permitted to navigate on Polish waterways by means of a convention, and German vessels are permitted to navigate on the River Warta under the terms of the Convention of 1921 regarding traffic between East Prussia and Germany.
2. Foreign vessels permitted to navigate on inland waterways enjoy all the rights accorded to them under international conventions or under permits from the Polish Government.
3. Mechanically self-propelled vessels (with the exception of Danzig vessels) are permitted only up to certain points and are allowed to engage in towage over that distance; vessels not propelled by their own mechanical means, allowed to navigate under permit, may carry cargoes for export, but may not engage in cabotage.
4. No special treatment is reserved for the shipping of certain countries.
5. No change in the existing regime is at present contemplated.

*Portugal.*

*Viana do Castelo.*—National as well as foreign vessels are admitted equally into the waters under the jurisdiction of the autonomous Board (Junta) of this port; but the navigation rights as regards the payment of duties are not equal, for Portuguese ships pay in escudos, while foreign ships pay in gold escudos.

*Setubal.*—There is discrimination between national and foreign craft only as regards taxes collected by the autonomous Board (Junta) of this port for the entry and stationing of vessels in the port. The following is the tariff for the entry and stationing of vessels in the port (Order No. 4488, of September 11th, 1925) :

*Gold taxes :*

*Article 9.*—For the entry and stationing of sailing vessels in the port, for each period of fifteen days (or fraction of such period, being not less than one day) the taxes are :

Per gross ton measurement :

Foreign vessels .. .. .	\$01
National craft .. .. .	\$00 (4)
Foreign craft on more or less regular service with the port of Setubal .. .. .	\$00 (6)

*Sole Paragraph.*—A reduction of 60 per cent shall be made in the taxes for entry and stationing for a period of less than twenty-four hours.



*Article 10.*—In the case of craft fitting out in Setubal, the periods of stationing fixed for the levy of taxes, according to the preceding article and with the reduction contained in its sole paragraph, are forty-five days for steamships and ninety days for sailing vessels.

*Article 11.*—Warships and pleasure ships, whether national or foreign, are exempt from the payment of taxes for entry or station, as also national fishing or local coasting vessels when proceeding from national Continental ports.

*Vila Real de Santo Antonio.*—1. Foreign vessels have access to the port of Vila Real and navigate the inland waters of the Guadiana to the river port of Pomarao.

2. The autonomous Board (Junta) of the commercial port of Vila Real de Santo Antonio levies no taxes or charges, as its tariff regulations have not yet been approved. The duties imposed by the State for the Board do not discriminate between national and foreign shipping.

3. See above.

4. See above.

5. The tariff regulations of this Board are submitted to higher authority for approval.

[*Note.*—This reply relates mainly to maritime shipping, since there are no important navigable rivers in Portugal apart from the lower reaches of a few rivers used by maritime shipping to reach certain ports.]

#### *Roumania.*

1. Foreign vessels are permitted to navigate on all national waterways—namely, the Bega (Begej) and the Prut—subject to special permission from the Autonomous Administration of the Ports and Waterways.

2. Foreign vessels, when permitted to navigate on national waterways, enjoy the same treatment as national vessels in the various respects mentioned in the questionnaire.

3. The permission accorded to foreign vessels relates mainly to the transport of goods in transit. The cabotage of goods is ordinarily reserved for national vessels in virtue of treaties or conventions; nevertheless, transport permits are frequently issued, even for purposes of cabotage.

The use of national vessels for the towage of foreign vessels permitted to navigate national waterways is *not* obligatory.

4. On the Bega (Begej) Canal, vessels flying the Yugoslav flag enjoy special treatment, in view of the reciprocity accorded to Roumanian vessels on the Yugoslav section of the canal.

5. No.

In the case of the Bega (Begej) Canal, however, a large number of shipping permits have been accorded up to the present to foreign vessels, there being not enough national vessels to cope with the local transport requirements; but, as the number of national vessels on this waterway is increased, the present large number of permits to foreign vessels will have to be proportionately reduced.

#### *Sweden.*

1. Under the terms of the Royal Declaration of February 28th, 1726, foreign vessels are not allowed to navigate on Swedish national waterways for the purpose of transporting cargoes or passengers or for towage between two Swedish ports. The right of cabotage accorded by treaties to vessels of certain countries does not connote any right to take part in inland navigation.

Foreign vessels are entitled, however, to navigate on Swedish national waterways for the discharge of foreign cargoes in certain Swedish ports known as *stapelstäder*, and they may make use of those waters for the purpose of taking cargoes directly intended for foreign countries. The right to discharge cargoes in ports other than the *stapelstäder* is accorded only to vessels of countries in which Swedish vessels enjoy similar advantages on a basis of reciprocity. In the case of vessels of other nationalities, application has to be made to the Swedish authorities for a special permit to discharge cargoes.

2. As regards tolls and dues, there is equality of treatment as between Swedish and foreign vessels, except in the case of the so-called tonnage dues (*tonavgiften*), which are at the rate of 8 öre per ton (instead of 5 öre per ton) for vessels belonging to countries in whose ports Swedish vessels do not enjoy the same treatment as national vessels.

3. See reply to 1 and 2.

4. No special treatment is at present reserved for particular countries in connection solely with navigation on Swedish national waterways.

5. No change in the existing regime is at present contemplated.

*Switzerland.*

*River navigation* in Switzerland (*i.e.*, large-scale water transport of goods) exists only in the case of the short section of the Rhine below the Basle ports. This section of the Rhine—viz., the Rhine below the central bridge of the city of Basle—is governed by treaty provisions.

Between Basle and Rheinfelden excursion vessels navigate from time to time on the Rhine; but the questionnaire presumably does not relate to this occasional tourist shipping.

On the *Swiss lakes* and certain river sectors connecting the lakes with one another, there is only passenger traffic and very little transport of goods. As the lakes are not connected for shipping purposes with any foreign waterway, foreign vessels cannot obtain access to them.

In the case of the *frontier lakes* (Lake Lemman, Lake Constance with the Rhine as far as Schaffhausen, Lake Maggiore and Lake Lugano), the riparian States concerned have concluded conventions for the regulation of shipping traffic between the different countries.

*Czechoslovakia.*

1. Navigation on the Czechoslovak national waterways is subject to the issue of a concession by the competent authority. Such concessions may be given to foreigners as well as to Czechoslovak nationals.

2. Up to the present, there have been no foreigners navigating Czechoslovak national waterways. In respect of tolls and dues, Customs and other duties, taxes, etc., as well as in all other respects, there are no legal provisions establishing discriminatory treatment between national and foreign vessels.

3. See reply to 2.

4. The majority of commercial treaties concluded with States concerned in inland navigation contain provisions guaranteeing the same treatment for vessels of those countries in Czechoslovak inland waters as that enjoyed by Czechoslovak vessels. These provisions are contained in the commercial treaties concluded with Germany, Austria, Belgium, France and Italy. (The text of them, which is attached to the Czechoslovak Government's reply, is summarised below.)

The shipping of certain other countries with which Czechoslovakia has relations enjoys most-favoured-nation treatment.

5. No.

SUMMARY OF CLAUSES RELATING TO SHIPPING CONTAINED IN VARIOUS COMMERCIAL TREATIES.

I. *Economic Convention between the Czechoslovak and German Governments of 1922.*

Article XVIII provides complete equality of treatment for inland navigation vessels of the two contracting parties and their cargoes.

The two parties also reserve the right to come to a special arrangement with regard to the reciprocal treatment of shipping.

II. *Commercial Treaty between the Czechoslovak Republic and the Austrian Republic of 1923.*

Article XIII provides for complete equality of treatment of the two contracting parties in inland waters, as regards vessels and their cargoes and crews, at all ports and on all inland waterways of the two countries. But the right of the vessels of either of the two parties to conduct regular services between the inland ports of the other party is subject to special arrangements.

Equality of treatment is also applicable in cases of obligatory haulage or towage conducted by the State or under concession from the State.

Article XIV stipulates that there is to be complete equality as between the two parties in respect of the use of artificial waterways, canals or locks, and the opening of bridges or ports or the equipment or installation of the same, pilotage, etc.

III. *Commercial Treaty between the Czechoslovak Republic and the Belgium-Luxemburg Economic Union of 1925.*

Article 11 stipulates for complete equality of treatment in respect of the vessels of both parties and their cargoes. The two Governments agree not to take any steps, directly or indirectly, which would have the effect of eliminating or impairing such equality of treatment.

IV. *Commercial Treaty between the Czechoslovak Republic and France of 1929.*

By Article XXIX, each of the two contracting parties undertakes to grant most-favoured-nation treatment to the vessels of the other party, and their crews and cargoes. The dues and charges in connection with inland navigation are not to be less favourable than those applied to national vessels, crews or cargoes, or to vessels, crews or cargoes belonging to the most-favoured nation.

The above provisions do not apply to transport operations between two ports of one and the same national inland waterway system.

V. *Commercial and Navigation Treaty between the Czechoslovak Republic and the Kingdom of Italy of 1922.*

Article 20 provides for complete equality of treatment of the inland shipping of the two contracting parties on all natural or artificial waterways of the two countries.

*Turkey.*

Under Law No. 815, of April 19th, 1926, foreign vessels are not admitted to navigate in national waters.

In the Bosphorus and Dardanelles, in which they enjoy freedom of navigation, they are subject to charges for sanitation, lighting and salvage, as well as to towage dues where they apply for towage.

These charges and dues are levied without discrimination between national and foreign vessels, and there is no special treatment in favour of any particular flag, even on condition of reciprocity.

No change in the existing regime is at present contemplated.

[*Note.*—As will be seen, the above reply relates rather to maritime navigation in Turkish national waters.]

#### *Union of Soviet Socialist Republics.*

1. Foreign vessels are not admitted to navigate on the internal waterways of the Union.  
2 and 3. See reply to 1.

4. There is a special Convention with Finland, dated June 5th, 1923 (with amendments dated 1928), relating to the navigation of Finnish vessels on the Neva between Lake Ladoga and the Gulf of Finland (see " U.S.S.R. Collection of Laws ", 1924, No. 16, Article 157, and 1928, Part 2, No. 56, Article 225).

5. No change in the existing regime is contemplated.

#### *Yugoslavia.*

1. Foreign vessels are admitted to navigate on national waterways provided they obtain beforehand a special permit from the competent authorities for each journey in those waters.

*Observation.*—Under a special Agreement with Roumania, the Begej Canal may be regarded as a bi-national waterway. Throughout its length, Yugoslav and Roumanian boats enjoy complete equality of treatment. There are no formalities attached to the entry of foreign vessels proceeding in transit through this canal.

2. There is equality of treatment, except that foreign vessels pay double in the case of the charge under Tariff No. 303, Chapter VI.

3. There are no written regulations discriminating either in respect of cabotage or towage on the national waterways ; but it is the custom to reserve these operations for national vessels.

4. There is an Agreement between Roumania and Yugoslavia in regard to the Begej Canal, a part of which is in Roumanian and a part in Yugoslav territory.

5. No change in the existing regime is at present contemplated.

### Appendix 2.

[C.C.T.530.]

[C.C.T./N.I.50.]

### REPORT BY M. A. DELMER ON THE CO-ORDINATION AND CODIFICATION OF REGULATIONS FOR INLAND NAVIGATION.

Geneva, March 2nd, 1933.

In May 1931, the Permanent Committee for Inland Navigation of the Advisory and Technical Committee for Communications and Transit decided to place on the agenda of its next session the question of the co-ordination and codification of regulations for inland navigation.

The purpose of the present note is to prepare the way for the examination of this problem and to determine the present position of the question.

The question of the co-ordination of inland navigation regulations was submitted to the Advisory and Technical Committee for Communications and Transit as a result of a recommendation adopted by the National Congress on Inland Navigation held at Brussels in 1928.

This recommendation proposed " the international unification of agreements concerning inland navigation, an initiative which could be entrusted to the Advisory and Technical Committee for Communications and Transit of the League of Nations ".

It was subsequently recognised that it would be premature to undertake forthwith so complicated and arduous a task as the complete standardisation of the various national regulations, and that it was preferable to attempt a systematic co-ordination and codification of regulations concerning international river navigation.

To realise the practical utility of such enterprise, it is sufficient to consider the difficulties encountered by a master-boatman undertaking a journey from one of the ports of the Rhine-Herne Canal to the Paris region.

Leaving out of account secondary regulations (which are only of local importance, but are often not to be neglected), this boatman must have a sufficient knowledge of the following administrative provisions to be able to put them into practice :

- (1) " Strom- und Schiffahrtspolizeiverordnung für die West-Deutschen Kanäle " ;
- (2) The Rhine police and navigation regulations, also applicable to the Waal and the Merwede ;
- (3) The Netherlands general police regulations of November 24th, 1919, applicable to the Mallegat, the Dortsche Kil and the Hollandsch Diep ;

- (4) The Netherlands Binnenaanvaringsreglement of August 28th, 1926 ;
- (5) The Belgian police regulations for the Scheldt below the Antwerp docks, and their very important complement, the regulations for navigation on the Maritime Scheldt of September 27th, 1926 ;
- (6) The general police and navigation regulations on the Belgian waterways ;
- (7) The special regulations for the Scheldt above the Antwerp docks and for the Upper Scheldt ;
- (8) The French Decrees of February 6th, 1932, and November 20th, 1893, not to mention the special regulations of the St. Quentin Canal, the Oise Lateral Canal, the Oise and the Seine.

All these regulations, drawn up at different times without regard to the similar provisions decreed abroad, are profoundly different from one another ; and, even when they concord in substance, the form and arrangement are so dissimilar that very long and difficult studies are necessary to master a medley of texts in which the most skilful jurist might lose himself. It is easy to imagine the difficulties met with by a boatman who has not been initiated in the art of interpreting texts. Moreover, the boatman rarely has the opportunity of consulting these regulations before acting, and he has no time for long reflection or to ask advice. Thrown back on his own resources, he must act with celerity to save his property and even his life and the lives of his own people.

The Fifth Netherlands Congress on Inland Navigation (1924) had devoted part of its time to the examination of the same problem, though confining itself to the purely national sphere. M. P. J. Noordraven, Professor at the Amsterdam School of Maritime Navigation, observed in his admirable report that the difficulties encountered by navigation in the application of the present regulations were mainly due to the multiplicity and complication of the different administrative rules.

“ The official publication of the Netherlands regulations on inland navigation ”, he writes, “ fill 700 printed pages. It is materially impossible to expect anyone to be acquainted with all these regulations. This is, indeed, not indispensable in the case of provisions not requiring immediate execution. But the boatman must undoubtedly be acquainted with the provisions which circumstances oblige him to apply instantaneously without giving him time for reflection or to ask advice. When these regulations become so complicated and diffuse that it is no longer possible to bear them in mind, it is essential to simplify and co-ordinate them.”

A similar observation was made in the German technical review *Der Rhein*, which published in its issue of November 1932 a study from the pen of Dr. Hans Sleichert dealing with the provisions of the Rhine police regulations. The article concludes as follows :

“ Simultaneously with the revision of the Rhine regulations by the Central Commission, the competent authorities of the riparian States will have to revise all the special regulations applicable to their sectors and to redraft them after co-ordination. The ‘ Rheinstrombauverwaltung ’, whose powers extend to the greater part of these regional orders, recently began the work of revision. This has already led to the abrogation of ninety-two provisions, which present circumstances render obsolete and inapplicable. There can be no doubt that the provisions to be maintained will in their turn have to undergo readjustment. After the conclusion of this work, Rhine navigation will enjoy the advantage of being freed from the useless lumber constituted by all these superfluous provisions.”

Agreement therefore seems to be assured as to the principle of simplification and co-ordination.

But what practical methods should be adopted to achieve the proposed aim ?

A comparative examination of the principal navigation regulations in force in Germany, the Netherlands, Belgium and France shows that the general plan adopted in the past is far from being identical in these different countries.

The Netherlands have preferred to separate completely the provisions relating to rules of the road and to signs from the police regulations proper. These include (1) general police regulations for rivers, canals, ports, locks, bridges and dependencies administered by the State (A.R. of November 24th, 1919, amended by A.R. of July 6th, 1929) ; (2) regulations for preventing collisions on public waterways open for navigation (“ Binnenaanvaringsreglement ”. A.R. of August 28th, 1926).

The same method has been adopted as regards navigation on the Maritime Scheldt in Belgium. We find police regulations and navigation regulations, the latter being with a few exceptions identical with the Netherlands “ Binnenaanvaringsreglement ” already referred to.

On the other hand, the general regulations applicable to all the navigable waterways administered by the Belgian State include, not only police provisions, but also navigation rules, and, in addition, the decrees and orders relating to registration, tonnage measurement and tolls.

The Rhine regulations (“ Rheinschiffahrtspolizeiverordnung ”), the Canal regulations of Western Germany (“ Strom- und Schiffahrtspolizeiverordnung für die West-Deutschen Kanäle ”), as well as the general police regulations for inland waterways of France (Decree of February 6th, 1932), lay down both police and navigation rules.

These regulations are not arranged in the same way or expressed in the same terms even when they lay down the same provisions. The rules regarding overtaking are a proof of this.

The Netherlands and Rhine regulations lay down provisions on this point which are identical in substance. But it is sufficient to compare the texts governing the subject to see how difficult it is to realise from a perusal that the rules of the road thus laid down are identical.

*Netherlands "Binnenaanvaringsreglement"* : Vessels overtaking one another in narrow waters (Article 39).

1. Any steam vessel which overtakes and passes another steam or sailing vessel in a narrow passage must leave the vessel overtaken on the port side ;
2. If a sailing vessel overtakes another vessel in a narrow passage the former must pass to windward ;
3. . . . .
4. . . . .
5. The vessel overtaken is obliged to give way to the overtaking vessel, to reduce its speed and, if it carries sail, to take in sail if need be.

*Rhine Regulations* (Article 8).

1. If a steamship, with or without vessels in tow, overtakes to within a distance of 120 metres another steamship or convoy which precedes it on the same route, so that there is risk of collision, and if the two steamers each retain their speed, the hindmost steamer must not continue to approach the foremost vessel or convoy. If, nevertheless, the hindmost steamer wishes to pass the other, its steersman must inform the steersman of the foremost steamer by ringing the ship's bell five times and in daytime by hoisting forward, at least 3 metres above the deck, a blue flag easily visible to the foremost steamer. By night the steersman must wave a white light across the vessel. The flag must be flown until the steamer has passed the foremost vessel and must then be immediately hauled down. The steamer which is going to be passed must during the passage of the other steamer reduce speed and keep to port (left), the overtaking steamer keeping to starboard (right).

2. . . . .
3. When a sailing vessel with a leading wind overtakes another sailing vessel or steamer following the same course and wishes to pass it, the steersman of the hindmost vessel must signify in good time his intention to the steersman of the foremost vessel by means either of a megaphone or of a horn. The foremost vessel must then keep to the leeward (pay off) and the hindmost vessel to the windward (luff) in order to leave room for passage.
4. . . . .

The question of overtaking is further complicated by the fact that the provisions of the Belgian Regulations (Article 18) and the French Regulations (Article 24) are different.

*Belgian Regulations.*

When mechanically propelled or sailing vessels overtake other mechanically propelled or sailing vessels which they are able to pass, the former must keep close to the bank on their right and the latter to the bank on their left.

*French Regulations.*

When the two vessels (which overtake one another) are single mechanically propelled vessels or mechanically propelled vessels towing a convoy, the foremost vessel shall keep to the navigating channel on its right and the overtaking vessel shall keep to the channel on its left, subject to exceptions to this rule introduced by special regulations.

Examples might be multiplied, but the foregoing shows sufficiently clearly the necessity of simplifying the texts while methodically codifying them.

It will, above all, be necessary to adopt clear and easily comprehensible texts. It must be remembered that boatmen are not all very highly educated and, as a rule, can only understand very simple texts.

As far as possible, all rules relating to exceptional cases or to details without great practical importance should be abolished.

In this connection, M. Noordraven, already quoted above, very judiciously points out in his report that :

" The regulation of all possible cases is Utopian and that by the force of circumstances it will often be necessary to rely on the common sense or professional skill of boatmen. In wishing to lay down too many regulations one simply increases the dangers it is desired to avoid. The boatman who is thus ' regulated ' might reply in the words of the Bible : ' I asked you for bread and you gave me a stone ' ."

Lastly, purely local provisions should be embodied only in special regulations.

The general regulations should be confined to laying down the fundamental provisions applicable to the whole navigable system.

The setting out of these regulations might be improved by making a clear distinction, as has been done in the Netherlands, for rules concerning navigation (rules of the road and rules regarding signs being separated from those relating only to police and to the maintenance of the navigable waterway).

By adopting a single rational plan for the classification of the provisions of the various regulations, some approach will be made to the desired standardisation.

The plan reproduced hereafter constitutes an attempt at a rational arrangement which might serve as a basis for the discussion of a codification of provisions concerning police and navigation on waterways of concern to international river navigation.

#### I. POLICE REGULATIONS.

*Chapter I.*—Field of application.—Definitions.—General.

*Chapter II.*—Requisite conditions for navigating :

- (1) Maximum dimensions of vessels ;
- (2) Speed allowed ;
- (3) Draught and freeboard ;
- (4) Identification of ships ;
- (5) Composition of crews ;
- (6) Inventory ;
- (7) Stowage and deck-load ;
- (8) Hours of navigation.

*Chapter III.*—Rules regarding artificial works and bridges.

*Chapter IV.*—Rules regarding stationary vessels, mooring and anchoring.

*Chapter V.*—Special police provisions applicable to certain classes of boats :

- (1) Mechanically propelled vessels :
  - (a) Cargo ;
  - (b) Passenger ;
- (2) Regular services ;
- (3) Pleasure boats ;
- (4) Timber convoys.—Rafts.

*Chapter VI.*—Conservation of the navigable waterway.—Sunk vessels.

*Chapter VII.*—Executive measures.—Penalties.

#### II. NAVIGATION REGULATIONS.

*Chapter I.*—Field of application.—Definitions.—General.

*Chapter II.*—Lights and general signals.

*Chapter III.*—Special signals—fog signals, distress signals, etc.

*Chapter IV.*—Rules of the road.

*Chapter V.*—Executive measures.—Penalties.

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### ANNEX 12.

[C.C.T.571.]

## PROPOSALS OF GOVERNMENTS REGARDING THE REPORT OF THE COMMITTEE FOR THE UNIFICATION OF TRANSPORT STATISTICS.

Geneva, November 17th, 1933.

### I. GENERAL SURVEY.

During its seventeenth session, the Advisory and Technical Committee examined the final report drawn up by the Committee for the Unification of Transport Statistics containing a draft International Convention relating to transport statistics, accompanied by regulations regarding maritime navigation, railways and inland navigation, and by recommendations with regard to administrative and technical statistics concerning these three means of transport.<sup>1</sup> The Committee adopted the following resolution in this connection :

“ The Advisory and Technical Committee :

“ Notes the final Report submitted to it by the Committee for the Unification of Transport Statistics on the results of its work ;

“ Decides, in accordance with the resolution which it adopted on this subject at its sixteenth session, to ask the Secretary-General of the League of Nations to transmit this report to the Governments concerned with a request to examine it and to communicate to the Committee any proposals they may wish to make in regard to the methods of applying the principles contained in the said report.

“ The Committee proposes to examine at its next session the replies received from the Governments and to decide what further action should be taken.”

Following upon this resolution, the Secretary-General of the League of Nations communicated the Committee's report to the various Governments, with the request that they should forward to him any proposals they might wish to make before February 1st, 1933.

<sup>1</sup> See Circular Letter No. 98.1932.VIII, Annex.

As a result of this request, the Governments of the following States have, up to the present, sent replies containing observations on the draft : Australia, Belgium, United Kingdom, Bulgaria, Canada, China, Czechoslovakia, Denmark, Danzig, Egypt, Estonia, Finland, France, Germany, Greece, Guatemala, Hungary, India, Italy, Latvia, Lithuania, Luxemburg, Monaco, Netherlands, Saar Territory, Siam, Spain, Sweden, Switzerland, United States of America, Yugoslavia.

In the second part of this report will be found a brief summary of these replies, including all the chief proposals and observations made by the Governments.

In addition to the above-mentioned replies, a certain number of Governments sent preliminary replies in which they informed the Secretary-General that the Committee's report would be submitted to the competent authorities with a view to the preparation of a subsequent reply. These Governments were those of Colombia, Ecuador, Mexico, Nicaragua, Salvador, Uruguay and Venezuela.

Moreover, the Government of Iraq informed the Secretary-General that it was not at present in a position to submit a reply on this subject, and the New Zealand Government signified that it did not desire to submit any proposals in regard to the methods of applying the principles contained in the report.

Lastly, the Governments of Costa Rica and Cuba merely sent the Secretary-General an acknowledgment of the receipt of the report.

\* \* \*

In order to make it easier for the members of the Committee to study the summaries of the replies of Governments reproduced below and to give their opinion on these replies, an endeavour has been made to classify them briefly by dividing them into a number of main categories :

1. *Countries which regard the draft as capable of providing a basis for the discussions of a future conference, without making any proposals or observations for the moment :*

Egypt

Lithuania

2. *Countries in favour of the conclusion of a convention and, generally speaking, of the proposals made ; some of these countries already partly compile their statistics on a similar basis, but propose amendments to the draft in order to render its application easier and less costly :*

Czechoslovakia  
Estonia  
Germany  
Netherlands

Saar Territory  
Siam (as regards the statistics of railways and maritime ports)

3. *Countries which are favourable to the principle of the draft, but which would have to postpone accession to the convention owing to difficulties of an administrative, technical or financial nature, or would be unable to accept the proposals in their present form, owing to similar difficulties :*

Belgium  
United Kingdom  
Bulgaria  
China  
Denmark  
Danzig  
Finland

Hungary  
Italy  
Latvia  
Switzerland  
United States of America  
Yugoslavia

4. *Countries which consider that the proposals do not answer to their special situation and that it would be impossible for them, in practice—at any rate, at present—to compile the proposed statistics :*

Australia  
Guatemala

Luxemburg  
Siam (as regards maritime navigation statistics)

5. *Countries which regard the draft as much too voluminous and elaborate, or the compilation of the proposed statistics as too complicated in comparison with their possible value :*

Canada  
France  
India

Monaco  
Sweden

6. *Countries which recognise the utility of the principle of the proposal, but cannot support it for administrative and financial reasons :*

Greece

Spain

7. Countries, already classified in the foregoing categories, which, in addition, consider that the proposed statistics cannot, either entirely or as regards certain sections, replace their present statistics, the latter being compiled on a different basis and with other objects and being more necessary to them; certain of these countries therefore do not wish to abandon their present system:

Belgium (as regards statistics in general, which she would, however, be prepared to improve in certain respects);  
Bulgaria (as regards maritime navigation statistics);  
Czechoslovakia (as regards railway statistics);  
Guatemala (as regards transport of goods subject to Customs supervision);  
Saar (as regards administrative and technical statistics concerning financial results);  
Yugoslavia (as regards railway statistics).

Lastly, a number of Governments made special suggestions and observations aimed at enlarging the scope of the proposals made—these are:

The *Australian Government*, which considers that it would be very useful to supplement the draft by statistics on road traffic;

The *Hungarian Government*, which proposes to supplement the draft by the introduction of statistics on railway accidents;

The *Latvian Government*, which considers that the draft should have included statistics of motor transport;

The *Netherlands Government*, which considers that the draft should be supplemented by statistics on transport by motor lorry and by aeroplane.

\* \* \*

## II. SUMMARY OF REPLIES OF GOVERNMENTS.

### *Germany.*

The German Government considers the actual principle of the draft very useful, for, if a considerable number of States acceded thereto, the proposed statistics might serve as a basis for the study of international economic and transport questions. No such basis can be provided by the present statistics, which are often inadequate and are compiled on very different principles. Germany would therefore be prepared to compile such statistics, with a reservation, however, regarding the financial difficulties which might arise at the time of their application.

The following observations are made with regard to the various parts of the draft:

*Convention.*—As regards nomenclature, Nomenclature B might be accepted for the three types of transport and enlarged according to requirements on the basis of Nomenclature C, or even in still greater detail.

As regards the exclusion of shipments of less than 500 kilogrammes from the statistics, it is proposed, in the case of the same kind of goods despatched from the same place to the same destination, to group these shipments together and include them in the statistics if their total exceeds 500 kilogrammes.

The proposals relating to the statistics of mail are not practicable; moreover, these statistics do not seem necessary in view of the international statistics of the Universal Postal Union, which are already in existence.

It is proposed to dispense with statistics regarding repairs to ships, which do not seem necessary.

*Regulations I, A.*—It is proposed not to apply the statistics dividing maritime transport of goods according to the flag; it is therefore suggested that these statistics should be made optional.

The division of maritime traffic into long-distance and short-distance traffic would not be applied.

As regards the delimitation of regions, it is proposed that Danzig and Poland should be indicated separately, and that the former German colonies should form a separate unit, and it is suggested that it would be better to place Hawaii in group VI (North America, Pacific Coast) than in group XIV (Oceania).

It is proposed to render optional the provisions relating to the separate mention of ships and other floating appliances which are delivered as goods without being loaded on a ship; the same applies to the provisions regarding the statistics of solid and liquid fuel loaded in ports, since it will not everywhere be possible to compile these statistics.

*Regulations I, B.*—Statistics of the movement of vessels compiled by districts would be too elaborate and voluminous. It is therefore proposed that Table 2 should be revised and that Table 3 should be made optional.

*Regulations II.*—As regards rolling-stock delivered as goods, the same observations are made as regarding vessels in connection with Regulations I, A. It is also proposed not to mention official traffic separately, but to include it in the statistics, since opinions on this subject vary greatly in the different countries.

*Regulations III.*—As regards vessels delivered as goods, the same observations are made as those regarding vessels in connection with Regulations I, A.



*Recommendations.*—Certain modifications are proposed with regard to the description of navigable waterways and it is suggested that this description should not be made every two years, but according to requirements.

*Australia.*

The Australian Government considers that the proposals concerning railway statistics apply more to European countries than to Australia. Most of the railway statistics recommended are already contained in the annual reports on railways issued collectively in a condensed form by the Commonwealth Statistician. The methods of tabulation recommended in the Committee's reports differ, however, from those adopted in Australia.

The Australian Government considers that it would be very useful to supplement the draft by the inclusion of road transport statistics and mentions that New Zealand has compiled very useful statistics on this subject.

*Belgium.*

The Belgian Government is favourable to the principle of the draft, but makes the following reservations :

The methods in force would be maintained while undergoing certain improvements in connection, on the one hand, with the subdivision of goods—which would be increased from eight to eleven groups—and, on the other hand, with information regarding entrances at the frontier and the real country of origin.

As regards ports, the Government proposes to determine accurately the movement of goods at Antwerp, Ghent, Brussels and Liège. In view of the small area of Belgium, it is not proposed to divide the country into districts.

The special declaration to be made by boatmen is also regarded as superfluous, the transport documents being regarded as sufficient.

Lastly, while recognising the utility of periodical censuses of vessels on the basis proposed, the Government considers that each country should be left to determine the best moment for taking them.

*United Kingdom.*

The United Kingdom Government approves in principle the compilation of statistics on uniform lines, but does not concur in certain of the proposals of the report, which it does not feel able to adopt in its present form. For this reason, it is of opinion that the draft might usefully be referred back to the Committee on the Unification of Transport Statistics.

With particular reference to maritime navigation, the Government, while regarding as desirable statistics on uniform lines dealing with the movement of vessels, apprehends considerable difficulty in regard to the application of some of the provisions of the Convention on this subject.

Finally, the United Kingdom Government is definitely opposed to the collection of information regarding the carriage of goods by sea, as is suggested in Chapter A of Regulations I.

*Bulgaria.*

The Bulgarian Government accepts in principle the recommendations relating to administrative and technical statistics concerning maritime navigation ; but they do not present much importance to Bulgaria, owing to her small volume of maritime traffic. Moreover, their introduction would oblige the Bulgarian Statistical Service to abandon several of its present rules, which answer to important requirements in Bulgaria.

Nomenclature B would be accepted, subject to certain reservations.

As regards railway statistics, the Bulgarian Government is unable to add anything to what was said in this connection by the Statistics Commission of the International Railway Union. The division of the country into districts would, however, encounter difficulties.

In conclusion, while accepting the draft in principle, the Bulgarian Government regards it as unacceptable from the point of view of the creation of regional statistics.

*Canada.*

The Canadian Government regards the draft in general as too elaborate and voluminous, and the expense of its application would be too great for the benefit received. It also points out that, as regards many features, the draft does not apply to conditions in North America, and quotes a number of examples. The elaborateness of the scheme therefore makes it impossible for any country to adopt it in its entirety, and it would be better to begin on simpler lines.

The Canadian Government makes numerous objections regarding points of detail in the report and its annexes, in particular :

As regards the compilation of statistics by districts, which is considered too complicated and expensive ;

As regards statistics of freight transhipped from railway to boat or *vice versa*, since in Canada and the United States (for example, on the Great Lakes), this is regarded as one shipment ;

As regards the exclusion of shipments of less than 500 kilogrammes, since such freight alone accounts for a total of 3 million tons a year in Canada ;

As regards the nomenclature of goods, which is more detailed than that employed in Canada ; accordingly, certain modifications in this nomenclature are proposed, and it is suggested that the classification of commodities for transport statistics should follow the same principles of arrangement as the similar classification in trade statistics, and that the Committee of Experts of the Economic and Financial Organisation of the League should be consulted on this subject ;

As regards the limit of 2,000 sea miles between long- and short-haul navigation, which is not regarded as serving any useful purpose ;

As regards the data on the depths of navigable waterways, which are considered to be of little interest and which are available elsewhere ; it is also considered that a list of all ports and stations would be too voluminous and would be of little international interest.

Lastly, the statistics of mixed traffic are regarded as unnecessary, and it is proposed to treat all navigation as maritime on the St. Lawrence and on the Great Lakes if there is no transshipment.

#### *China.*

The Chinese Government considers that, owing to the existing conditions of transport in China, many technical difficulties would be encountered in the application of the Convention. The following instances of these difficulties are mentioned :

Railway statistics being compiled in China on the basis of the traffic of each railway line, they would not lend themselves to the proposed division into districts. Similarly, the division into districts common to the three means of transport would be difficult in China, as most of the railways run from north to south, while the rivers run from east to west.

As regards nomenclature, the Chinese railways at present employ a classification of goods into five principal groups which differs essentially from the proposal.

It would, in the same way, be impossible to compile uniform technical statistics for all the Chinese railways, since they differ from one another from the point of view of engineering structure.

As regards inland navigation, the competent administration has only recently been set up. The question of the compilation of inland navigation statistics is therefore still only in the experimental stage, and therefore no definite opinion can yet be formed regarding the applicability of the proposals. The Chinese Government nevertheless reserves the right to revert to this point later.

Lastly, the reply states that, owing to the recent restitution of Wei-Hai-Wei to China, it should not be mentioned separately in the list of regions.

#### *Denmark.*

The Danish Government first of all remarks, in a general way, that the present Danish statistics are in keeping with the draft in certain respects, but that, as regards other points, they are compiled on different principles which it would be difficult to bring into line with the draft.

As regards railways, Denmark should not be divided into districts ; moreover, the present statistics of the movement of goods by categories are only compiled for transport in full wagons, and the compilation of more detailed statistics such as those provided for in the draft would entail considerable additional work and expense.

As regards maritime navigation, the limit of 2,000 sea miles to differentiate between long- and short-distance navigation is not rational, and this limit should be fixed separately for each region.

As regards vessels calling at ports, the present Danish statistics only mention them if goods are loaded or unloaded, and even this is difficult for the regular services ; it is therefore considered that it would be better to indicate these latter services in the table in a more summary manner.

Lastly, the statistics proposed for maritime navigation would entail heavier obligations both for the authorities and for the economic organs and these obligations would be disproportionate to the advantages gained.

For these reasons, the Danish Government does not see its way, at least for the moment, to accede to a Convention based on the draft.

#### *Danzig.*

The Senate of the Free City is in favour of the draft, with which it, in principle, agrees. It has no observations to make, but thinks that its practical application might meet with certain difficulties.

#### *Egypt.*

The Egyptian Government accepts the report as a basis of discussion at the General Conference for the Unification of Transport Statistics, which may be convened at a later date.

*Spain.*

The Spanish Government, whilst regarding the general principles underlying the proposals as sound, is unable to co-operate in the draft Convention, as it is re-organising its statistical services.

*Estonia.*

The Estonian Government points out that the general principles of the proposal are already applied in the Estonian statistics. Nevertheless, the smallness of the staff would not allow of the compilation of statistics to the extent provided for in the draft, especially as regards maritime navigation, in the case of which the compilation of statistics by groups of goods would involve considerable labour, the present maritime transport statistics indicating only the total weight of the goods. In the circumstances, the Estonian Government could, as regards maritime navigation statistics, only accept Nomenclature A, while at the same time proposing some amendments to take account of certain typical products of the country.

Finally, it would be desirable to show Estonia separately from Latvia and Lithuania in the list of statistical regions.

*United States of America.*

The Government of the United States of America observes that the authorities which, up to the present, have considered the report approve of it in principle. They feel, however, that there may be practical difficulty in preparing certain maritime navigation statistics, in view of the fact that they would necessitate the services of new trained statisticians, which might not be justified at this time.

The Government will communicate at a later date the opinions of other competent authorities when they have had an opportunity of forming an opinion.

*Finland.*

The Finnish Government considers that the unification of transport statistics would be very desirable.

The drafts submitted to it seem theoretically satisfactory; as regards the practical aspect, however, it considers that insufficient attention has been paid to the necessary simplification of the system of information and classification proposed, which would make the apparatus of statistics too complicated, especially for the small countries whose economic life is not yet very highly developed.

As regards the nomenclature, certain goods of general importance are not classified in sufficient detail; the Government submits several proposals for amendments.

Finally, the Government points out that, for certain countries, inland and coastal navigation and transport by rail are relatively unimportant for international trade, and consequently considers that reservations might be made in this matter with a view to its accession to the Convention.

*France.*

The French Government considers in general that the statistics proposed are complex, that their preparation would be complicated, and also that it would frequently be difficult to obtain the necessary information.

As regards maritime navigation, the statistics proposed would involve the reintroduction, for goods leaving the country, of the manifest, which has not been in use for seventy years; moreover, the manifest to be produced on goods entering the country would have to be changed and supplemented by fresh data which it would often be impossible to furnish.

The compilation of statistics would be rendered complicated by the fact of the countries of origin being no longer designated according to the official appellation of those countries, but according to the new division into regions (in the case of France, for instance: France, Atlantic Coast and France, Mediterranean Coast), the regions being themselves subdivided into districts.

The application of the draft, admitting that it were possible, would involve an increase of work and considerable expenditure, which would not be justified in the present economic circumstances, especially as it does not appear that this increased work and expenditure would always be compensated for by greater accuracy in the information furnished, owing to the difficulty which would often be found in obtaining the necessary particulars.

*Greece.*

The Hellenic Government states that, owing to present financial difficulties and the need for strict economy, it would be unable to meet the expenditure occasioned by the application of the statistics proposed, and consequently regrets that it is unable to associate itself with this work, of which it recognises the value.

*Guatemala.*

Generally speaking, the objects of the draft differ from the practice at present followed in Guatemala; the application of the statistics proposed would necessitate a radical change in

the methods employed and the establishment of a system of co-ordination in this matter between the transport concerns and the competent official organisation dealing with statistics. That could only be effected by the promulgation of a new law on statistics.

It is noted that the nomenclature proposed in the draft differs from that already used for Customs statistics, which would oblige the Government in future to draw up two distinct categories of statistics of goods subject to Customs control.

The remuneration of the competent staff needed for the compilation of the statistics proposed would involve considerable expenditure.

As regards the statistical declaration, the Customs regulations now in force do not give the State power to compel the transport concerns to alter their declarations.

The application of the 2,000 sea-mile limit between long-distance navigation and short-distance navigation would necessitate indicating, in the declaration of steamships, the exact distance covered by each group of goods conveyed, which would be very complicated.

Finally, although the unification of transport statistics may be useful for certain countries, Guatemala is more specially interested in ascertaining the movement of goods in its home trade than that in world trade. Moreover, Guatemala already has carefully-compiled foreign-trade statistics.

#### *Hungary.*

The Hungarian Government considers the idea of the unification of transport statistics as being very interesting, and would be prepared to accept the draft as a basis of discussion and to sign the proposed Convention, subject to the following reservations :

Generally speaking, the Government considers it expedient and desirable to compile statistics by districts forming economic units. Nevertheless, in the present circumstances of economic isolation, as a result of which the currents of transport with foreign countries have been diverted, the application of these statistics by districts, for transport with foreign countries, could only have the effect of distorting the picture of economic relations. For this reason, the division in question could only be applied to statistics relating to the internal transport of the various States. The Government consequently proposes that the realisation of this scheme on an international scale should be postponed, and that Article 7 of the draft Convention should be deleted.

The Hungarian Government would not be in a position to verify the statements with regards to goods, contained in documents relating to transport by rail in transit, or—until the conclusion of a new international convention relating to rail transit—to impose the proposed nomenclature in connection with transport of this kind. Moreover, the Hungarian railways could not be divided into principal and secondary lines, as provided for in the draft. It would also be impossible, in the case of international traffic, to furnish statistics by groups of goods between one station and another, as that would cause additional labour, which the Government could not undertake at the present time. Under these circumstances, it would only be possible to furnish total figures. Finally, the absence of statistics on railway accidents renders the draft incomplete, in view of the importance of such statistics in any international comparative study of the conditions with regard to safety in railway traffic. The Hungarian Government therefore proposes that the draft should be amplified in this respect, and suggests taking as a model the Hungarian statistics which it is communicating for this purpose and which contain, apart from particulars in regard to accidents themselves, information on the compensation granted in the event of accident.

The Hungarian Government could not supply information on inland navigation transport between ports of the country or collect or analyse various other data on the traffic as provided for in the draft, as that would entail an increase in staff and other charges. Lastly, the Government draws attention to the fact that it could not collect detailed and reliable information on Danube transit traffic, as the International Danube Commission is unwilling, on the ground of the freedom of transit guaranteed by the Treaties, to accede to the principle of a compulsory declaration.

#### *India.*

The Government of India states that the collection and publication of the statistics on the three kinds of transport would involve an amount of labour and expenditure which would not be commensurate with any advantage to be gained, and that, in the circumstances, it is unlikely that India will be able to accede to any Convention based on those principles. In these circumstances, the Government of India has no proposals to make as regards the application of the draft.

#### *Italy.*

The Italian Government states in the first place that, generally speaking, the new unified statistics would involve a radical transformation of the system now in force and is consequently unlikely to be adopted in the near future.

Moreover, as the Italian Government is unable to accept some of the most important proposals, it has not examined in detail all the annexes and optional recommendations.

It submits the following detailed observations on the Convention and the three Regulations :

The Government considers that it is not possible to take the same districts for the three kinds of transport, but that this could be done for maritime navigation and railways ;

nevertheless, the compilation of statistics by districts is not feasible. Nor could the Italian Government agree to submit the delimitation of the districts to other countries for their opinion.

The Italian Government might accept the small nomenclature of twenty-one headings—subject to certain changes of groups—provided that it were applied to the whole country only and not to the compilation of statistics by districts and by categories of goods.

As regards the exclusion of consignments weighing less than 500 kilogrammes, it would be possible, as regards maritime navigation transport, to come down even below that limit, but in the case of railways, statistics could only be compiled for full wagons. The limit of 500 kilogrammes should be understood to relate to the whole amount of a commodity transported during the year and not to each consignment of less than 500 kilogrammes : otherwise, frequent small consignments making up a considerable weight between them would be lost for statistical purposes.

It is considered that the statistics for ferry-boat transport ought always to be included in railway statistics.

The reservation made in the draft with regard to the international treaties concerning inland navigation ought to be made also in the case of treaties relating to maritime navigation and transport by rail.

The Italian Government does not agree to the division of Italy into two regions (Italy West Coast and Italy East Coast) ; the country should be regarded as a single unit.

The giving of figures for traffic by flags up to 75 per cent only would entail a change from one year to another in the list of such flags, which would restrict the possibilities of comparison. It is therefore proposed to group under " other flags " those of lesser importance.

The division of maritime transport into short-distance traffic and long-distance traffic is artificial and unacceptable.

The statistics of voyages contained in Regulations I, Chapter B, are impossible of application.

The restriction of railway systems which could be excluded from the railway statistics to 5 per cent cannot be applied without including too many secondary lines. Moreover, it will be necessary to obtain the consent of the secondary railway systems to the compilation of such statistics, as there are at present no statistics relating to them.

In view of the limited importance of inland navigation in Italy, it would be impossible to accept all the detailed proposals of the Regulations relating to statistics on this subject.

Finally, even in the event of the Convention, suitably amended, being acceded to by Italy, such accession would have to be made conditional upon that of all the Mediterranean countries, as regards maritime navigation, and upon that of a certain number of countries enumerated in the reply, as regards railways.

#### *Latvia.*

The Latvian Government approves the draft in principle, but its accession to it would not be possible for the moment, in view of the considerable expenditure which its application would entail.

The Government points out that the division of the territory into districts would necessitate a very careful study of the conditions appertaining to each of the different kinds of transport in the various regions of the country. Moreover, statistics by districts would result in a lacuna in the description of the movement of goods between the place of production and the place of consumption, owing to the lack of statistics on motor transport. The Latvian Government is also opposed to the exclusion of consignments weighing less than 500 kilogrammes, which would make the statistics less accurate.

Nomenclature A would be acceptable ; Nomenclature B would also be acceptable, subject to certain reservations ; while Nomenclature C would not be suited to the country.

Finally, the Government points out that, in the matter of statistics, Latvia maintains very close collaboration with Estonia and that, consequently, its final attitude to the draft will be determined in agreement with the latter country.

#### *Lithuania.*

The Lithuanian Government has no particular proposals to make with regard to the draft, which it considers capable of serving as a basis of discussion at a conference to deal with this subject.

#### *Luxemburg.*

The Luxemburg Government forwards the observations of the administrations of the two great Luxemburg systems—namely, the Prince Henri system, and the Guillaume-Luxemburg, operated by the railways of Alsace-Lorraine.

The Prince Henri Railways approve the compilation of administrative and technical statistics, which are based on the principles adopted by the International Railway Union. As for the statistics of the movement of goods, their compilation would be difficult in view of the nomenclature and the division into districts, which would entail considerable expenditure that would not be justified. The Government adds that the Sub-Committee on General Statistics of the International Railway Union is considering the question and that, when the administration is in possession of the Sub-Committee's report, it will be better able to give its opinion on the application of the draft.

The Alsace-Lorraine railway system communicates the results of the examination by the French railway systems of the report of the Committee on the Unification of Transport Statistics, and says that the considerations contained therein also apply to the Guillaume-Luxemburg system. It is stated in this study that the compilation of statistics by districts would upset the whole administrative practice and encounter insuperable difficulties. Those statistics are inapplicable in France for each kind of transport taken separately and, *a fortiori*, for all of them taken together. The Government therefore desires to make the most express reservations on this subject. Nevertheless, each French railway system might furnish statistics in accordance with Nomenclature A, but only in the event of their being compiled without reference to the division into districts.

*Monaco.*

The Principality has no inland navigation or railway line of its own. As regards maritime navigation, the Government associates itself with the opinion expressed by the French Government.

*Netherlands.*

The Netherlands Government makes the general observation that the Convention should provide for the possibility of future denunciation, in whole or in part, where a State is compelled by circumstances to discontinue these statistics.

It is also essential to have statistics of the transports effected by motor-lorries and aeroplanes : failing which, the information collected will not be complete.

The reply also contains certain observations on points of detail as follows :

For the definition of " territories ", it is proposed to take the minimum list of countries attached to the Convention concerning the economic statistics for 1928.

In the case of rail transport, it is proposed to treat only consignments effected on a single transport document as acts of transportation ; and the Convention and Regulations should be modified accordingly.

The designation of the points of difference between maritime navigation and inland navigation does not adequately define the distinction between these two forms of transport. It is accordingly proposed that all continuous transport on a single document, effected in part on a maritime waterway and in part on an inland waterway, should be included in maritime transport.

It is proposed to include transport by ferry-boats in the railway statistics if the transport is effected with a direct transport document involving transport by rail as well as by ferry-boat.

As regards nomenclature, it is thought better to leave open the possibility of combining the different categories of goods where distinction between the different categories in the statistics would imply the divulging of a commercial secret. At the same time, nomenclature should eventually be adapted to the international Customs nomenclature, when the latter comes into force.

It is suggested that the division into districts of the territories of non-contracting countries should be made by the Transport Statistics Committee for which the draft Convention provides.

The indication of coastal transport separately should be optional ; and the same applies to the indication by flag of goods transported.

It is proposed to eliminate the distinction between short- and long-distance maritime traffic.

Lastly, in the case of inland navigation, there should be a possibility left open of excluding from these statistics transports which are effected either by vessels below a certain tonnage or on waterways of less than a certain depth.

*Saar Territory.*

The Governing Commission is, in principle, in agreement with the draft Convention. Substantially similar statistics are already published in the country.

Certain modifications of and additions to the nomenclature are proposed ; and the Saar would also be prepared to accept Nomenclature C.

The Governing Commission further states its agreement with the administrative and technical statistics, which are already published in the same form by the International Railway Union with the exception of the proposed statistics of financial results, in respect of which the Governing Commission prefers to continue in the future to follow the present practice.

*N.B.*—It should be noted with regard to the unification of transport statistics that the Railway Direction of the Saar Territory has informed the Secretariat that, taking advantage of the work of the Committee for the Unification of Transport Statistics, it has proposed to the Association of Central European Railway Administrations (Verein Mitteleuropäischer Eisenbahnverwaltungen), which has in hand the establishment of motor statistics, that it should base its classification of the different goods by categories on the minimum Nomenclature A, drawn up by the Committee—*i.e.*, make a list which can be adapted to the scheme proposed by the Committee.

*Siam.*

The Siamese Government agrees, in general, with the rules proposed for statistics of goods transported by rail, and is prepared to give effect to them as far as possible.

In the matter, however, of maritime navigation, the Siamese Government is not at present prepared to give effect to the provisions of the draft Convention or of the Regulations, with the exception of Chapter B, Section II, of Regulations I relating to port statistics.

*Sweden.*

The Swedish Government points out that the application of the draft Convention would involve a radical re-organisation of Swedish statistics, and would meet with certain technical difficulties and mean a considerable increase of labour and expense both for the administrative authorities and for the transport undertakings. Under these circumstances, the competent Swedish authorities wonder whether the advantages to be gained from such unification are sufficient to justify the expense and the trouble involved.

The Swedish Government accordingly confines itself for the time being to the above observations, without going into the proposed texts in detail.

*Switzerland.*

The Swiss Government would agree to keeping administrative and technical railway statistics on the same lines as those adopted by the International Railway Union. Difficulties would, however, arise in connection with the inclusion in the statistics of 95 per cent of the railway systems, the effect of which would be to extend the statistics to a whole series of secondary lines.

As regards statistics of the movement of goods, the requirements of the draft Convention go beyond the potentialities of the existing statistical organisation. The nomenclature in use in Switzerland comprises some 400 groups. It could be adapted to Nomenclature C, but only in the case of internal traffic and transports of complete wagon-loads.

The establishment of statistics by districts would involve numerous administrative and technical difficulties and would necessitate a radical transformation of the existing services and would involve heavy expenditure.

As regards river navigation, it is pointed out that river navigation plays so small a part in Switzerland as not to justify the keeping of such statistics.

As regards navigation on the Treaty course of the Rhine, the Swiss Government reserves the right to submit its views subsequently in regard to the application of the statistical system proposed in the draft Convention.

In conclusion, the Swiss Government recognises the interest attaching to the draft Convention, but records its conviction that the adaptation of the Swiss statistics to the proposals of the Convention would meet with serious difficulties in practice.

*Czechoslovakia.*

The Czechoslovak Government recognises the value of the unification of statistics and welcomes the draft Convention, as to which it submits the following observations :

Czechoslovakia already publishes detailed railway statistics, the principal object of which is to show the tariff policy followed. The statistics proposed in the draft Convention would only have a secondary interest so far as national requirements are concerned, and could not take the place of the existing statistics. There would therefore have to be two separate categories of railway statistics, which would undoubtedly involve technical complications and would be difficult to arrange for in view of the cost which it would occasion.

The Czechoslovak Government might, however, be prepared to agree to keep the statistics suggested, but would like changes, both in the principles at the basis of such statistics and in the procedure proposed, so as to reduce the cost involved. For example, the existing statistics do not show the movement of goods between foreign countries and the different Czechoslovak districts, which are identical with the areas of the State Railway Directions, which themselves correspond more or less with the economic divisions of the country.

As regards the railway-transport nomenclature, although the Czechoslovak transport statistics comprise more than 1,000 categories of goods, only the proposed Nomenclature A could be accepted, since even Nomenclature B contains items which are not shown separately in the Czechoslovak classification.

The proposed administrative and technical railway statistics are already kept in Czechoslovakia and published by the International Railway Union, both in regard to the State railways and in regard to the private railways operated by the State.

Certain fundamental principles of the proposals in regard to inland navigation are already applied in the Czechoslovak statistics, particularly in so far as a highly detailed division into the districts represented by the river sectors is concerned. There are also available statistics of the movement of goods within the country and between Czechoslovakia and foreign ports, on bases similar to those of the draft Convention—*i.e.*, between each Czechoslovak port and the different foreign countries, and between each foreign port and Czechoslovakia. It would, however, be necessary for the other riparian States to adopt the same division by sectors.

As regards the nomenclature of river transport, Nomenclature C is in accordance with the Czechoslovak and German system only in certain respects. It is believed that the unification of nomenclatures as between the different States will be the most difficult part of the work.

No statistical declaration is required in Czechoslovakia, and no statistics are kept on passage of the Customs frontier on the waterways.

All the particulars with regard to the movement between ports are already available in the case of the Elbe and the Vltava (Moldau), and could be supplied without much difficulty for the Danube.

The provision of administrative and technical statistics of inland navigation would involve considerable work ; but Czechoslovakia would be prepared to supply such statistics together with certain other particulars for which the draft Convention asks, on condition that neighbouring States did the same. The Czechoslovak Government makes certain proposals of detail in this connection.

In conclusion, it is felt that the keeping of these statistics ought not to involve considerable additional expense, since the additional expenditure will have to be charged to the shipping using the waterways in the form of statistical dues, which will do more to impede than to benefit the latter.

Specimens of Czechoslovak transport statistics are attached.

#### *Yugoslavia.*

The Yugoslav Government recognises the value of statistics on the lines proposed by the draft Convention. It is not, however, in a position, at the moment, to accede to the Convention, since the establishment of statistics on the basis of economic districts would involve complete re-organisation of the existing services, which is out of the question at present, owing to the lack of personnel and technical resources. The present statistics of the Yugoslav Railways are drawn up for each regional direction or railway system, so that the adoption of the proposed system would mean keeping two parallel systems of statistics.

As, however, the Yugoslav Government may be in a position at some future date to accede to the proposal, it takes the opportunity to put forward certain observations at once :

As regards the Convention, the Government thinks that it should be left to each State to settle the division into districts. It also thinks a list of stations would be useless for statistical purposes.

As regards the Railway Regulations, it is thought that the exclusion of secondary lines would involve insuperable difficulties in practice and would increase the work. The statistics at present are drawn up for the entire system according to the gauges and the regional directions. This system is that laid down by the International Railway Union for international statistics. It is therefore felt that the exclusion of secondary lines should be optional.

The question of including an indication of the district of loading on the way-bills should first be studied by the International Railway Union.

The administrative and technical railway statistics proposed correspond almost exactly with the statistics of the International Railway Union. But headings 26 to 34 in Table 25 (" Taxes "), which corresponds with Table XIV of the International Railway Union, ask for particulars the introduction of which into the statistics was rejected by the majority of Railway Administrations represented on the International Railway Union, with the result that the latter decided to abandon the proposal to extend its statistics in this respect.

The Yugoslav Government has no special observations to make with regard to the draft Nomenclatures A, B and C. It reserves the right to return to the point when Nomenclatures D and E are submitted. It adds certain detailed observations with regard to the item " Miscellaneous Goods " in Nomenclature C.

As regards inland navigation, the Yugoslav Government states that it could adapt the present Yugoslav statistics to the system proposed in the draft Convention to a still greater extent without excessive additional expenditure, the present statistics being to a certain extent on the lines proposed in the draft Convention.

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### ANNEX 13.

[C.C.T.560.]

## NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE RELATING TO PUBLIC WORKS.

Geneva, November 2nd, 1933.

In order that the Advisory and Technical Committee for Communications and Transit should be able to form an idea of the course hitherto taken by the enquiries pursued and the discussions held on the question of public works in the Communications and Transit Organisation, the Council and the Assembly of the League of Nations, as well as at the Monetary and Economic Conference held in London in June-July 1933, the following documents are communicated to members of the Committee :

1. Report submitted to the Monetary and Economic Conference by the League of Nations Committee of Enquiry on questions relating to Public Works and National Technical Equipment of the Organisation for Communications and Transit.<sup>1</sup>
2. Report of the representative of the Organisation for Communications and Transit at the Monetary and Economic Conference (see Appendix).

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<sup>1</sup> See document C.377.M.186.1933.VIII.



3. Report adopted by the Council at its seventy-sixth session.<sup>1</sup>
4. Summary of the discussions of the Second Committee of the Assembly.<sup>2</sup>
5. Report and resolutions adopted by the Fourteenth Assembly.<sup>3</sup>

Appendix.

[C.C.T.543.]  
[C.C.T./T.P.O.N.52.]

LETTER, DATED AUGUST 1ST, 1933, FROM THE REPRESENTATIVE OF THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT AT THE MONETARY AND ECONOMIC CONFERENCE TO THE CHAIRMAN OF THE ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT.

Having been appointed representative of the Organisation for Communications and Transit at the Monetary and Economic Conference by the Chairman of the Advisory and Technical Committee, I was present on July 13th, 1933, following an invitation from the Secretary-General of the League, at the meeting of the Economic Commission of the Conference, when the question of Public Works came up for discussion.

The Committee of Enquiry on Questions relating to Public Works and National Technical Equipment of the Organisation for Communications and Transit had prepared the way for the consideration of the subject by submitting a report of its activities to the Conference on June 13th last.<sup>4</sup> This report presents a dispassionate survey of the work done and the conclusions reached by the Committee of Enquiry in the course of its discussions and, had circumstances been other than they were, would have been of the greatest assistance to the Conference.

Circumstances, however, did not permit a full consideration of the subject, and the sub-committee which, it was suggested, should be set up jointly by the Economic and the Monetary Commissions of the Conference to study the subject did not come into being.

It would hardly have been possible in any case for the Conference, with the limited time at its disposal, to have entered into a detailed examination of the schemes recommended for their consideration in the report of the Committee of Enquiry or to have come to any definite arrangement with regard to the financial side of the question. The discussions which took place in the Economic Commission, however, showed the great interest which its Members took in the matter, an interest which took concrete form in a recommendation to the Bureau of the Conference, based on a proposal made by the French delegation, that a sub-committee should be appointed to study the problem of public works and other means for reducing unemployment. This sub-committee should be composed so that due regard would be had to the economic, social and financial aspects of the matter and should be convened as soon as the Bureau considered it possible to do so.<sup>5</sup>

The work of the sub-committee, including, as it is no doubt intended it should, the solution of difficult financial problems, will necessarily cover a wider field than that of the existing Committee of Enquiry, and its main preoccupation, as I see it, should be to create an atmosphere of confidence in respect of the schemes which it may feel able to recommend to Central Banks and the investing public.

The Committee, in addition to giving advice on methods of financing projected public works and on the economic and social effects which would result from their execution, might also, in special cases, arrange with the States concerned for the provision of adequate guarantees for the payment of the interest and the amortisation of international loans.

(Signed) J. G. BALDWIN.

ANNEX 14.

[C.C.T.538.]  
[C.C.T./T.P.O.N.40.]

REPORT OF THE SECRETARY-GENERAL OF THE COMMITTEE ON THE DEVELOPMENT OF CO-OPERATION BETWEEN THE NATIONAL GOVERNMENT OF CHINA AND THE COMMUNICATIONS AND TRANSIT ORGANISATION.

Geneva, May 24th, 1933.

The co-operation between the Communications and Transit Organisation and the National Government of China is the outcome of an invitation sent by that Government on January 7th, 1931, to the Secretary-General of the League of Nations, in which it expressed the desire that the Director of the Communications and Transit Organisation should make a brief visit to China in order to discuss questions concerning navigable waterways and land reclamation.

<sup>1</sup> See the League of Nations *Official Journal*, November 1933, (Part I), page 1313.

<sup>2</sup> See Special Supplement to the League of Nations *Official Journal* No. 117.

<sup>3</sup> See document A.41.1933.VIII.

<sup>4</sup> See document C.377.M.186.1933.VIII.

<sup>5</sup> See document C.435.M.220.1933.II.

This invitation was accepted by the Council in a resolution dated January 19th, 1931. In conformity with this resolution, the Director of the Communications and Transit Section proceeded to China in February 1931 and stayed there for several weeks in order to study with the National Government of China the various questions on which that Government wished to receive an opinion. As a result of these conversations, the National Government sent the Director of the Communications and Transit Section, before his departure from China at the end of March 1931, a letter intimating that the main purpose of the Government's invitation was to enable that Government to discuss what measures could be taken in order to secure a closer collaboration between the Chinese Government and the Transit Organisation of the League of Nations for the solution of problems of communications and land reclamation which arose in China. The National Government of China added that it would be pleased if the Transit Organisation could give its assistance, first, to secure the collaboration of experts for the final drawing up of the plan of work to be undertaken in connection with the Hwai River and for the study of questions relating to the North China river system and to harbour works in the area of Greater Shanghai, and, secondly, to help with the organisation and development of a technical civil engineering field station. Lastly, the National Government of China expressed the desire that its request should be transmitted as soon as possible to the Advisory and Technical Committee for Communications and Transit, in order that the latter might submit to it a detailed scheme of collaboration.

In a later telegraphic communication sent to the Secretary-General of the League of Nations on April 25th, 1931, the National Government of China announced the constitution of a National Economic Council to prepare a plan for the reconstruction of the country and to direct this work of reconstruction. For this purpose, the National Government asked that the League's technical organisations should assist the National Economic Council as advisers for framing and carrying out the reconstruction plan. With a view to the realisation of this proposal, the National Government at the same time asked that an official should be sent to China for a limited period to act as liaison officer, who could help with his advice both as to the plan itself and as to any subsequent methods by which the League could assist it. The Government also suggested that, as regards the execution of particular projects, the League might, at the request of the Government, send or propose officers, representatives or experts who, apart from their own competence, could be in contact with the relevant technical organisations of the League. Lastly, the National Government of China asked that, in appropriate special cases, a League committee, whether a standing committee or one appointed *ad hoc*, might, at the request of the Government, help to frame or improve some particular scheme.

In transmitting the Government's request to the Council of the League, the Secretary-General suggested that the official sent to China as general liaison officer should be one of the Directors of the Technical Organisations of the League and that the proposals for collaboration should be transmitted by the Secretary-General to the competent Technical Organisations with a view to the taking of suitable measures.

At its meeting on May 19th, 1931, the Council approved the above-mentioned suggestions of the Secretary-General.

The Advisory and Technical Committee for Communications and Transit was informed of the foregoing at its sixteenth session in June 1931, and, after examining the question, it adopted the following resolution :

“ The Advisory and Technical Committee,

“ Being informed of the correspondence between the Minister of Finance of the Chinese National Government, Vice-President of the Executive Yuan, and the Director of the Communications and Transit Section of the League ;

“ Having taken cognisance of the telegrams addressed by the Chinese National Government to the Secretary-General of the League on January 7th, 1931, and April 25th, 1931, and the decisions of the Council in the matter ;

“ Noting the declarations and information submitted to the Committee by the Director of the Communications and Transit Section concerning his mission to China :

“ Expresses its gratification that, as a result of that mission, it has been judged possible, in conformity with the hope expressed by the Chinese National Government in its telegram of January 7th, to establish practical co-operation between the Chinese Government and the Communications and Transit Organisation of the League ;

“ Accepts, on behalf of the Communications and Transit Organisation, the duties devolving upon the Organisation, in conformity with the aforesaid letters, telegrams and decisions.

“ The Advisory and Technical Committee assures the Chinese National Government that it will spare no effort to justify the confidence placed in it by the Government and to assist the Chinese National Government to pursue its work of economic reconstruction in the sphere of communications and public works.

“ The Chairman of the Advisory and Technical Committee is authorised to transmit, for an opinion, to the Committee of Enquiry for the study of questions relating to the training of public works engineers, all questions concerning the organisation of the

Technical Centre for the study of questions relating to public works, (mentioned in the correspondence exchanged under the name of " Technical Civil Engineering Field Station ") submitted with this object by the Secretary-General of the Committee. All questions raised in the course of co-operation between the Communications and Transit Organisation and the Chinese National Economic Council concerning the establishment of a programme of public works and national technical equipment should similarly be transmitted to the Committee of Enquiry for the study of general questions relating to public works.

" The Chairman of the Advisory and Technical Committee is requested to ensure co-ordination, whenever necessary, between the work of the two above-mentioned Committees.

" The Chairman of the Advisory and Technical Committee is authorised to name the experts appointed to give opinions to the Chinese Government concerning the scheme for the development of the Hwai River ; such experts shall also be responsible for the other duties mentioned in the correspondence between the Chinese Government and the Director of the Communications and Transit Section. The Chairman of the Advisory and Technical Committee is authorised, further, to take subsequently all suitable steps to ensure the co-operation on the spot of any other experts whose services may be found necessary.

" The Chairman of the Advisory and Technical Committee may, should he desire to do so, apply to one or more members of that Committee to assist him in discharging the duties entrusted to him under the present resolution.

In a letter dated July 14th, 1931, the National Government of China signified its full appreciation of the attitude taken by the Advisory and Technical Committee for Communications and Transit and of the Committee's decision to spare no effort to assist the Government to pursue its work of economic reconstruction in the sphere of communications and public works and of the measures already taken by it in that connection.

As a consequence of the above-mentioned resolution of the Advisory and Technical Committee, three experts were appointed by the Chairman of the Committee to proceed to China to study the above-mentioned questions concerning the improvement of the Hwai River, the river system of North China and the port of Greater Shanghai, and to prepare a report on that subject. These experts were :

Mr. A. T. COODE, Member of the Institute of Civil Engineers of the United Kingdom ;  
M. L. PERRIER, Inspector-General of Bridges and Roads, Chief of the Central Service of Maritime Works at the French Ministry of Marine ;  
M. W. SIEVEKING, Director of Constructions at the port of Hamburg.

Further, in accordance with the same resolution of the Advisory and Technical Committee, the Chairman of the Committee appointed the following two engineers to be attached to the National Government of China as representative of the Communications and Transit Organisation for a prolonged period :

M. S. OKECKI, Councillor at the Polish Ministry of Public Works, as representative of the Organisation ;  
M. F. BOURDREZ, Civil Engineer, of The Hague, as assistant representative of the Organisation.

These two engineers have to co-operate on the spot with the Government, in accordance with the instructions of the Secretary-General of the Organisation, and to take such action as may be required as a result of the various arrangements and decisions mentioned above, in connection both with the hydraulic works already referred to and with the question of the training of engineers or the work of preparing and carrying out a road programme which the National Government of China is proposing to have executed.

Meanwhile, the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment, holding its first session in October 1931, after having been acquainted with what had been done as regards co-operation with the Government and having examined the question, decided to postpone the study of the schemes of work in China until it had received reports drawn up, either by the experts sent on temporary mission to China or by the permanent representatives of the Communications and Transit Organisation. The Chairman of the Committee at the same time expressed his willingness to give the experts proceeding to China any information that might be desirable before their departure.

In conformity with this decision, the above-mentioned experts and engineers, before leaving for China, had an interview with the Chairman of the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment with regard to their mission.

Furthermore, in execution of the above-mentioned decision of the Council of the League, dated May 19th, 1931, the Director of the Communications and Transit Section was instructed to proceed again to China for a specified period, in order to provide the National Government of China with information on the operation of the Technical Organisations of the League and on the manner in which that Government might avail itself thereof, and in order to establish general liaison between the Chinese National Economic Council and the above-mentioned Technical Organisations. With a view to the performance of this mission, the Director of the Communications and Transit Section left for China in November 1931 and stayed there for several months.

The three experts entrusted with the hydraulic problems mentioned above and particularly with the Hwai River question, regarding which they had already received before

leaving a programme of improvement drawn up by the services of the Chinese Government and on which they had to pronounce an opinion, arrived in China in January 1932 and proceeded to a study on the spot of the questions raised, in co-operation with the competent Chinese authorities, and to visits to the places concerned. On returning to Europe, these experts drew up their report and submitted it to the Secretariat, which forwarded it to the National Government of China through the representatives of the Communications and Transit Organisation. As appears from a report received in this connection from the representatives of the Organisation in China, the competent authorities of the National Government of China have been instructed to study this report and the recommendations which it contains.

The two engineers attached to the National Government of China as representatives of the Communications and Transit Organisation arrived at the same time as the mission of experts mentioned above, to which M. Bourdrez was attached during the whole of the mission's stay in China. These representatives are still engaged in their task in China. The work with which they have hitherto had to deal and the results achieved, as shown by the periodical reports which they send to the Director of the Transit Section, may be summarised as follows :

#### ROAD CONSTRUCTION.

The Chinese National Economic Council's action as regards roads was initiated at a Conference held by that Council at Nanking on April 27th, 1932. At this Conference, it was decided to concentrate reconstruction efforts primarily on roads, and to postpone until later conservancy work on rivers ; at the same time, it was decided to create a Road Department of the National Economic Council, to establish a Road Fund, and, lastly, to construct some of the most urgently needed important roads in the three provinces of Anhwei, Kiangsu and Chekiang. This work of construction was to be carried out in co-operation with the three provinces.

As a consequence of this decision, a Permanent Technical Commission of the Road Department and a Permanent Commission to manage the Road Fund and decide upon the financing of the roads were created, and it was decided to begin immediately the construction of five main highways, including first of all the completion of that from Shanghai to Hangchow. The construction of these roads was to connect over 2,000 kilometres of existing roads and over 300 kilometres of roads under construction with the greater port of Shanghai. The estimated cost was 2,600,000 Mexican dollars, of which the Government was to provide, as an initial contribution to the Road Fund, 1 million Mexican dollars, to be divided among the three provinces in the form of reimbursable advances. The remainder was to be supplied by the provinces themselves. The principle to be adopted as regards the allocation of expenditure was that, apart from the cost of the land, which was to be entirely borne by the provinces, 40 per cent of the costs were to be defrayed by the Government and 60 per cent by the provinces.

To this first programme for the construction of five roads was added soon afterwards the construction of the Shanghai-Nanking road.

In connection with this decision, M. Okecki was asked to assist in the supervision of the road construction and of expenditure. M. Bourdrez was first of all asked to study the establishment of a ferry-boat service on the Whangpoo river at Minghong, on the Shanghai-Hangchow road.

A Road Commission of the three provinces mentioned above was subsequently created to study the plans of the roads to be constructed, to co-ordinate the action of the three provinces in this respect, to supervise the execution of the work and to examine the questions relating to the Road Fund ; the results of its work were to be submitted to the National Economic Council for approval.

The two permanent Commissions mentioned above, that of the Road Department and that of the Road Fund, immediately set to work on drawing up the necessary regulations, particularly as regards technical provisions, type of construction, prices per unit, etc. They also drew up regulations concerning the administration of the Road Fund and the verification of the estimates made by the provinces with regard to the proposed constructions. Thus, by May 1932, regulations regarding the supervision of the Road Fund by the National Economic Council had been drawn up and approved.

Apart from this work of road construction, partly entrusted to the Road Department itself and partly left to the provinces under the supervision and with the assistance of the Road Department, the latter drew up a first programme of its future activities, comprising in particular :

1. Research work regarding roads—viz., construction of experimental road sections with a view to comparison between the different types employed.
2. Laboratory tests with the materials of all kinds available for road construction in the region concerned. These tests were to be carried out partly at the Central Office of the Road Department itself and partly in co-operation with the technical faculties of the universities of the country. While providing the conclusions regarding the materials to be employed, they would enable young Chinese engineers to acquire useful experience and to specialise in the practical knowledge of materials.
3. Constitution of a road library and of a road dictionary in Chinese ; encouragement of the publication of Chinese books and studies on roads, etc.
4. Convocation of a national Road Congress.

5. General liaison with other national or international institutions in connection with this problem.
6. Periodical inter-provincial inspections of roads.
7. Convocation of a Conference on the regulation of inter-provincial traffic, road signalling, taxation of vehicles, etc.

Work on this programme was immediately begun.

For the execution of its task, the Road Department divided its activities into the five following sections:

- (a) *Administration* : Information and statistics, publications, museum and library, practical training of young engineers ;
- (b) *Legislation* : General regulations regarding the Road Fund ; allocation of loans ; borrowed equipment ; technical specifications regarding types of construction and materials ; traffic regulations ;
- (c) *Finance* : Supervision of the Road Fund ; enquiries on revenue for the roads ;
- (d) *Engineering* : Designs ; construction ; supervision of principal roads under construction ; description of roads under construction ; bridges and ferry-boats ; loans of equipment ;
- (e) *Research* : Experimental roads ; experimental laboratories ; road transport ; data regarding prices and working efficiency ; enquiries to be made in the road offices of the provinces.

In connection with the construction work begun, the National Economic Council engaged on several occasions, after an examination, a certain number of young engineers who had just received diplomas at the universities of the country with a view to their training and participation in the most instructive operations of road construction. In this way, the application of the principles stated above with regard to the practical training of Chinese engineers was begun. Moreover, with the same purpose in view, engineers in the service of the province were called upon to spend a few months at the central office of the Road Department at Nanking, in order to be initiated into modern methods of road construction.

The work on the roads under construction advanced satisfactorily, and, in October 1932, it proved possible to open the first road completed, that from Shanghai to Hangchow, including the ferry-boat service mentioned above on the Whangpoo River at Minghong. This event was hailed in the whole region as a very appreciable result of the Government's reconstruction efforts and as the first important step towards the realisation of the more extensive programme in process of execution.

Immediately upon the completion of this road, its permanent maintenance was organised. To this end, and in order to facilitate the construction of new roads, quarries were sought for and opened in the neighbourhood, in order that a sufficient quantity of good material might be available at the places most conveniently situated for the work in course of execution.

At the same time, the local tolls on this road were abolished, pending the entry into force of the new general regulations on this subject, which was to take place on January 1st, 1933. A Conference held in September 1932 between the representatives of the three provinces and of the two municipalities of Nanking and Greater Shanghai decided, *inter alia*, to adopt a uniform number-plate valid for the three provinces and a uniform system of road signs, based on the Convention on that subject concluded under the auspices of the League of Nations, with a few amendments necessitated by Chinese local conditions. In execution of this decision, road signs have already been installed in the municipality of Greater Shanghai and along the Shanghai-Hangchow road.

Meanwhile, the provinces which had not yet been included in the Road Department's activities were beginning to display increasing interest in the road activities of the National Economic Council. The outcome was a very important road conference, held in November 1932 at Hankow. Among those who took part were the representatives of the National Economic Council, the two representatives of the Communications and Transit Organisation and representatives of the following seven provinces of the Yangtse Valley, comprising the whole of central China : Honan, Hupeh, Anhwei, Kiangsi, Chekiang, Kiangsu, Hunan. The technical results of this Conference were very satisfactory. The most important was the adoption of a general programme of road construction to connect up the road systems of the seven provinces. This programme provided for the construction of trunk roads of a total length of 11,940 kilometres, which will establish communications between all the most important centres of the region covered by these provinces. In addition, a list of important branch roads was drawn up for each of these provinces.

They total 10,360 kilometres in length and are to be constructed by the provinces themselves. The execution of the whole programme was divided into five consecutive periods, the first of which was to conclude in July 1933 and the second at the end of the year.

As regards the execution of the work involved by the programme of trunk roads, it was also decided that it should be carried out by the provinces themselves under the sole supervision of the engineers of the National Economic Council. Nevertheless, in several provinces, it will be necessary for some time to come that working gangs of the Road Department of the National Economic Council should themselves perform the work, in order to give the engineers of the provinces an opportunity of improving their technique so as to be able to take charge of the work themselves subsequently.

This conference was followed by an inspection of the roads, of the road construction works and of traffic conditions in the province of Hunan. M. Okecki took part in this inspection, and a report thereon was submitted to the National Economic Council.

leaving a programme of improvement drawn up by the services of the Chinese Government and on which they had to pronounce an opinion, arrived in China in January 1932 and proceeded to a study on the spot of the questions raised, in co-operation with the competent Chinese authorities, and to visits to the places concerned. On returning to Europe, these experts drew up their report and submitted it to the Secretariat, which forwarded it to the National Government of China through the representatives of the Communications and Transit Organisation. As appears from a report received in this connection from the representatives of the Organisation in China, the competent authorities of the National Government of China have been instructed to study this report and the recommendations which it contains.

The two engineers attached to the National Government of China as representatives of the Communications and Transit Organisation arrived at the same time as the mission of experts mentioned above, to which M. Bourdrez was attached during the whole of the mission's stay in China. These representatives are still engaged in their task in China. The work with which they have hitherto had to deal and the results achieved, as shown by the periodical reports which they send to the Director of the Transit Section, may be summarised as follows :

#### ROAD CONSTRUCTION.

The Chinese National Economic Council's action as regards roads was initiated at a Conference held by that Council at Nanking on April 27th, 1932. At this Conference, it was decided to concentrate reconstruction efforts primarily on roads, and to postpone until later conservancy work on rivers ; at the same time, it was decided to create a Road Department of the National Economic Council, to establish a Road Fund, and, lastly, to construct some of the most urgently needed important roads in the three provinces of Anhwei, Kiangsu and Chekiang. This work of construction was to be carried out in co-operation with the three provinces.

As a consequence of this decision, a Permanent Technical Commission of the Road Department and a Permanent Commission to manage the Road Fund and decide upon the financing of the roads were created, and it was decided to begin immediately the construction of five main highways, including first of all the completion of that from Shanghai to Hangchow. The construction of these roads was to connect over 2,000 kilometres of existing roads and over 300 kilometres of roads under construction with the greater port of Shanghai. The estimated cost was 2,600,000 Mexican dollars, of which the Government was to provide, as an initial contribution to the Road Fund, 1 million Mexican dollars, to be divided among the three provinces in the form of reimbursable advances. The remainder was to be supplied by the provinces themselves. The principle to be adopted as regards the allocation of expenditure was that, apart from the cost of the land, which was to be entirely borne by the provinces, 40 per cent of the costs were to be defrayed by the Government and 60 per cent by the provinces.

To this first programme for the construction of five roads was added soon afterwards the construction of the Shanghai-Nanking road.

In connection with this decision, M. Okecki was asked to assist in the supervision of the road construction and of expenditure. M. Bourdrez was first of all asked to study the establishment of a ferry-boat service on the Whangpoo river at Minghong, on the Shanghai-Hangchow road.

A Road Commission of the three provinces mentioned above was subsequently created to study the plans of the roads to be constructed, to co-ordinate the action of the three provinces in this respect, to supervise the execution of the work and to examine the questions relating to the Road Fund ; the results of its work were to be submitted to the National Economic Council for approval.

The two permanent Commissions mentioned above, that of the Road Department and that of the Road Fund, immediately set to work on drawing up the necessary regulations, particularly as regards technical provisions, type of construction, prices per unit, etc. They also drew up regulations concerning the administration of the Road Fund and the verification of the estimates made by the provinces with regard to the proposed constructions. Thus, by May 1932, regulations regarding the supervision of the Road Fund by the National Economic Council had been drawn up and approved.

Apart from this work of road construction, partly entrusted to the Road Department itself and partly left to the provinces under the supervision and with the assistance of the Road Department, the latter drew up a first programme of its future activities, comprising in particular :

1. Research work regarding roads—viz., construction of experimental road sections with a view to comparison between the different types employed.
2. Laboratory tests with the materials of all kinds available for road construction in the region concerned. These tests were to be carried out partly at the Central Office of the Road Department itself and partly in co-operation with the technical faculties of the universities of the country. While providing the conclusions regarding the materials to be employed, they would enable young Chinese engineers to acquire useful experience and to specialise in the practical knowledge of materials.
3. Constitution of a road library and of a road dictionary in Chinese ; encouragement of the publication of Chinese books and studies on roads, etc.
4. Convocation of a national Road Congress.

5. General liaison with other national or international institutions in connection with this problem.
6. Periodical inter-provincial inspections of roads.
7. Convocation of a Conference on the regulation of inter-provincial traffic, road signalling, taxation of vehicles, etc.

Work on this programme was immediately begun.

For the execution of its task, the Road Department divided its activities into the five following sections:

- (a) *Administration* : Information and statistics, publications, museum and library, practical training of young engineers ;
- (b) *Legislation* : General regulations regarding the Road Fund ; allocation of loans ; borrowed equipment ; technical specifications regarding types of construction and materials ; traffic regulations ;
- (c) *Finance* : Supervision of the Road Fund ; enquiries on revenue for the roads ;
- (d) *Engineering* : Designs ; construction ; supervision of principal roads under construction ; description of roads under construction ; bridges and ferry-boats ; loans of equipment ;
- (e) *Research* : Experimental roads ; experimental laboratories ; road transport ; data regarding prices and working efficiency ; enquiries to be made in the road offices of the provinces.

In connection with the construction work begun, the National Economic Council engaged on several occasions, after an examination, a certain number of young engineers who had just received diplomas at the universities of the country with a view to their training and participation in the most instructive operations of road construction. In this way, the application of the principles stated above with regard to the practical training of Chinese engineers was begun. Moreover, with the same purpose in view, engineers in the service of the province were called upon to spend a few months at the central office of the Road Department at Nanking, in order to be initiated into modern methods of road construction.

The work on the roads under construction advanced satisfactorily, and, in October 1932, it proved possible to open the first road completed, that from Shanghai to Hangchow, including the ferry-boat service mentioned above on the Whangpoo River at Minghong. This event was hailed in the whole region as a very appreciable result of the Government's reconstruction efforts and as the first important step towards the realisation of the more extensive programme in process of execution.

Immediately upon the completion of this road, its permanent maintenance was organised. To this end, and in order to facilitate the construction of new roads, quarries were sought for and opened in the neighbourhood, in order that a sufficient quantity of good material might be available at the places most conveniently situated for the work in course of execution.

At the same time, the local tolls on this road were abolished, pending the entry into force of the new general regulations on this subject, which was to take place on January 1st, 1933. A Conference held in September 1932 between the representatives of the three provinces and of the two municipalities of Nanking and Greater Shanghai decided, *inter alia*, to adopt a uniform number-plate valid for the three provinces and a uniform system of road signs, based on the Convention on that subject concluded under the auspices of the League of Nations, with a few amendments necessitated by Chinese local conditions. In execution of this decision, road signs have already been installed in the municipality of Greater Shanghai and along the Shanghai-Hangchow road.

Meanwhile, the provinces which had not yet been included in the Road Department's activities were beginning to display increasing interest in the road activities of the National Economic Council. The outcome was a very important road conference, held in November 1932 at Hankow. Among those who took part were the representatives of the National Economic Council, the two representatives of the Communications and Transit Organisation and representatives of the following seven provinces of the Yangtse Valley, comprising the whole of central China : Honan, Hupeh, Anhwei, Kiangsi, Chekiang, Kiangsu, Hunan. The technical results of this Conference were very satisfactory. The most important was the adoption of a general programme of road construction to connect up the road systems of the seven provinces. This programme provided for the construction of trunk roads of a total length of 11,940 kilometres, which will establish communications between all the most important centres of the region covered by these provinces. In addition, a list of important branch roads was drawn up for each of these provinces.

They total 10,360 kilometres in length and are to be constructed by the provinces themselves. The execution of the whole programme was divided into five consecutive periods, the first of which was to conclude in July 1933 and the second at the end of the year.

As regards the execution of the work involved by the programme of trunk roads, it was also decided that it should be carried out by the provinces themselves under the sole supervision of the engineers of the National Economic Council. Nevertheless, in several provinces, it will be necessary for some time to come that working gangs of the Road Department of the National Economic Council should themselves perform the work, in order to give the engineers of the provinces an opportunity of improving their technique so as to be able to take charge of the work themselves subsequently.

This conference was followed by an inspection of the roads, of the road construction works and of traffic conditions in the province of Hunan. M. Okecki took part in this inspection, and a report thereon was submitted to the National Economic Council.



In execution of this programme of trunk roads for the seven provinces, studies and the drawing up of plans have already begun as regards some of the most necessary of the proposed roads. Nevertheless, the question of the financing of this programme was not finally settled then, apart from the decision of principle that, for this programme, as for that of the three provinces, part of the costs—namely, 60 per cent—should be borne by the provinces themselves, the remainder—*i.e.*, 40 per cent—being supplied in the form of reimbursable advances by the National Economic Council. The cost of the land was, however, to be borne entirely by the provinces.

Among the other sources of finance which were considered, it was suggested to transfer to the Road Fund a certain sum which was expected to be available from the funds of the National Flood Relief Commission after liquidation. Mention will be made of this Commission's activities below.

In addition to this road programme, the Conference laid down the uniform technical rules to be applied to road construction with regard to the types and characteristics of roads, bridges and material, prices per unit, etc. It was also decided to unify the road legislation.

A second Conference between the authorities responsible for road construction in the seven provinces of the Yangtse valley was held at Nanking in February 1933. That Conference completed and amplified the results of the first Conference and took steps for starting work on the construction of the proposed roads. The principal results of this Conference were the adoption of regulations on the following subjects: inter-provincial traffic; organisation of the Road Fund; loans granted to the provinces by the Road Fund; general technical standards to be observed; administrative organisation of the staffs of officials attached to the road-construction operations, etc. The basis taken in drawing up these various regulations was the already existing collaboration between the three provinces of Anhwei, Kiangsu and Chekiang in regard to road construction and the experience acquired, these being extended and adapted to co-operation between the seven provinces.

Furthermore, after a discussion in which M. Okecki, who had meanwhile been appointed a member of the Inter-Provincial Traffic Committee, took part, the Conference decided that the provincial engineers should each year follow two training courses of fifteen days each at Nanking.

As a result of the Conference's decisions, actual work was started on the programme of highways for the seven provinces by beginning the construction of 900 kilometres of roads, representing the first of the five periods arranged for. The total expenditure estimated for this period amounts to 5,500,000 Mexican dollars.

Similarly, measures were taken to accelerate the execution of the portion of the road programme concerning the Province of Kiangsi, and M. Okecki and M. Bourdrez, among others, were asked to assist in this connection. Five hundred kilometres of road are at present under construction, and 60,000 workmen are occupied on this work.

As regards the construction of the first programme of six main roads, situated in the three provinces of Anhwei, Kiangsu and Chekiang, which were mentioned above, the situation is now as follows:

The new Shanghai-Hangchow road has been considerably improved; its foundations have been strengthened over its whole length.

The Nanking-Wuhu road has been completed with a provisional ferry-boat service on the Tengtu River.

The Changchen-Ningkwo road was to be completed in April, thus permitting direct traffic between Hangchow and Wuhu.

The Hangchow-Hweichow road was also to be completed in April.

On the Hangchow-Nanking road, a large section was improved by providing it with a revetment of paving-stones under the direction of the National Economic Council.

As regards the Shanghai-Nanking road, the studies and plans have been completed. The estimates for the cost of this road amount to 1,500,000 Mexican dollars. The construction of this road has already reached an advanced stage.

The experimental roads mentioned above were constructed under the supervision of the Road Commission of the National Economic Council on two sectors of one kilometre each on the Nanking-Tong Chen road, near the city of Nanking. Different construction materials, and particularly different revetments, all of Chinese origin, were employed. Account was taken of local conditions and requirements, in order to enable practical observations to be made of the qualities and advantages of these materials with a view to their employment in future construction.

#### HYDRAULIC WORKS.

On the arrival of the representatives of the Communications and Transit Organisation in China, some months after the great floods of 1931 in the valleys of the Yangtse and Hwai rivers, the National Flood Relief Commission set up by the National Government of China to take various emergency measures which were necessary as a result of the floods was still pursuing its activities. A very important part of its work consisted in carrying out the necessary repairs or reconstruction of dykes and other protective works against floods. This work was carried out on a large scale, and absorbed all the Government's attention as regards hydraulic works.

When, in the summer of 1932, preparations were made to bring the activities of this Relief Commission to an end, it was proposed to transfer its technical activities and the remaining



equipment and funds to the National Economic Council, as well as part of the technical staff employed by the Commission. The work in question consisted notably in the completion and maintenance of the dykes and other protective constructions along the Yangtse and Hwai rivers and on the low-lying coast of the Yellow Sea. All these constructions are situated in the four provinces of Kiangsu, Anhwei, Kiangsi and Hupeh. The funds remaining available after the completion of these works were then to be employed by the National Economic Council for the execution of other hydraulic works, after decision by the Hydraulic Department of the National Economic Council, which was to be created for that purpose. The final aim in view was the centralisation in the National Economic Council of all the important activities connected with the improvement of rivers throughout the country. Nevertheless, this centralisation required time and could only be carried out gradually, in view of the necessity of completely re-organising the activities of the numerous authorities and special commissions entrusted with the different tasks in question.

The handing over of the technical works division of the National Relief Commission to the National Economic Council took place in August 1932. A Commission on Hydraulic Engineering Works of the National Economic Council was accordingly created and was organised on the same lines as the Road Department Commission referred to above. This Hydraulic Commission was entrusted with the supervision of the work carried out by the National Relief Commission and with the study of all the technical problems connected therewith, and the examination of various plans; it was instructed to direct and supervise the execution of the necessary works and to study the results, and also to collect the necessary data regarding the regime of waterways and the general character of inland navigation in China. Lastly, it was to manage the special fund for these works under the direction of the National Economic Council.

A Hydraulic Bureau, comprising the necessary regional services, was created with a view to the execution of these tasks, and the protective works were begun immediately, in order that they might be completed before the 1933 rainy season.

Pending the centralisation in the National Economic Council of the activities in connection with river conservancy, a conference on the organisation of hydraulic works held in November 1932 decided, as the first step, to transfer to the National Economic Council the tasks of the Hydraulic Department, of the Dyke Construction Department and of the Commission for the management of the dyke funds of the province of Hupeh. The execution of the work arising out of this decision was entrusted by the National Economic Council to its Hydraulic Bureau, in co-operation, as regards the management of funds, with the provincial authorities, the Finance Ministry and the representatives of the Ministry of Commerce.

As a result of this decision, the necessity was felt for a general study covering all the aspects of the hydraulic regime of the Yangtse and the discharge of its waters and of those of its tributaries. In co-operation with the Yangtse River Commission, the Hydraulic Bureau of the National Economic Council accordingly decided to constitute adequate documentation by collecting the data which were still lacking. This documentation was subsequently to permit of the preparation of a general programme for the improvement of the river. At the same time, the execution was immediately begun, with the help of advances made by the Government to the provinces, of certain urgent minor works for the improvement of the Yangtse and its tributaries, such as the protection of the banks, the improvement of the dyke system, the construction of spur dams, etc. A special fund was also constituted on similar lines to the Road Fund.

Lastly, preliminary works were undertaken with a view to the execution of certain plans for the reclamation of permanently flooded low-lying land in the valley of the Middle Yangtse.

With a view to this new activity of the National Economic Council and to the task arising out of the transfer of the technical departments of the National Relief Commission, the National Government of China decided that a general inspection of the system of hydraulic works and protective constructions against floods should be carried out along the Yangtse, the Hwai and the Grand Canal by a Commission consisting of numerous Chinese and foreign experts. This inspection took place in November and December 1932. A detailed report on the results of this inspection was then to be submitted to the Hydraulic Commission of the National Economic Council. Furthermore, M. Bourdrez, who had meanwhile been appointed consulting engineer to the Yangtse and Hwai River Commissions, was asked by the Secretary-General of the National Economic Council to prepare a preliminary report concerning, in particular, the constructions in the Yangtse valley. To this end, he visited the places concerned and submitted a report relating, in particular, to the effective organisation of the maintenance and protection of the dykes, in co-operation with the local authorities.

It was then that the report of the three League experts on hydraulic questions, and in particular on the plan for the improvement of the Hwai River, was submitted to the National Government of China. The competent authorities of that Government definitely decided, on the basis of the report, to accept the principle of this improvement and pronounced in favour of the alternative of discharging the waters of the Hwai into the Yangtse. It was decided to undertake a first section of the works on this plan on the lower Hwai as far as the Yangtse and on the Grand Canal; the estimated cost of these works amounts to 14,000,000 Mexican dollars, and the number of workmen already occupied is 15,000.

As regards the question of the North China river system, which was also studied by the three experts, the National Economic Council instructed M. Bourdrez to examine the situation created by certain works undertaken near Tientsin in connection with the evacuation of the

waters of the Yung Ting Ho towards the sea ; this step extended the National Economic Council's activities in hydraulic matters to the questions connected with the conservancy of the rivers of North China. Following upon this examination, the National Government of China decided upon works costing 1,000,000 Mexican dollars and to be carried out in the spring of 1933.

Lastly, in connection with the hydraulic works, it was planned to construct a hydraulic and hydro-technical laboratory which appeared necessary with a view to the future work to be undertaken. Ample documentation on this question was supplied to the representatives of the Transit Organisation by the Transit Section, which sent a very complete set of publications, plans and descriptions relating to existing modern laboratories, received from several European polytechnic schools. The establishment of a hydraulic laboratory at Nanking was finally decided upon. Consideration is also being given to the institution of a special hydraulic laboratory, to be erected at the Tanshang University, near Tientsin, and to examine the special problems relating to rivers which carry a great quantity of silt.

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The Secretary-General of the National Economic Council has recently forwarded to the Director of the Transit Section a complete report on the work done by that Council with regard to roads. In his covering letter, the Secretary-General of the National Economic Council emphasises that the success of this work and its development are chiefly due to the co-operation of the Communications and Transit Organisation. He expresses his thanks for the assistance given to the National Government of China and particularly for the despatch of the report of the three experts. He emphasises the great importance of the Council's road programme, both for the economic development of the country and as a means of procuring work for a very large number of famine-stricken inhabitants. He states that the portion of the expenditure which would be borne by the National Government for the execution of this programme will amount to about 50,000,000 Mexican dollars. Lastly, he requests the Director of the Communications and Transit Section to submit the National Economic Council's road programme, if desirable, to the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment.

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The co-operation of the Communications and Transit Organisation with the National Government of China is thus developing satisfactorily. There is no need to recall the importance of questions of communications and public works to the task of reconstruction in China. The Government's efforts have been chiefly concentrated on the construction of a road system in the provinces of the Yangtse valley. It is impossible to overestimate the influence which may be exercised on the development of China by the progressive and systematic construction of a road system adapted to the country's requirements and possibilities, and constituted in circumstances enabling the Central Government to exercise financial and technical supervision over construction and maintenance. The work undertaken in the sphere of communications with the assistance of representatives of the competent organisation of the League cannot, however, be separated from the other parts of the work of Chinese reconstruction, in which the other technical organisations of the League are collaborating, or for which the National Government of China has requested the assistance of experts appointed by the Secretary-General of the League.<sup>1</sup> The improvement in the communications system raises a large number of problems of an economic, financial, fiscal or administrative nature, which must be dealt with simultaneously. The Chinese National Economic Council's task is to provide the necessary co-ordination. In the same way, the liaison between the work of the different specialists sent to China by the Technical Organisations of the League is normally provided, as far as appears necessary, by one of the Directors of the technical sections of the Secretariat acting as liaison officer between the Technical Organisations of the League as a whole and the National Economic Council.

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#### ANNEX 15.

[C.C.T.562.]

#### NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE ON THE ASSISTANCE AFFORDED TO THE SIAMESE GOVERNMENT BY THE COMMUNICATIONS AND TRANSIT ORGANISATION FOR THE INVESTIGATION OF THE QUESTION OF IMPROVEMENTS TO THE APPROACHES TO THE PORT OF BANGKOK AND THE INSTALLATIONS OF THAT PORT.

Geneva, November 6th, 1933.

In a letter dated February 23rd, 1933, the Siamese Government asked for the opinion of the experts of the Communications and Transit Organisation on the question of improvements

<sup>1</sup> On this subject, and in connection with communications and transit questions, it should be mentioned that, the National Government of China having asked the League of Nations for suggestions with regard to the choice of an expert to be attached to its Telegraph and Telephone Administration, the Secretary-General recommended M. Lange, former chief of the Frankfurt Telephone Service. The National Government accepted this recommendation. M. Lange has accordingly been appointed and has recently gone to China.

to the approaches of the port of Bangkok and the installations of the port. The Chairman of the Advisory and Technical Committee entrusted the examination of the question to a Committee of three experts—namely :

- Mr. A. T. COODE, of Coode, Wilson, Mitchell and Vaughan-Lee, London, consulting engineers to the Crown Agents for the Colonies ; member of the Committee of Experts on Hydraulic Questions sent to China by the Transit Organisation in 1932 ;
- M. G. P. NIJHOFF, consulting engineer ; Rapporteur to the Committee of Enquiry on Questions of Public Works and National Technical Equipment of the Communications and Transit Organisation ;
- M. P. H. WATIER, Counsellor of State ; Director of Navigable Waterways and Maritime Ports at the French Ministry of Public Works ; member of the Permanent Committee on Ports and Maritime Navigation of the Communications and Transit Organisation.

This Committee of Experts met for the first time at Geneva on April 3rd and 4th, 1933. It found on that occasion that the information at its disposal was insufficient to enable it to give a final opinion with a full knowledge of the facts, and that it was indispensable to obtain further information, to be supplemented by investigations on the spot. The Committee therefore drew up a questionnaire, which was sent to the Siamese Government, stating what technical and economic information the Committee required. As regards the investigation on the spot, the Committee decided that it should be carried out by one of its members, and entrusted the task to M. Nijhoff. The Committee further decided that M. Nijhoff should, before his departure, make a preliminary study of the problem on the basis of the existing information. This preliminary study was examined by the Committee at its second meeting, held at Brussels on April 29th, 1933. The Committee on that occasion reached certain provisional conclusions, subject to such modifications as might result from the investigations on the spot, and also drew up certain indications as to the carrying out of those investigations.

After this preliminary work on the part of the Committee, M. Nijhoff proceeded to Siam to carry out his investigation, and has recently returned to Europe. He is now preparing a draft report on the basis of the data collected on the spot and the information which the Siamese Government had in the meantime sent in reply to the above-mentioned questionnaire. This draft report will be submitted to the Committee of Experts, which will then draw up in its final form the report to be submitted to the Siamese Government.

In order to co-ordinate the work of this nature carried out under the auspices of the Communications and Transit Organisation, the Chairman of the Committee decided that, before it was sent to the Siamese Government, the report should be communicated to the Committee of Enquiry on Questions of Public Works and National Technical Equipment of the Communications and Transit Organisation. The Chairman of that Committee has also been requested to keep personally in touch, in so far as he deems it useful, with the work of the Committee of Experts.

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#### ANNEX 16.

[C.C.T.511(b).]

### SUPPLEMENTARY REPORT<sup>1</sup> BY THE SECRETARIAT CONCERNING PASSPORT AND VISA FORMALITIES FOR MIGRANTS.

Geneva, October 31st, 1933.

In conformity with the resolution taken by the Committee at its seventeenth session, the Secretary-General of the Committee has the honour to communicate herewith a summary of the replies received from Governments since the last session of the Committee.

*Egypt.*—Immigrants must produce a certificate of good conduct, a clean legal record for the last seven years and a certificate proving that they were not suffering from an infectious disease. The Egyptian Government is willing to comply with the recommendation that the certificates required of immigrants shall form one document. It is also prepared not to charge a fee for this certificate in the event of the Government of the country of which the emigrant is a national undertaking to pay the whole or part of the costs of his journey.

*Spain.*—Immigrants must produce a passport bearing, if necessary, a visa affixed by a Spanish consular authority. The fee for a visa is 10 gold pesetas, or more in cases where the country to which the emigrant belongs charges higher visa fees. Immigrants must also produce a certificate of good health issued (free of charge) by Spanish doctors attached to the emigration service, or, in default, by the medical officer on board. They must be vaccinated against smallpox and produce a certificate, issued free of charge, to the effect that, during the voyage, there has been no cause necessitating the adoption of sanitary measures.

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<sup>1</sup> The principal report is reproduced as an annex to the records of the work of the seventeenth session of the Committee (document C.531.M.265.1932.VIII).

*Mexico.*—Immigrants must produce the following documents :

A passport containing the photograph and fingerprints of the holder, and a consular visa ;

A certificate of vaccination and good conduct issued by a Mexican consular authority ; and

A certificate of identity issued by the Mexican consular authority on the basis of the above-mentioned documents. This certificate of identity will be prepared in the form of a booklet and will comprise the above-mentioned certificates of health and good conduct.

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ANNEX 17.

[C.C.T.567.]

NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE ON THE  
CHARTERING OF SHIPS BY FOREIGNERS.

Geneva, November 1st, 1933.

On May 29th, 1931, the Director of the Opium Traffic and Social Questions Sections drew the attention of the Director of the Communications and Transit Section to the following passage in the Rapporteur's report adopted by the Council during the same month on the work of the fourteenth session of the Advisory Committee on Traffic in Opium and other Narcotic Drugs :

“ Further, I propose that the Secretary-General should be instructed to give effect to the Committee's recommendation that the chartering of ships to foreigners should be submitted for the consideration of experts in maritime law and practice. In view of the fact that this question comes within the province both of the Permanent Committee for Ports and Maritime Navigation and of the Permanent Legal Committee of the Communications and Transit Organisation, I propose that this question should be referred for examination to the Transit Committee. ”

At the same time, a request was made that this question should be placed before the Advisory and Technical Committee for Communications and Transit, which was then holding its sixteenth session. The question having been added to the agenda of the meeting, the Committee, after a discussion, adopted the following resolution :

“ The Advisory and Technical Committee,

“ Having noted the letter sent to the Director of the Communications and Transit Section of the Secretariat by the Director of the Opium and Social Questions Sections :

“ Decides to refer this question to the Committee on Ports and Maritime Navigation, which is requested to add to its members for the study of this question one or more members of the Permanent Legal Committee appointed by the Chairman of that Committee. ”

On June 22nd, 1931, the text of this resolution and a copy of the letter from the Director of the Opium Traffic and Social Questions Sections were transmitted to the Permanent Committee for Ports and Maritime Navigation.

In its report to the Assembly in 1931, “ the Fifth Committee emphasised the importance of the question of the chartering of vessels by foreigners, which had been referred for examination to the Committee on Ports and Maritime Navigation of the Advisory and Technical Committee for Communications and Transit. This former Committee is to be reinforced by several members of the Transit Committee's Permanent Legal Committee. ”

The Director of the Communications and Transit Section has received the following note from the Director of the Opium Traffic and Social Questions Sections, dated October 31st, 1933 :

“ I should like to draw your attention to the fact that the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, at its last session (sixteenth session, May 1933), decided to direct the Council's attention to the desirability of the Committee for Ports and Maritime Navigation, which is entrusted by the Advisory and Technical Committee for Communications and Transit with the study of the question of the chartering of ships by foreigners, undertaking this enquiry as soon as possible in view of its importance from the standpoint of the illicit traffic in narcotics.

“ The Council, on the proposal of its Rapporteur, decided at its meeting of September 22nd, 1933, to bring this recommendation to the notice of the Communications and Transit Committee in order that the latter might give effect to it as far as the financial situation might permit.

“ I should, therefore, be obliged if you would be so good as to bring the Council's decision to the knowledge of the Communications and Transit Committee and inform me in due course of such action as may be taken in the matter. ”

For reasons of economy, it has not been found possible to convene a meeting of the Permanent Committee for Ports and Maritime Navigation. In any case, recalling the discussion which took place on this question during the sixteenth session of the Advisory and

Technical Committee, it is doubtful if a modification of the present law or practice with regard to the chartering of ships for the transport of narcotic drugs can be expected at the present time. The attention of the Permanent Committee for Ports and Maritime Navigation will be drawn to this question when this Committee is eventually convened.

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ANNEX 18.

[C.C.T.565.]

NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE ON THE  
SMUGGLING OF NARCOTIC DRUGS BY AIRCRAFT.

Geneva, November 1st, 1933.

On February 29th, 1932, the Director of the Opium Traffic and Social Questions Sections drew the attention of the Director of the Communications and Transit Section to a passage, which is reproduced below, in the report of the Fifth Committee to the 1931 Assembly, at the same time requesting that the Transit Organisation should assist the Opium Section in studying the question of the smuggling of narcotic drugs by aircraft.

“ Lastly, the Fifth Committee emphasised the importance of the question of the chartering of vessels by foreigners, which had been referred for examination to the Committee on Ports and Maritime Navigation of the Advisory and Technical Committee for Communications and Transit. This former Committee is to be reinforced by several members of the Transit Committee's Permanent Legal Committee. On the proposal of the delegate of Australia, the Fifth Committee asked that the question of smuggling by aircraft should be examined at the same time in view of the great facilities afforded by air navigation for the illicit transport of drugs.”

On July 11th, 1932, the Director of the Opium Section informed the Director of the Transit Section of the discussion which took place in the Opium Committee at its session held in April-May 1932, on the same question. The Opium Committee instructed its Secretariat to request the Transit Section to furnish it with information on the Customs and police regulations governing aircraft in certain countries. It had been decided to limit the enquiry, for the moment, to the following countries : in Europe : Austria, Belgium, United Kingdom, France, Germany, Greece, Italy, Netherlands, Switzerland, Turkey; in Asia : India, Netherlands Indies, Indo-China, Iraq, Japan, Palestine, Persia, Syria ; in Africa : South Africa, Egypt; in America : Argentine, Brazil, Canada, Mexico, Panama, United States of America.

The Opium Section mentioned the following points as being of particular interest :

Customs and police control upon the arrival and departure of aircraft ;  
Regulations on forced landings ;  
Regulations applicable to private aircraft.

Accordingly, the Transit Section made a preliminary study of the three International Conventions on air navigation, bilateral agreements and diplomatic conventions of a commercial character, as well as memoranda prepared by international bodies dealing with various aspects of air navigation. In addition, a study was made of all the national laws available in the League archives which might possibly have some bearing on the question. It is interesting to note that, in all the agreements, laws and regulations examined, only one specific reference to the transport by air of narcotic drugs was found.

Following his receipt of the preliminary study made by the Transit Section, the Director of the Opium Section asked that the Transit Section should co-operate in a further study of the question. The Director of the Transit Section, in his reply, intimated that the Section had completed its part in the study of the question. He added that, if the suggested survey mentioned by the Opium Section were undertaken, it would involve a collection and an examination of national laws and regulations on Customs and police control of aircraft generally. This would mean, in the case of countries which had not established measures for the control of aircraft, as such, a study of Customs and police measures in connection with other forms of transport, or even a study of the general measures in force. While desiring, whenever possible, to be of assistance to the Opium Section in the study of questions relating to international communications, the Director of the Transit Section felt that such a survey would necessitate a considerable effort and, moreover, would scarcely come within the scope of the activities of the Transit Section.

ANNEX 19.

[C.C.T. 559 and 559 (b.)]

LETTER, DATED OCTOBER 23RD, 1933, SENT TO THE SECRETARY-GENERAL OF THE COMMITTEE BY M. NORDBERG, TRANSMITTING A DRAFT PROPOSAL FOR THE PREVENTION OF THE SMUGGLING OF ALCOHOL IN FINNISH WATERS.

[*Translation.*]

Paris, October 23rd, 1933.

At the request of the Finnish Ministry for Foreign Affairs, I beg to communicate to you a draft proposal concerning the suppression of the smuggling of alcohol in Finnish waters, for submission to a forthcoming session of the Advisory and Technical Committee for Communications and Transit, possibly that of November 29th next. Annexed to the draft are statistics of the alcoholic beverages seized between 1930 and 1933, a list of the vessels engaged in this illicit traffic, and particulars of their nationality and the nationality of the crews.

I hasten to add that Finland has just concluded a Convention with the United Kingdom authorising the seizure outside territorial waters of smuggling craft making an improper use of the British flag. The signature of this Convention was immediately followed by two sensational seizures of ships in the Gulf of Finland.

I would be grateful if you would kindly tell me how this proposal could properly be submitted to the Advisory and Technical Committee in case action by me as member of that Committee would not be in order.

(*Signed*) Mauno NORDBERG.

PROPOSAL FOR THE PREVENTION OF THE SMUGGLING OF ALCOHOL  
SUBMITTED TO THE ADVISORY AND TECHNICAL COMMITTEE  
FOR COMMUNICATIONS AND TRANSIT.

In laying down rules for international trade and international communications, special treatment has always been given by the League of Nations and by other organisations to articles the abuse of which at any rate is considered prejudicial to the health and morals of the peoples, or the unregulated sale of which is regarded as likely to be a public danger. In the case of some narcotic drugs, indeed, special conventions have been adopted to prevent their use, and in this connection attention has been called to the necessity of punishing the smuggling of such drugs. It has also been proposed to regulate the international trade in arms, and in that connection to adopt certain measures which would check the illicit traffic in those arms.

Finland has always considered that the abuse of alcohol may in certain circumstances be a serious public danger, and she has therefore taken the radical step of prohibiting alcohol almost entirely as a beverage. Recently, however, when it was realised that this was not the best way of weaning people from the abuse of alcohol, the free use of alcohol was introduced subject only to certain minor restrictions; but, in order to make supervision more effective, the distribution of alcohol was placed in the hands of a State monopoly, which imports from abroad the bulk of the alcohol required.

Both under the present and under the previous systems, however, Finland has suffered greatly from smuggling, due to the length of its coasts and the extent of its archipelago. The chief article smuggled is an alcohol of bad quality and great potency (96 per cent). Smuggling has become a regular system and is conducted on a large scale. Smugglers take advantage of the principle of the freedom of the seas, and, under the protection of foreign flags, make an occupation of the wholesale trade in alcohol between the open sea and the mainland. For this purpose, their so-called store-ships are able to remain for weeks at a time off the Finnish coast until the whole cargo has been landed. To give an idea of the great extent of this smuggling, statistics (Appendix I) are annexed to this memorandum giving the quantities of alcohol seized during the years 1930-1933, as well as the quantities of alcohol (Appendix II) which have in the same years, been shipped in Baltic ports on vessels known to be smugglers, for the manifest purpose of being transported to Finland and other Baltic coastal countries. Various particulars are also given (Appendix III) showing how the vessels in question have changed flags whenever the protection of the country whose flag they flew proved for some reason or other less effective. Finland attempted to eradicate this smuggling by concluding at Helsinki in 1925 with the riparian States of the Baltic a Convention for preventing the smuggling of alcohol. In addition to certain measures of supervision, this Convention authorised Finland to extend seizures to a zone of 12 nautical miles. It was soon realised, however, that this Convention was inadequate, partly because the speed of the smuggling craft was such that they could with comparative ease cross the new 12-mile zone of supervision, partly and mainly for the further reason that the Convention was binding only on the few signatory States. Vessels flying the flag of a country not signatory

to the Convention were therefore not affected by this arrangement, and the value of the arrangement was correspondingly lessened. It is true that Finland has since endeavoured to induce other States to accede to this Convention, first by making individual applications and subsequently by appealing to the League of Nations to secure a general solution of this problem. In view, however, of the reluctance shown by several of its States Members, the League confined itself to the adoption of a resolution at the 1928 Assembly, in which the Economic Committee was asked to examine the terms in which conventions or agreements could be drawn up for the prevention of smuggling in general and of alcohol in particular. Having consulted the Transit Committee, and having received its opinion, the Economic Committee recommended the Council to draw the attention of the Governments of States Members of the League to the importance of the fact that the competent authorities, on issuing documents testifying to the nationality of a vessel, should assure themselves, before the establishment of such documents, that the conditions required by their national legislation have, in fact, been complied with.

The last two years have shown that this general recommendation has not in practice been effective enough; for, while it is true that some countries have refused to protect vessels manifestly engaged in smuggling under their flag, other countries have been unwilling even in such cases to waive their right to protect their flag. The necessary conditions, therefore, have not existed in which Finnish internal legislation concerning the extension of the right of seizure beyond the limit of territorial waters could always be applied when the need for it was felt. This drawback has become all the more marked in that some vessels habitually engaged in smuggling have recently been found flying the flags of one or other of the leading maritime Powers, whereas previously these smugglers usually obtained the flag of a country which owned hardly any other ships or, at any rate, of a country whose vessels did not usually appear in Finnish ports, or they used vessels which, owing to their small size, could not really have reached Finnish waters from their port of origin.

In these circumstances it is, in the view of Finland, indispensable to find a suitable way of preventing smuggling from being carried on commercially on a large scale, a practice contrary to all honest trade. No country's laws protect acts which must be regarded as immoral. There is no reason, therefore, why the high seas should be an exception to this rule in the sense that States would protect any kind of activities carried on there.

The first step, in the opinion of Finland, would be to try and check the abuse of flags which serves to protect this commercial smuggling—an abuse which is often practised by means of fictitious purchases, etc.

Finland also considers that an examination should be made of the question whether it would not be possible to agree to combat on concerted lines certain forms, at least, of smuggling, and whether it would not be advisable to convene for this purpose an international conference, or at any rate an advisory and preparatory meeting.

On the basis of what has just been stated, Finland proposes, in the first place, that the Communications and Transit Committee should expedite its investigations of the ways by which abuse of the flag could be prevented so as to be able at an early date to propose practical measures for that purpose, which could be adopted by the various countries. Finland further proposes that the Committee for Communications and Transit should see forthwith whether steps should not be taken now to reach agreement as to the means of stopping certain kinds and certain forms of smuggling, and whether the requisite conditions therefor do not already exist; and, if so, that the Committee should take the preliminary steps necessary to call an international conference for the discussion of the problem.

Lastly, attention should be drawn to the particularly serious fact that, as smuggling vessels could thus count on the protection of a foreign country, they have occasionally threatened to use firearms against Finnish Customs officials who were only doing their duty—in some cases they actually fired on the officials. This even occurred when the vessels happened to be in Finnish territorial waters.

### Appendix I.

#### STATISTICS OF THE ALCOHOL SEIZED IN 1930, 1931, 1932 AND 1933.

Seizures of alcohol and other alcoholic beverages by the Customs and police and by the Maritime Inspection Department			Total quantity of alcohol and other beverages seized in the country	
Seized by	Alcohol (litres)	Other beverages (litres)	Alcohol (litres)	Other beverages (litres)
1930:				
Customs and police . . . . .	759,794	12,389	—	—
Maritime Inspection Department ..	292,691	1,440	1,052,485	13,829
1931:				
Customs and police . . . . .	297,004	4,756	785,324.5	5,653
Maritime Inspection Department	488,320.5	897	—	—
1932:				
Customs and police . . . . .	143,527	1,132	—	—
Maritime Inspection Department ..	250,754	165	394,281	1,297

	Litres
Total quantity of alcohol seized in 1930, 1931 and 1932 by the Customs and police .. .. .	1,200,325
Total quantity of alcohol seized in 1930, 1931 and 1932 by the Maritime Inspection Department .. .. .	1,031,765.5
Total quantity of alcohol seized in 1930, 1931 and 1932 in the whole of Finland .. .. .	2,232,090.5
Total quantity of other beverages seized in 1930, 1931 and 1932 in the whole of Finland .. .. .	20,779

ALCOHOLIC BEVERAGES SEIZED BY THE COASTGUARDS, CUSTOMS AUTHORITIES AND POLICE FROM JANUARY TO OCTOBER 1933.

<i>Alcohol.</i>		Litres
Coastguards .. .. .		345,328
Police .. .. .		148,824
Customs .. .. .		12,229
		<hr/>
Total .. .. .		506,381

<i>Other Beverages.</i>		Litres
Coastguards .. .. .		20.25
Police .. .. .		4.50
Customs .. .. .		111.00
		<hr/>
Total .. .. .		135.75

Helsinki, Coastguard Headquarters, November 24th, 1933.

(Signed) Arvid NORDLUND,  
Chancellor.

Appendix II.

LIST OF THE QUANTITIES OF ALCOHOL AND ALCOHOLIC BEVERAGES TRANSPORTED IN VESSELS IN 1930.

Left on	From	Type	Name	Nationality	Litres of alcohol	Cases of beverages
January :						
18 .. ..	Danzig	Steamship	<i>Dalibor</i>	Czechoslovak	75,000	75
22 .. ..	"	"	<i>Tudor</i>	Persian	109,600	214
24 .. ..	Kiel	"	<i>Martha</i>	Lithuanian	120,000	—
31 .. ..	Danzig	"	<i>Gros-Pierre</i>	French	123,000	—
February :						
22 .. ..	"	"	<i>Tudor</i>	Persian	160,000	—
March :						
15 .. ..	"	"	<i>Aspasia</i>	Greek	123,500	—
25 .. ..	Kiel	"	<i>Hullam</i>	Hungarian	250,000	403
27 .. ..	"	"	<i>Relis</i>	"	173,500	270
April :						
3 .. ..	Danzig	"	<i>Duben</i>	Czechoslovak	395,000	587
8 .. ..	Kiel	"	<i>Neptun</i>	"	136,460	56
23 .. ..	"	"	<i>Hullam</i>	Hungarian	211,100	464
24 .. ..	Danzig	"	<i>Gros-Pierre</i>	French	131,010	—
24 .. ..	"	"	<i>Neptun</i>	Czechoslovak	121,000	—
May :						
3 .. ..	"	"	<i>Aspasia</i>	Greek	100,000	256
7 .. ..	"	"	<i>Tudor</i>	Persian	170,000	321
8 .. ..	Kiel	"	<i>Relis</i>	Hungarian	190,500	307
14 .. ..	"	Motor-ship	<i>Abelaar</i>	?	2,466	429
20 .. ..	Danzig	Cutter	<i>Marie</i>	?	65,000	141
30 .. ..	Kiel	Steamship	<i>Tabor</i>	?	221,100	905



LIST OF THE QUANTITIES OF ALCOHOL AND ALCOHOLIC BEVERAGES TRANSPORTED IN VESSELS  
IN 1930 (continued).

Left on	From	Type	Name	Nationality	Litres of alcohol	Cases of beverages
July :						
1 .. ..	Danzig	Steamship	<i>Tudor</i>	Persian	165,500	—
3 .. ..	Kiel	"	<i>Relis</i>	Hungarian	210,000	510
15 .. ..	"	"	<i>Hullam</i>	"	251,100	305
17 .. ..	Danzig	"	<i>Aspasia</i>	Greek	100,000	—
24 .. ..	"	Sailing-ship	<i>Cosmopolite</i>	Netherlands	7,500	—
August :						
4 .. ..	"	Steamship	<i>Duben</i>	Czechoslovak	350,000	—
14 .. ..	"	Motor-driven sailing-ship	<i>Dereuter</i>	Netherlands	3,500	—
15 .. ..	Kiel	Steamship	<i>Relis</i>	Hungarian	251,000	575
16 .. ..	Danzig	Motor-driven sailing-ship	<i>Marie</i>	Czechoslovak	75,000	—
17 .. ..	Kiel	Steamship	<i>Tabor</i>	?	266,100	320
30 .. ..	Danzig	"	<i>Tudor</i>	Persian	200,000	—
September :						
6 .. ..	"	Motor-driven sailing-ship	<i>Hinderika</i>	Netherlands	2,700	—
6 .. ..	"	Steamship	<i>Aspasia</i>	Greek	81,700	—
10 .. ..	Kiel	"	<i>Hullam</i>	Hungarian	271,350	350
24 .. ..	"	"	<i>Relis</i>	"	254,000	171
25 .. ..	Danzig	"	<i>Dalibor</i>	Czechoslovak	110,000	—
October :						
11 .. ..	Kiel	"	<i>Hullam</i>	Hungarian	281,350	260
30 .. ..	"	"	<i>Neptun</i>	Czechoslovak	130,000	163
31 .. ..	"	"	<i>Hullam</i>	Hungarian	277,500	250
November :						
2 .. ..	"	"	<i>Relis</i>	"	251,250	195
2 .. ..	"	"	<i>Aspasia</i>	Greek	130,000	480
7 .. ..	"	"	<i>Tabor</i>	?	225,000	200
27 .. ..	"	"	<i>Hullam</i>	Hungarian	251,500	250
December :						
8 .. ..	"	"	<i>Tabor</i>	?	201,500	180
9 .. ..	"	"	<i>Relis</i>	Hungarian	176,250	85
Total .. ..					7,402,536	8,722

Of the above-mentioned vessels, the *Martha*, *Gros-Pierre*, *Abelaar*, *Cosmopolite*, *Hinderika* and *Dereuter* have neither been sighted nor met in 1930 on the Gulf of Finland or the Gulf of Bothnia, nor off the Aland Islands inside or outside territorial waters.

Helsinki, February 21st, 1933.

(Signed) Otto JOSEFSSON,  
Head of the Investigation Office.

LIST OF THE QUANTITIES OF ALCOHOL AND ALCOHOLIC BEVERAGES TRANSPORTED IN VESSELS  
IN 1931.

Left on	From	Type	Name	Nationality	Litres of alcohol	Cases of beverages
January :						
7 .. ..	Danzig	Steamship	<i>Duben</i>	Czechoslovak	77,780	118
March :						
13 .. ..	Amsterdam	Motor-boat	<i>Edel</i>	Netherlands	20,104	—
April :						
9 .. ..	Kiel	Steamship	<i>Hullam</i>	Hungarian	156,000	133
11 .. ..	"	"	<i>Neptun</i>	Czechoslovak	155,110	65
21 .. ..	"	"	<i>Relis</i>	Hungarian	197,720	124
25 .. ..	Danzig	"	<i>Isabella</i>	French	102,900	122
July :						
14 .. ..	Tallinn	"	<i>Oltul</i>	Persian	42,820	52
17 .. ..	"	"	<i>Dalibor</i>	Czechoslovak	7,100	—
20 .. ..	"	"	<i>Oltul</i>	Persian	30,000	32
28 .. ..	"	"	<i>Angela</i>	Panaman	27,410	—
28 .. ..	"	"	<i>Elba</i>	"	17,550	88
28 .. ..	Kiel	"	<i>Hullam</i>	Hungarian	167,840	100
31 .. ..	"	"	<i>Duben</i>	Czechoslovak	246,500	75
August :						
1 .. ..	Tallinn	"	<i>Relis</i>	Hungarian	46,360	110
1 .. ..	"	"	<i>Tudor</i>	Persian	30,000	141
4 .. ..	"	"	<i>Relis</i>	Hungarian	37,000	80
17 .. ..	"	"	"	"	13,000	86
18 .. ..	"	"	<i>Tudor</i>	Persian	37,050	151
18 .. ..	"	"	<i>Duben</i>	Czechoslovak	351,750	—
23 .. ..	Kiel	"	<i>Anne</i>	Panaman	55,000	30
24 .. ..	Tallinn	"	<i>Relis</i>	Hungarian	13,500	127
31 .. ..	"	"	<i>Dalibor</i>	Czechoslovak	10,500	—
31 .. ..	"	"	<i>Oltul</i>	Persian	—	75
September :						
2 .. ..	"	"	"	"	90	992
2 .. ..	Kiel	"	<i>Neptun</i>	Czechoslovak	150,400	115
2 .. ..	Tallinn	"	<i>Mars</i>	Hungarian	53,340	354
2 .. ..	"	"	<i>Duben</i>	Czechoslovak	79,500	—
5 .. ..	"	"	<i>Gefalonia</i>	Greek	55,910	32
5 .. ..	Danzig	"	<i>Angela</i>	Panaman	144,100	36
7 .. ..	Kiel	"	<i>Hullam</i>	Hungarian	206,030	131
7 .. ..	Tallinn	"	<i>Relis</i>	"	130	80
10 .. ..	"	"	<i>Dalibor</i>	Czechoslovak	32,800	—
11 .. ..	Kiel	"	<i>Duben</i>	"	376,240	—
30 .. ..	Tallinn	"	<i>Mars</i>	Hungarian	11,120	—
30 .. ..	"	"	<i>Duben</i>	Czechoslovak	26,419	—
October :						
1 .. ..	Kiel	"	<i>Relis</i>	Hungarian	301,500	—
6 .. ..	Tallinn	"	<i>Gefalonia</i>	Greek	100,000	—
9 .. ..	"	"	"	"	19,200	249
10 .. ..	Gdynia	"	<i>Neptun</i>	Czechoslovak	160,000	—
15 .. ..	Kiel	"	<i>Anne</i>	Panaman	70,000	70
21 .. ..	"	"	<i>Duben</i>	Czechoslovak	402,000	131
22 .. ..	Baltiski	"	<i>Malaga</i>	British	63,000	70
23 .. ..	Tallinn	"	<i>Relis</i>	Hungarian	18,200	41
November :						
1 .. ..	Gdynia	"	<i>Wodys</i>	Bolivian	130,000	—
1 .. ..	Danzig	"	<i>Eduard</i>	?	120,000	60
6 .. ..	"	"	<i>Mercur</i>	Czechoslovak	90,630	64
10 .. ..	Kiel	"	<i>Duben</i>	"	271,350	10
10 .. ..	Danzig	"	<i>Angela</i>	Panaman	110,820	50
14 .. ..	"	"	<i>Eduard</i>	?	166,550	86
17 .. ..	Kiel	"	<i>Anne</i>	Greek	43,000	12
17 .. ..	Tallinn	"	"	"	43,000	42
20 .. ..	Danzig	"	<i>Angela</i>	Panaman	100,530	270
25 .. ..	Kiel	"	<i>Relis</i>	Hungarian	72,350	20
December :						
23 .. ..	Danzig	"	<i>Eduard</i>	?	75,000	37
Total .. ..					5,333,203	4,661

Helsinki, Headquarters of the Maritime Inspection Department, February 21st, 1933.

LIST OF THE QUANTITIES OF ALCOHOL AND ALCOHOLIC BEVERAGES TRANSPORTED IN VESSELS  
IN 1932.

Left on	From	Type	Name	Nationality	Litres of alcohol	Cases of beverages
January :						
11 .. ..	Tallinn	Steamship	<i>Dalibor</i>	Czechoslovak	99,880	—
24 .. ..	Roomas	Motor-ship	<i>As de Caro</i>	Bolivian	3,980	—
May :						
2 .. ..	Danzig	Steamship	<i>Eduard</i>	?	50,000	—
4 .. ..	Tallinn	Motor-ship	<i>Marie</i>	Czechoslovak	53,950	22
9 .. ..	Danzig	Steamship	<i>Eduard</i>	?	69,200	36
July :						
31 .. ..	Gdynia	„	<i>Bodvild</i>	Finnish	3,800	—
September :						
7 .. ..	Kiel	„	<i>Neptun</i>	?	77,520	—
October :						
17 .. ..	Tallinn	?	<i>Villi</i>	?	10,000	—
17 .. ..	„	?	<i>Helle</i>	?	4,000	—
17 .. ..	„	?	?	?	6,000	—
18 .. ..	„	Motor-ship	<i>Petsamo</i>	?	2,000	—
18 .. ..	Kiel	Motor-driven sailing-ship	<i>Merina</i>	British	51,000	—
21 .. ..	Tallinn	Motor-ship	<i>Helle</i>	?	4,000	—
21 .. ..	Danzig	Steamship	<i>Eduard</i>	?	90,700	—
25 .. ..	„	„	<i>Neptun</i>	?	75,000	—
26 .. ..	Tallinn	Motor-ship	<i>Kismet</i>	?	10,000	—
27 .. ..	Kiel	Motor-driven sailing-ship	<i>Merina</i>	British	50,300	—
31 .. ..	„	Steamship	<i>Atlantica</i>	„	41,250	—
November :						
3 .. ..	„	Motor-driven sailing-ship	<i>Merina</i>	„	101,700	—
4 .. ..	Gdynia	Steamship	<i>Kustas</i>	Estonian	7,650	—
December :						
11 .. ..	Tallinn	„	<i>Angela</i>	Panaman	30,770	10
12 .. ..	Kiel	Motor-driven sailing-ship	<i>Merina</i>	British	118,600	—
30 .. ..	„	„	„	„	117,300	—
31 .. ..	„	Cutter	<i>Gebrüder Brake</i>	?	73,280	—
Total .. ..					1,151,880	68

Helsinki, Headquarters of the Maritime Inspection Department, February 21st, 1933.

ALCOHOLIC BEVERAGES TRANSPORTED IN 1933 BY THE UNDERMENTIONED VESSELS.

Left on	From	Type	Name	Nationality	Litres of alcohol
January:					
3 .. ..	Danzig	Steamship	<i>Eduard</i>	Panaman	62,000
6 .. ..	"	"	<i>Neptun</i>	"	58,030
7 .. ..	Gdynia	"	<i>Atlantica</i>	British	50,000
18 .. ..	Kiel	"	<i>Gebrüder Brake</i>	"	83,200
February:					
6 .. ..	"	"	"	"	20,000
March:					
30 .. ..	"	"	"	"	72,000
April:					
8 .. ..	Tallinn	Motor-ship	<i>Villi</i>	"	20,000
8 .. ..	Kiel	Three-masted motor-ship	<i>Merina</i>	"	202,000
19 .. ..	"	Steamship	<i>Gebrüder Brake</i>	"	95,000
20 .. ..	Danzig	"	<i>Eduard</i>	Panaman	75,000
22 .. ..	"	Motor-ship	<i>Willy</i>	"	2,970
29 .. ..	"	Steamship	<i>Angela</i>	Panaman	62,100
May:					
3 .. ..	Kiel	Motor-ship	<i>Annas</i>	British	133,000
6 .. ..	Danzig	Steamship	<i>Helmuth</i>	"	20,000
8 .. ..	"	"	<i>Eduard</i>	Panaman	40,800
25 .. ..	Kiel	"	<i>Gebrüder Brake</i>	British	13,500
27 .. ..	"	"	"	"	50,000
June:					
15 .. ..	Gdynia	"	<i>Dalibor</i>	Czechoslovak	120,000
17 .. ..	Kiel	Motor-ship	<i>Omar</i>	British	70,000
July:					
9 .. ..	"	Three-masted motor-ship	<i>Merina</i>	"	175,460
August:					
3 .. ..	"	Steamship	<i>Anna V</i>	"	46,190
12 .. ..	Gdynia	"	<i>Dalibor</i>	Czechoslovak	100,000
19 .. ..	Kiel	"	<i>Newco</i>	British	78,530
20 .. ..	"	Motor-ship	<i>St. Peters</i>	"	280,000
September:					
8 .. ..	Danzig	Three-masted motor-ship	<i>Omar</i>	"	112,000
13 .. ..	Kiel	Steamship	<i>Newco</i>	"	70,000
16 .. ..	"	"	<i>Tyrconnel</i>	"	37,000
30 .. ..	"	Motor-ship	<i>St. Peters</i>	"	250,000
October:					
18 .. ..	"	Steamship	<i>Newco</i>	"	50,000
21 .. ..	"	Motor-ship	<i>Annas</i>	"	164,570
November:					
4 .. ..	"	"	<i>Merina</i>	"	104,350
9 .. ..	"	Steamship	<i>Newco</i>	"	70,000
Total .. ..					2,787,700

Helsinki, Coastguard Headquarters, November 24th, 1933.

(Signed) Arvid NORDLUND,  
Chancellor.

Appendix III.

[ Translation. ]

PARTICULARS OF THE VESSELS ENGAGED IN SMUGGLING ALCOHOL IN 1932  
IN THE BALTIC AND THE GULF OF FINLAND.

On May 14th, 1932, the Maritime Inspection Service seized, in the Gulf of Finland, 14 miles E.N.E. of Odensholm, the three-masted steamship *Marie*, flying the Czechoslovak flag, which had left Tallinn on May 4th after taking on board the alcohol cargo of the store-ship *Duben*, about 55,000 litres, which had been anchored in the international waters of the Gulf of Finland and was navigating in those waters until the day it was seized, when there remained on board only about 17,660 litres of alcohol. The master was Jaan Randmets, an Estonian national, and the crew comprised the following Estonians : Thomas Linkvest, first officer ; Bernhard and Rudolf Weskimeister, August Eslon, seamen ; Alfred Vaino, engineer ; and Hartwig Onno, cook. The vessel is a motor-driven sailing-ship of 127.61 gross and 102.23 net registered tonnage. According to the ship's papers, the owner would appear to be a certain Erwin Spitzer, domiciled at Danzig. The master stated that a " trader " named Jaakob Jürisson, an Estonian subject domiciled at Tallinn, was the agent of Spitzer, for whom he managed the affairs of the ship and gave the master sailing instructions. According to the particulars supplied by the Tallinn authorities, the ship was proceeding to Antwerp, but it nevertheless remained ten days in the Gulf of Finland, where it was obviously selling part of its cargo of alcohol, since only part of the cargo was left when the ship was seized.

*Merina*, an alcohol store-ship, flying the British flag, a three-masted steamship, registered at Guernsey, 310.44 gross and 254 net tons. The master, a certain Cheke, and the engineer are British subjects ; the eleven seamen in the crew are Estonians, but their names are not known. The ship left Kiel on October 18th, 1932, with a cargo of 51,000 litres of alcohol, and again on October 27th with a fresh cargo of 50,300 litres, and a third time on November 3rd, with a cargo of 101,700 litres. On December 30th, it left Kiel for the fourth time with 117,300 litres of alcohol. On October 25th, the *Merina* was 8 miles N.E. of the Ekholm lighthouse, and left there the same evening for Dagerort. On November 11th, it was anchored about 13 miles east of Tytärsaari, near a motor-ship carrying 580 litres of alcohol, which the Maritime Inspection Service vessel arrested ; it was then found that the motor-ship was Finnish, from Suursaari. From that date until the end of the year the *Merina* sailed about the Gulf of Finland and the Baltic.

The *Atlantica*, an alcohol store-ship, flying the British flag, registered at Glasgow, 682.92 gross and 318 net tons. The master, named Marsch, and the engineer are British subjects ; the twelve members of the crew are Estonians, names unknown. The Tallinn newspaper *Vaba Maa* reported in its issue of November 4th, 1932, that the Estonian subjects Johannes Meisterman, Johannes Inkapõl, Titus, shareholder in the firm of Lamponen, dealers in lemons, some shareholders (Ed. K. and Joh. K.) in a Tallinn shop, and others, had bought the vessel in question from British owners. On November 21st, the ship was 8 miles south of the Hoft lighthouse ; on December 17th, it was about 7 miles S.E. of the Kallbadagrund lightship. On December 18th, it was about 17 miles N.N.E. of the Ristna lighthouse ; on December 25th, about 9 miles N.W. of the lighthouse on the northern point of Naissaari ; and, on December 26th, 20 miles N.E. of the Tahkona light.

The *Jolly Iris*, a smuggling vessel flying the British flag, left Kiel in December 1932 with a cargo of alcohol, probably for the Gulf of Bothnia, but has not since been sighted anywhere.

In 1932, the *Merina* and the *Atlantica* were the only store-ships cruising in the Gulf of Finland. At the beginning of the navigation season, the store-ships *Wodys*, *Eduard*, *Dalibor*, *Angela* and *Neptun* remained in the Baltic, and only the *Dalibor*, *Eduard*, *Angela* and *Neptun* cruised during the autumn of 1932, whereas the *Wodys* was not seen either in the Baltic or elsewhere.

The *Wodys* flew the Bolivian flag. On October 7th, the inspection vessel of the Estonian Frontier Guards seized the store-ship *Angela* in the Gulf of Finland, with a cargo of about 20,000 litres of alcohol. Under Estonian law, it was impossible to state that smuggling was going on, and on December 10th, 1932, the boat was returned to its master, Jakob Ludwig, an Estonian subject, whereupon it left Tallinn on December 11th for Danzig. The crew included, besides the master, the following Estonian nationals : Aleksander Lux, first officer ; Magnus Kurisoo, boatswain ; Bernhard Paumees and Julius Üksik, seamen ; Willem Kurisoo and Hindrek Paju, stokers. The *Angela* held a navigation certificate for an indefinite period, issued by the Panama Registry Office on April 28th, 1930, No. 632, according to which the owner of the vessel was a certain Nestor Miguel Borga, of Hamburg. The *Angela* is a steamer of 186.15 gross and 101.82 net registered tons. The above particulars were supplied on December 13th, 1932, to the Finnish Maritime Inspection Department by the Frontier Guard Department of the Estonian Ministry of Justice and of the Interior.

According to information received by the Maritime Inspection Department, the following persons served in 1931 on the boats specified hereunder :

*Tabor*. Master : F. Juhász, Hungarian ; officers : J. Rimmelgass and J. Nurst ; seamen : A. Nurst, A. Wibus, E. Pöld ; engineers : A. Toffer and T. Pöld ; stokers : V. Pihl and E. Kömmus ; cook ; J. Paumees.

The Swedish Customs seized this boat on May 23rd, 1931, near the Gisslan lighthouse, with a cargo of 40,000 litres of alcohol and forty cases of other beverages. In 1930, the master and crew of the *Tabor* were Estonians, although the boat was at that time flying the Hungarian flag. The master was Joh. Remmelgass, and the crew consisted of Johannes Lambot, Bernhard Mäde, Theodor Pöld, Julius Kolotzow, Mihekel Paumees, J. Velström, Aleks Täht, Emil Kõmmus and Julius Paumees.

*Srpen.* On May 19th, 1931, the gunboat of the Maritime Inspection Department arrested this ship south of the Märket light, with 122,010 litres of alcohol on board. The steamer was flying the Czechoslovak flag, the Czechoslovak Consulate-General at Hamburg having issued it a flag certificate and other papers certifying, *inter alia*, that the ship had left Kiel, although it had never been there. Further, the list of the crew given by the said Consulate mentioned seamen who were not serving on the vessel. The *Srpen* was a typical smuggling vessel, the master and crew being Estonians. Master : Gustav Einholm ; boatswain : Gustav Linkvest ; first officer : Aleksander Tschistjakov ; seamen : Jakob Mast, Hindrik Rudolf Männik ; engineer : Johannes Soop ; second engineer : Wasili Kolk ; stokers : Hans Jatsa and Andrei Soop. The boat and its cargo were confiscated by the court in favour of the Finnish Government.

*Duben.* Master : Vasili Naéris ; first officer : Eduard Eintrei ; seamen Bernhard Sylk, Johannes Ling, Richard Wikström, Bernhard Vahtra, Hartwig Saar, Johannes Väljaots, Johannes Naaber, Harald Schultson and Feodor Koppelmei, all Estonian nationals.

*Hullam.* Masters : Alfred Kato and afterwards Emmerich Howard, Hungarians ; Priido Onno, first officer, and Meinhard Onno, seaman, Estonians ; Bernhard Mähe, Johannes Wäli, Johannes Mäe, Emmanuel Onno, Arnold Kesküla, Bernhard Sarapuu and Richard Kastein, seamen.

*Neptun.* Master and crew : Estonians, names unknown.

*Relis.* Master : Captain Theodor Ruttkay, Hungarian ; crew : L. Ambrosen, J. Jakobsson, G. Sild, A. Jakula, V. Avik, B. Saul, A. Loid, O. Soome, J. Bergman and V. Oolman, Estonians.

*Tudor.* Master : T. Linkvist, Estonian ; seamen : A. Viin, J. Liiman, J. Koppel, G. Kilström, A. Varma, J. Pärnselg, P. Einberg and E. Kross, Estonians.

*Anne.* Master : F. Maas, German ; seamen : C. Fock, E. Reinecke, F. Jakubik, H. von Meegen, A. Rodau, K. Rohrling and E. Bohns, German. The *Anne*, which is a steamship, cruised in 1931 in the Gulf of Bothnia only.

*Mars.* In 1930, this vessel was flying the Hungarian flag ; in 1931, it was called the *Srpen* (see above). Master and crew of the *Mars* in 1930 : A. Taler, V. Sylt, A. Grav, P. Kipper, A. Oluberg, A. Luks, K. Kilu and A. Kase. In 1930, the Estonian Harald Ots served on the *Mars* as master. A motor-driven three-masted vessel of the same name sailed in 1930 under the Hungarian or Turkish flag. The master of the "Hungarian" vessel was a Hungarian, Georg Tiro ; while the crew consisted of Aleksander Taler, Voldemar Sild, Theodor Maripuu, Eduard Penno, Elias Sandbank, Evald Krassmus and Alfred Jürgensson, Estonians.

*Gefalonia* (formerly *Karin Irmgaard*). Master : Jakob Einlon ; seamen : Aleksander Tschitjakov, Johannes Soop, Gustaf Männik, Jaan Karro, Joosep Einholm, Jakob Mast, Arthur Traum, Hans Jatsa and Hindrik Männik, all Estonians.

*Malaga.* In 1931, this steamship was sailing with its cargo of alcohol in the Gulf of Bothnia under the British flag. Master : G. F. Ball, British ; crew : P. F. Stanbridge, P. C. Chard, J. Kelly, P. Palmer, F. Grahm, F. Angermeyer, J. Pekur, R. Gerdes, H. Wischer, J. Kudrovski, M. Jalgin, E. Dresselt, J. Luks and N. Christensen. To judge from the names, many of the crew were British ; Angermeyer was German.

*Wodys.* In 1932, the master was Johannes Fagerström ; seamen : J. Vennström, A. Torkell, E. Lond, V. Kangroo, J. Kipper, O. Hein, E. Steinfelt, V. Goki, M. Sepp, E. Purkin and O. Reinhold, all Estonians.

*Mercur.* Master : Osvald Mulli ; seamen : Leopold Lasdorf, Helmuth Läck, Karl Valton and Paul Vihn, all Estonians.

*Dalibor.* Master : Arnold Jalakas ; seamen : Harald Männik Ernst Prosfeld, Hindrek Kiwi and Andrei Soop, also Valdemar Tinneri, Joh. Saar and Arnold Paltser, all Estonians.

*Elba.* Master : Ernst Kallasmann ; seamen : Edgar Uus, Julius Marjassoo, Bernhard Paumees, Theodor Onno and Rudolf Kelder, all Estonians.

*As de Caro.* This ship is an "alcohol cruiser", resembling a small torpedo-boat, and in 1932 transported cargoes between the store-ships and the mainland. In 1932, this motor-ship probably sailed under the Bolivian flag ; its master, Magnus Mikenberg, and crew (Joh. Anteploon, Joh. Jalakas, Julius Lepp, Kuko Damm, Johan Suik-Keller) were Estonians. In January 1933, it was reported to the Maritime Inspection Department that this motor-ship was flying the Albanian flag. Captain Mikenberg has for several years been engaged in the regular smuggling of alcohol, and since 1929 has commanded the same boat. In 1929-1932, the ship was "Roumanian", and its master was sometimes Carl Georg Malmberg, sometimes a certain Jahn, both Estonians. The crew has always been Estonian. When it was "Roumanian", the ship's home port was Braila ; it has two Daimler-Mercedes engines, and can do 30 to 32 miles an hour. It used to be called *Molly*. Another ship of the same kind is *As de Pica*, which was flying the Roumanian flag in 1929 and had as master Carl Georg Malmberg, with the following crew : Josef Schmieszek, Emil Buchs, Wilhelm Wress,

Paul Glensky, Stefan Glensky and Gottfried Pseisner, these latter being German. In 1929, this ship was owned by the Ostsee Rederei und Handelsgesellschaft, Hamburg. Formerly it sailed under the Turkish flag, and was then called *Hassan Birr*, its owner being the firm of the same name. On September 30th, 1929, the vessel was seized off Rauma with 7,700 litres of alcohol. As it was then "Roumanian", its owner was, according to the ship's papers, the Roumanian Théodor Rotzin, who had apparently chartered his ship to the Hamburg firm. This ship only carried alcohol.

\* \* \*

As previously mentioned, the Swedish Customs seized the store-ship *Tabor*, flying the Hungarian flag. When questioned by the police at Stockholm, the Hungarian master Juhász frankly admitted that the fact of the ship's being registered at Budapest, and therefore being Hungarian, was mere "bluff", and that the Hungarian flag had been used only in order to enable the real owner (a well-known Estonian smuggler) to smuggle alcohol more easily without attracting the attention of the Swedish and Finnish Customs. In 1929 and 1930, the boat had cruised under the Hungarian flag in the Gulfs of Finland and Bothnia, transporting hundreds of thousands of litres of alcohol taken on board at Kiel, Danzig, etc. In 1930, two small smuggling vessels, the *Ellen* and *Erna*, accompanied the *Tabor* and conveyed these cargoes to southern Sweden, Denmark and elsewhere.

*Poseidon*. On November 27th, 1931, the Finnish Maritime Inspection Department seized the *Poseidon*, the master and crew of which were Estonians, although Greek law enacts that on every vessel flying the Greek flag the master and some of the crew must be Greeks. The ship had for some days before being seized been in Finnish territorial waters with a cargo of alcohol. The Greek Consul-General at Tallinn, M. Karl Unt, had strangely enough issued this ship a Greek nationality certificate and even authorised an Estonian subject, Harald Ots, to be its master. In the provisional permit of August 28th, 1931, Consul Unt had authorised the master of the ship to make a voyage to Leningrad, Viipuri (Viborg), Stockholm, Danzig, Memel and London, "and then to proceed to a Greek port to have his ship registered on the basis of the present certificate". The *Poseidon*, nevertheless, did not touch at any of the ports mentioned, or at a Greek port. On the same day, in a "document concerning provisional naturalisation", dated August 21st, 1931, the above-mentioned Consul-General declared that "the *Poseidon* is already registered in the (Greek) mercantile marine". According to the ship's papers, the owner is a certain Emmanuel Vrionis, a Greek subject. This person, when questioned by the Tallinn Criminal Police on December 15th, 1931, stated that he had no interest whatever in the vessel's destination or its cargo, and that the ship had been chartered from him by a Finnish subject, Yrjö Halme, for six months after having received in advance the charter money for six months, amounting to 1,500 Estonian crowns. The said Yrjö Halme denied having any connection with the *Poseidon*, although bills were found on him paid in Tallinn for the *Poseidon*. Halme belonged to the band of smugglers whom the Estonian Minister of the Interior had in the autumn of 1931 forbidden to stay at Tallinn or in Estonia. In other respects also, the *Poseidon* papers were rather vague; as a matter of fact, some alcohol importers at Turku (Åbo) own this boat, which the Pori Municipal Court confiscated to the Finnish State on February 15th, 1932. Captain Ots was sentenced to one year's imprisonment for smuggling.

*Siphnos*. A Greek smuggling vessel captured in August 1931 in the north of the Gulf of Bothnia with a full cargo of alcohol. The *Siphnos* is a cruiser like the *Poseidon*, but a little smaller. The Consul Karl Unt already mentioned had given it "Greek" papers, but the master and the whole crew were well-known Estonian and Finnish habitual smugglers. In this connection, we may mention that, in the autumn of 1931, the fast motor-ship *Filiboy*, flying also the Greek flag, was stopped off Norrtälje, and the Swedish authorities found that the same Consul-General Karl Unt had given it a "nationality certificate" to the effect that the owner was Achilles Alexandridi, a Greek domiciled at Tallinn. At the same time, the Tallinn Press reported that the *Filiboy* belonged to Harald Nyman, the Finnish "Emperor of the Smugglers".

*Oltul*. A former mine-sweeper in the German Navy, which in 1930-31 cruised about the gulfs of Finland and Bothnia with alcohol cargoes, flying the Persian flag. The owner seems to have been the Hamburg firm already mentioned—Ostsee Rederei und Handelsgesellschaft. The master was usually a German, with a crew partly German, partly Estonian. According to the ship's papers, the "owner" was Léon Tampaschian, a student domiciled in Berlin.

*Standard*. On November 13th, 1930, the *Standard*, a fast motor-ship with about 20,000 litres of alcohol, was seized in the Uusikaarlepyy Archipelago. It resembled a small torpedo-boat and was flying the Persian flag. According to the ship's papers, the "owner" was Léon Tampaschian, a Persian then living in Berlin. The master was Carl Georg Malmberg, Estonian, with the German seamen Wilhelm Witte, Emil Schoultz, and a certain Mainer (the two latter succeeded in escaping when the ship was seized). There was also an Estonian engineer, Oskar Mühlenstein, and Johan Ludvig Kjäll, a Swede. The boat had loaded up from the store-ship *Neptun*, commanded by Captain Sadewater. In all likelihood the owner of the ship was a German, Wilhelm Söhle, who had been in the smuggling trade for some years with the famous Captain C. Mattsson, of Turku (Åbo)—in fact, the latter is probably the real owner of the

*Standard*. Oskar Mühlenstein has been an habitual smuggler for years. The *Standard* and her cargo were confiscated by the court to the Finnish State.

*Rena*. This fast motor-ship, flying the Roumanian flag, was seized on December 22nd, 1932, in the Uusikaarlepyy Archipelago, with about 4,000 litres of alcohol left out of about 15,000 which it had taken on board from the store-ship *Mila*. The master of the *Rena* was a German, Bonnik Bonnikseen, and the crew consisted of Frans Körfer, Helmuth Gohlke, Reinhold Bendig, Germans; Alfred Teleskivi, Estonian; and Axel Nikolai Rogge, a former Russian subject, a professional smuggler who organised the trips of the *Rena* and arranged sales. The *Rena* flew the Roumanian flag, the Roumanian Consul at Tallinn, Arthur Hüüs, having in November 1932 issued a provisional certificate of nationality, authorising the *Rena* to make a trip to Tallinn, Leningrad, Viipuri (Viborg), Helsinki, Turku (Åbo), Sundsvall and Danzig, and then to proceed to Galatz, Roumania, "there to be finally registered" in the Roumanian mercantile marine. The *Rena*, however, never entered the ports in question. Furthermore, in November 1932, the same Consul also issued the *Rena* another certificate "attesting" that the *Rena* was already registered at the port of Galatz. When interrogated, Axel Rogge frankly admitted that smugglers as a rule easily obtained "nationality certificates" for their smuggling vessels, and that the obtaining of these certificates "depended entirely on the Consuls of the country in question"—in other words, if the Consul was well paid, "nationality certificates" were immediately issued. The *Rena* and her cargo were confiscated by the court to the Finnish State.

*Remus*. On December 5th, 1932, the *Remus*, a motor-ship flying the Roumanian flag, was seized in the Korppo Archipelago with about 22,000 litres of alcohol. The *Remus* resembles a small torpedo-boat. According to her papers, she is "owned" by a Roumanian subject, Theodor Rozin, of Braila, Roumania. The master, Adolf Lepni, and the crew—Voldemar Saarfelt, Joh. Irik, Evald and Arnold Mehlman, and Viktor Kangroo—are all Estonians. The Roumanian Consul at Tallinn had given the ship a "nationality certificate" and other papers certifying that she was authorised to call at the ports mentioned in the certificates and then to proceed to Braila, "there to be finally registered in the Roumanian mercantile marine". The ship, however, had never entered the ports in question; further, the same Consul had "certified" that the *Remus* was already registered in Roumania.

*Madonia*. On September 10th, 1932, the *Madonia*, a four-masted motor-ship, was seized off the Åland Islands, when it was found that about 25,000 litres of alcohol were concealed under a cargo of 500 tons of coal. The *Madonia* was flying the Estonian flag, and its master and crew were Estonian. The master was Anton Mikenberg; the seamen were Gustav Borgman, Leander Klamas, Viktor Kingi, Albrecht Läns, Albert Poopu, Erich Kubja, Fritz Markus, Bruno Peet, Elmar Anniko and Vambola Tamm. Only the cargo could be confiscated to the Finnish State; the boat was released.

In addition to the smuggling vessels mentioned here, cases could be quoted of others, mostly fast motor-ships, large and small, which have sailed for years under foreign flags; but this list should suffice for the moment. We may mention, in conclusion, that about ten large store-ships, which before 1932 sailed under the flags of different countries, were re-registered in the Estonian mercantile marine in the autumn of 1931, when the Prohibition Law had been abrogated in Finland. The real owners of these ships then used them once more for herring fishing in the Arctic Ocean. This is clear proof that, in general, the Estonian "traders", wholesale alcohol smugglers, were the owners of most of the "Hungarian", "Roumanian", "Czechoslovak", "Turkish", etc., ships above mentioned. It is rumoured that, as the herring fishery has not proved very remunerative, the Estonian wholesale traders in alcohol recently decided, at a meeting held at Tallinn, to restart the sale and smuggling of alcohol on the same scale as before the Finnish Prohibition Law was abrogated, and that they had resolved to bring pressure to bear on the Estonian Government to denounce the so-called Helsinki Convention.

Helsinki, Headquarters of the Maritime Inspection Department, February 24th, 1932.

(Signed) Otto JOSEFSSON,  
Head of the Investigations Office  
of the Maritime Inspection Department.

## ANNEX 20.

[C.C.T.559 (a).]

### CONVENTION BETWEEN FINLAND AND THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND CONCERNING THE SUPPRESSION OF THE ILLICIT IMPORTATION OF ALCOHOLIC LIQUORS INTO FINLAND, SIGNED AT LONDON, OCTOBER 13TH, 1933.<sup>1</sup>

Geneva, November 13th, 1933.

The President of the Republic of Finland, and His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India;

<sup>1</sup> Text communicated to the Committee, for its information, by the Permanent Delegation of Finland to the League of Nations.



Having regard to the friendly relations existing between the two countries and taking into account the agreement concluded on September 29th, 1933, between the Government of Finland and the Government of the United Kingdom of Great Britain and Northern Ireland, for the purpose of facilitating still further trade and commerce between the two countries ;

Being desirous of co-operating in the suppression of the illicit importation of alcoholic liquors into Finland :

Have decided to conclude a Convention for that purpose and have accordingly appointed as their Plenipotentiaries :

The President of the Republic of Finland :

M. Georg Achates Gripenberg, Envoy Extraordinary and Minister Plenipotentiary of the Republic of Finland, in London ;

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India :

For Great Britain and Northern Ireland :

Sir Victor Wellesley, K.C.M.G., C.B., Deputy Under-Secretary of State for Foreign Affairs ;

Who, having communicated their full powers, found in good and due form, have agreed as follows :

*Article 1.*

1. The High Contracting Parties declare that it is their firm intention to uphold the principle :

(a) That three marine miles extending from the coastline outwards and measured from low-water mark constitute the proper limits of territorial waters, and

(b) That, in the absence of an agreement between them to this effect, neither of them can exercise jurisdiction over the vessels of the other outside the limits of his territorial waters, except in the course of a hot and continuous pursuit of a vessel duly and lawfully commenced within territorial waters and continued into the open sea.

2. The provisions of sub-paragraph (b) of paragraph (1) of this article shall in no way be deemed to prejudice the question of the exercise of belligerent or neutral rights in time of war.

*Article 2.*

1. His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India (hereinafter referred to as His Majesty), agrees that he will raise no objection if the Finnish authorities, outside the territorial waters of Finland, but within the limits specified below :

(a) Board any of his vessels, as hereinafter defined, in order that enquiries may be addressed to those on board and examination made of the ship's papers for the purpose of ascertaining whether the vessel or those on board are endeavouring to import or have imported alcoholic liquors into Finnish territory in violation of the laws there in force ;

(b) Search the vessel, if the enquiries and examination have shown a reasonable ground for suspicion that such import is being attempted or has taken place, or

(c) Seize the vessel and escort it into a port of Finland for adjudication in accordance with the laws of Finland relating to the import of alcoholic liquors, if the enquiries, examination and search afford a reasonable cause for belief that the vessel has been employed to commit or in an attempt to commit an offence against the said laws, provided none of the measures referred to in this paragraph shall be taken against any vessel, unless a decision to that effect has, in conformity with the Finnish law of May 9th, 1932, regarding the prevention of liquor-smuggling from the open sea, been previously taken by the Finnish Council of Ministers in respect of any such vessel and unless the name of that vessel has been notified to His Majesty's Diplomatic Representative at Helsingfors as being that of a suspected vessel.

2. The vessels to which the provisions of the preceding paragraph apply are private vessels (a) whose net register tonnage does not exceed 500 tons, (b) not owned, chartered or employed by the Government, or any department of the Government, of any part of His Majesty's dominions or of any territory under his protection or any territory in respect of which His Majesty exercises a mandate, and (c) registered in the United Kingdom of Great Britain and Northern Ireland, in Newfoundland or in any of His Majesty's colonies or in any territory under His Majesty's protection or in any mandated territory in respect of which the mandate is exercised by his Government in the United Kingdom, or registered under British law in a foreign country where His Majesty exercises extraterritorial rights.

3. The limits referred to in paragraph 1 of this article are such distance in the Gulf of Bothnia or the Gulf of Finland from the coast of Finland (including the Aland and all other Finnish islands) as can be traversed in one hour (a) by the vessel in question, or (b) where the alcoholic liquors have been or are intended to be conveyed to Finnish territory by some other vessel, by such other vessel.

*Article 3.*

1. No action shall be taken under the present Convention against any vessel or any person, nor shall any such vessel or any person be liable to any penalty or forfeiture under the

laws of Finland in respect of alcoholic liquors carried in vessels which are (a) listed as ship's stores or belong to persons travelling or employed on such vessels and do not exceed the quantities reasonably required for the voyage, and are duly declared in conformity with the Customs laws of Finland, or (b) are cargo destined for a port situated outside Finland and are kept under seal continuously while the vessel is within Finnish territorial waters or ports, or (c) are cargo destined for importation into Finland in accordance with the laws and regulations in force.

2 The penalties in respect of the illicit importation of alcoholic liquors imposed in Finland on vessels or on persons connected with such vessels shall be inflicted in such manner as only to affect the actual persons guilty. No vessels shall—directly or indirectly—be made security for the payment of any fines or expenses on account of alcoholic liquors unlawfully imported by one or more of the crew or other persons on board which are of an insignificant quantity, in all the circumstances of the case, provided that the owner or master of the vessels are themselves not guilty of illicit importations and cannot be regarded as having been negligent in exercising the necessary supervision in this matter, having regard to the quantity of cargo on board and other circumstances.

*Article 4.*

1. The Government of the Republic of Finland will pay full compensation for any loss or damage caused by an interference by the Finnish authorities, purporting to act in connection with the suppression of illicit imports of alcoholic liquors into Finland, with any vessel registered in any of the territories referred to in Article 2 (2) (c) above, which is not justified by or is contrary to the preceding provisions of this Convention or is an unreasonable exercise of the powers granted by this Convention, including all cases where it is established that the vessel in fact had not imported and had not engaged in an attempt to import liquor illegally into Finland.

2. Any claim under the preceding paragraph shall, if His Majesty so requests, be referred for decision to a single arbitrator to be selected by agreement between the High Contracting Parties, or, in default of agreement, to be nominated by the President of the Permanent Court of International Justice.

3. It shall not be necessary that the individuals concerned shall have had recourse to any remedies open to them in the courts of Finland before His Majesty presents any claim under the preceding paragraph.

*Article 5.*

The present Convention shall come into force on the day of signature. It may be denounced by either High Contracting Party at any time by notification to the other given through the diplomatic channel. The denunciation shall take effect six months after the date of the receipt of the notification.

In witness whereof the undersigned plenipotentiaries have signed the present Convention and affixed thereto their seals.

Done at London this 13th day of October, 1933, in duplicate in the English language.

(L.S.) G. A. GRIPENBERG.

(L.S.) Victor WELLESLEY.

DECLARATION.

At the time of signing the present Convention, the undersigned plenipotentiary declares on behalf of the Finnish Government that nothing in the present Convention affects the rights of the Finnish Government under treaties, engagements or understandings with other Powers.

Done at London the 13th day of October, 1933.

(Signed) G. A. GRIPENBERG.

ANNEX 21.

[C.C.T.553.]

NOTE OF THE SECRETARY-GENERAL OF THE COMMITTEE ON THE  
CONTINUATION OF THE WORK OF THE FOURTH GENERAL  
CONFERENCE ON COMMUNICATIONS AND TRANSIT CONCERNING THE  
FIXING OF MOVABLE FEASTS.

Geneva, November 2nd, 1933.

In pursuance of the Council resolution of January 1932, the Secretary-General of the League of Nations has brought the Act regarding the economic and social aspects of fixing movable feasts, adopted by the Fourth General Conference on Communications and Transit, to the notice of the religious authorities, requesting at the same time that they would consider in the most favourable spirit what action they might take in the matter.

As regards the Holy See, the Act was communicated direct by letter from the Secretary-General of the League of Nations to the Secretary of State of His Holiness on November 16th, 1932. In regard to the other Christian Churches, a request was addressed to the President of the Universal Christian Council for Life and Work, to which all these Churches are affiliated, asking it to bring this Act to their notice and subsequently to communicate to the Secretary-General of the League any views which they might desire to express on the question.

## RESULTS OF THE ENQUIRY.

### I. REPLY FROM THE HOLY SEE.

In his letter dated December 30th, 1932, Cardinal Pacelli informed the Secretary-General of the League that the Holy See desired to abide by the view expressed in its previous communications to the effect that "the fixing of the date of Easter is a question of an eminently religious character and therefore within the province of the Holy See, which, in consideration of higher spiritual interests, is unable to change its point of view on this subject, as already stated on several occasions".

### 2. REPORT BY THE UNIVERSAL CHRISTIAN COUNCIL FOR LIFE AND WORK.

The report of the Universal Council, copies of which are available for any members of the Committee who desire to peruse it, was received on July 25th, 1933, by the Secretariat. It is not yet complete, as additional replies are expected from certain Churches, and in particular the Orthodox Churches. This report shows that there is no objection of principle on the part either of the Orthodox Churches or of the Protestant Churches to the proposal to stabilise movable feasts.<sup>1</sup> A large number of Churches point out, however, that their assent is given subject to the proviso that the proposal meets with the general approval of all the Christian Churches.

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When the report of the Universal Christian Council for Life and Work has been completed, the Secretary-General of the League will communicate to the Council the results of the consultations with the religious authorities.

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## ANNEX 22.

[C.C.T.566.]

### MEMORANDUM OF THE SECRETARY-GENERAL OF THE COMMITTEE ON TRANSPORT AND TRANSIT OF ELECTRIC POWER AND THE REGIME OF INTERNATIONAL EXCHANGE OF ELECTRIC POWER IN EUROPE.

Geneva, November 2nd, 1933.

#### I.

The Advisory and Technical Committee at its sixteenth session adopted the following resolution :

" The Advisory and Technical Committee,

" Having received the request of the Commission of Enquiry for European Union approved by the Council at its meeting of May 22nd, 1931, concerning the transport and transit of electric power :

" Requests the Secretary-General of the League to ask the Belgian Government, which raised this question, to forward to the Committee all supplementary information which may be desirable to define the different aspects of the problem it has proposed for study and any preliminary suggestions it may feel able to make.

" The Secretariat is requested to prepare documentation on the national legislations and on the international agreements in force in the different European countries with regard to the international exchange of electric power.

" The Chairman of the Committee is requested, after consulting the Chairman of the Committee on Electric Questions and as soon as the supplementary information asked from the Belgian Government has been received, to set up a committee competent to deal with this question as a whole.

" The Advisory and Technical Committee, in accordance with the request of the Commission of Enquiry, decides to associate the Belgian, Czechoslovak, Norwegian and Spanish Governments in the examination of this question by the Communications and Transit Organisation ; these Governments will therefore be invited to appoint temporary members of the Advisory and Technical Committee for the examination of this question."

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<sup>1</sup> One Protestant Church has informed the Secretariat that it cannot agree to the proposed stabilisation.

In accordance with the explanations which were given to the Committee at its seventeenth session, the Secretariat has endeavoured to obtain the supplementary information which the Committee judged necessary and to prepare the proposed documentation. Annexes II and III to document C.L.81.1933.VIII reproduce two notes from the Belgian Government that define the scope of the problem which it had asked to have examined.

It seems clear that the programme of work contemplated by the Belgian Government involves the study of two general questions somewhat different from one another—namely, in the first place, the question of the establishment of a liberal regime for the exchange of electric power between existing national electric systems ; and, in the second place, the question of the creation or organisation of a European electric system presenting certain special characteristics. The first of these questions is connected with those already examined by the Communications and Transit Organisation at the time of the elaboration of the International Convention on the Transport in Transit of Electric Power of 1923. The problems which it involves are essentially problems of an economic and legal nature. The other question, that relating to the constitution of a European system, raises, in addition to economic and legal problems analogous to those raised by the previous question, problems of a technical and financial nature similar to those involved by any question connected with the carrying-out of large-scale public works of an international character.

## II.

The Advisory and Technical Committee has not yet expressed an opinion on the possibility and desirability, in present circumstances, either of resuming the examination of the problems connected with the transit of electric power with a view to the establishment of an international regime more liberal than the present regime, or of considering the establishment of a European electric system. It decided to summon a special Committee, this decision having been taken before the receipt of the supplementary information which the Belgian Government has been asked for. It was apparent, after receipt of this information, that the problems to be considered were so different from one another and required so complex a documentation for their examination that it was preferable, before summoning the Committee, and even before fixing its exact composition, to wait until the Advisory and Technical Committee should have had an opportunity of deciding, on the basis of the initial documentation, what problems it intended first of all to select among those capable of being examined.

Meanwhile, the Secretariat has been engaged in collecting as far as possible the necessary material. The material procured up to the present may be classified as follows :

(a) Documentation on the administrative and legislative regime of the production, transport and international exchange of power in the various European countries.

The documentation on this subject, which appears to be sufficiently complete, has been chiefly received through the World Power Conference. Particulars of this documentation will be found in Appendix I to the present memorandum.

(b) Statistical documentation on the production, import and export of electric power in the principal European countries.

This documentation has been chiefly received from the International Union of Producers and Distributors of Electric Power, which publishes annual statistical tables for this purpose. It appears to be adequate as regards present imports and exports of power, and also as regards the estimate in each country of the power produced and utilised, and of the power immediately available. On the other hand, the documentation is definitely inadequate as regards the available resources in power which have not yet been utilised.

It should be noted in relation with questions of statistical documentation that the World Power Conference and the International Union of Producers and Distributors of Electric Power intend to take joint steps to improve the existing statistical documentation in future. The World Power Conference also proposes in future to collect information on the available sources of power which have not yet been utilised. These questions were discussed at the last Congress of the World Power Conference, held at Stockholm in July 1933, at which the Communications and Transit Organisation was represented by the Secretary of the Permanent Committee on Electric Questions.

(c) Particulars of the electric systems existing in the different countries and of the plans for the development of these systems ; particulars of available power which has not yet been utilised ; plans existing in this connection in the different countries.

The different European Governments were asked to supply these particulars by the circular letter of May 4th, 1933.<sup>1</sup> The following questions were asked :

1. *Power directly utilisable :*

Maps showing or information concerning :

(a) The present position of the central hydraulic and thermal stations and their size ;

(b) The existing systems, distinguishing between the main lines of transport and interconnection and the distributing lines and the voltages of those lines ;

<sup>1</sup> See Circular Letter No. 81.1933.VIII.

(c) The plans for the development of these lines in the country itself and with other countries.

2. *Power available but not directly utilisable :*

(a) Maps showing or information concerning the hydraulic power still available, the position of deposits of coal, oil, etc., not yet exploited and which it would be intended to use for the production of electrical energy;

(b) Plans which it is intended to put into execution in the near future in order to utilise this power in whole or in part.

Particulars of the replies so far received will be found in Appendix II to the present memorandum.

*Economic Questions.*

Governments were requested to send any available information "with regard to the distribution of the present consumption of electric power as between heavy industry, minor industry, electric railways, agriculture and households".

Particulars of the replies so far received will be found in Appendix II to the present memorandum.

It is clear that no actual documentation can be obtained on a question which is nevertheless fundamental—namely, the estimate of the future possibilities of consumption of power in the various European countries. Any judgment which might be formed on this subject is bound up with a judgment as to the general economic development of Europe and must be accepted with particular caution in the present period of crisis.

III.

It has not been thought advisable to collect, for the moment, any special technical documentation on the possible characteristics of a European system for the long-distance transmission of power. Proposals have, however, been received from private sources. It was thought that the examination of this question should not be undertaken until an agreement of principle had been reached as to the desirability of creating such a system.

It should be remarked in this connection—and this observation also applies to the question of the establishment of a more liberal regime for the exchange of power between existing national systems—that the present tendency in all countries seems to be to endeavour to utilise in the national sphere the resources of electric power existing or available in their territory. From the point of view of the utilisation of the available power, differences of development are very considerable from country to country. While certain countries have already reached an advanced stage of development, others have hardly begun. It should be added that, in the last few years, great progress had been made in the utilisation of fuel for the production of electric power, which enables the majority of European countries to produce within their territory the electric power which they require under fairly satisfactory economic conditions. The tendency of present developments with regard to the utilisation of electric power thus seems to be in the direction of local or national solutions. Lastly, the present period of crisis, characterised by an economic depression combined with overproduction of power, does not seem favourable to the execution of a comprehensive plan of European production and utilisation of electric power.

It will be for the Advisory and Technical Committee to examine these general questions at its eighteenth session, in order that it may give all the necessary directions for their subsequent study. It should be remarked here that the Advisory and Technical Committee has at its disposal for the study of economic and technical problems of this nature the advice of its Special Committee on Public Works and National Technical Equipment, which has already been called upon in the past to determine the categories of public works which it regarded as recommendable at the present time.

Appendix I.

DOCUMENTATION ON THE LEGISLATIVE AND ADMINISTRATIVE REGIME.

Dr. Ing. G. SIEGEL : " Die Elektrizitätsgesetzgebung der Kulturländer der Erde " (" Electric Power Legislation of the Civilised Countries of the Globe "), 3 Volumes : Germany, Western Europe, Northern and Eastern Europe. (Communicated by the World Power Conference.)

*Germany :* Letter from the German National Committee of the World Power Conference, dated June 22nd, 1932.

*Austria :* 1. Letter from the Austrian National Committee, dated May 4th, 1932.  
2. Federal Law on Electricity, dated July 2nd, 1929.  
3. Provisional Decree on the Export of Power, dated December 4th, 1929.

- Denmark* : Conditions for the exchange of power (1) between Denmark and Sweden (Elsinore-Helsingborg Line) and (2) between Denmark and Germany (Aabenraa-Flensburg Line).
- Spain* : 1. Letter to the Union, dated July 15th, 1932.  
2. Note on the international exchange of electric power in the Province of Guipuzcoa.
- Estonia* : Letter from the Director of the Department of Trade and Industry, dated May 18th, 1932, to the Bureau of the World Conference.
- Finland* : 1. Letter from the Finnish National Committee, dated May 9th, 1932.  
2. Law on the Export of Electric Power, dated August 2nd, 1919.
- France* : Law of October 16th, 1919, on the Utilisation of Hydraulic Power, Article 27 on Export.
- Hungary* : 1. Letter from Professor de Verebely, dated May 30th, 1932, to the Bureau of the World Conference.  
2. Law on the Production, Transport and Distribution of Electric Power, dated July 5th, 1931.  
3. Separately, Article 56 of the same law (Export and Import of Electric Power).
- Italy* : 1. Letter from the Italian National Committee of the World Conference, dated May 17th, 1932.  
2. Provisions concerning the import and export of electric power, dated October 21st, 1926.  
3. Law of June 21st, 1928, amending the above provisions.
- Latvia* : Letter from the Latvian National Committee of the World Conference, dated June 7th, 1932.
- Luxemburg* : 1. Letter from the Government, dated May 20th, 1932, to the Bureau of the World Conference.  
2. Law of February 2nd, 1924, concerning the distribution of electric power.
- Netherlands* : Letters to the Bureau of the World Conference : (1) from the " Vereeniging voor Congressen op Electrotechnisch en Aanverwant Gebied ", dated May 2nd, 1932, and (2) from the " Koninklijk Instituut van Ingenieurs ", dated May 30th, 1932.
- Roumania* : 1. Letter from the Roumanian National Committee of the World Conference, dated May 18th, 1932.  
2. The French and English texts of the Power Act of July 7th, 1930.
- Sweden* : 1. Letters from the " Kungl. Vattenfallsstyrelsen ", dated May 19th, June 3rd and August 27th, 1932.  
2. Law of June 7th, 1916, on the Installation of Lines for the Transmission of Electric Power.  
3. Law of May 12th, 1917, on the Right of Expropriation.
- Switzerland* : Letter from the Swiss National Committee of the World Conference, dated August 15th, 1932.
- Czechoslovakia* : 1. Letter from the Czechoslovak National Committee of the World Conference, dated August 25th, 1932.  
2. Collection of all the provisions concerning electric power published between 1920 and 1925.

## Appendix II.

### SUMMARY OF REPLIES RECEIVED FROM GOVERNMENTS TO CIRCULAR LETTER No. 81.1933.VIII.

*Germany*.—The German Government has sent the following documents :

1. A map of the high-tension systems in Germany and of the lines proposed in the near future.
2. Statistical report on the electricity system of Germany for the year 1931. Figures are given of the distribution of consumption between large and small consumers.
3. Statistics of the Statistisches Reichsamts concerning the power supplied in 1930.
4. Table of the production of power by public electricity works.
5. Map showing the situation of these electricity works, accompanied by data on their power and capacity for the year 1931. A number of tables are also attached to this map.

The German Government's reply did not contain any plans concerning proposed new works or any particulars concerning fuel.

*Austria*.—The Austrian Government has sent a booklet by Dr. Oskar Vas (in German) concerning the principle and development of the production of power, and a report by M. Victor Nietsch (in English) concerning the co-operation of electric power undertakings.

The booklet deals with :

- (1) The question of fuel—present situation and available sources of power ;
- (2) Hydro-electric resources—present situation and plans for the future ;
- (3) Consumption and distribution—statistical data.

A map which is attached shows the position of the central power stations and transport lines.

More detailed statistics will be sent later.

This documentation may be regarded as replying to questions 1(a), (b) and (c) and 2(a) and (b) and to the economic question.

*Belgium.*—The Belgian Government has replied in a note to all the questions asked. The description of the present system is given systematically by districts and is illustrated by a map showing the position of the central power stations and of the transport lines.

*United Kingdom.*—The United Kingdom Government states that, owing to the insular position of the United Kingdom, the problem of the import or export of electric power is not a matter in which practical assistance can be given, while the problem of long-distance transmission does not arise in that country.

The United Kingdom Government therefore does not see in what direction it can assist the League of Nations in this matter, but sends the following publications as of possible interest :

1. Report of the Committee on Main Line Electrification (1931).
2. The Electricity Supply Act (1926).
3. Twelfth annual report of the Electricity Commissioners.
4. Fifth annual report of the Central Electricity Board.

This documentation gives an idea of the present situation as regards electrification in the United Kingdom from the technical, legislative and administrative points of view, and also indicates a number of plans for the future.

*Denmark.*—Owing to her special situation (Denmark possesses hardly any hydraulic or thermal resources), the Danish Government has confined itself to sending a note, to which is annexed a map showing the position of the central hydraulic stations and of the distribution system, but not giving their power. In this note, it is stated that imported fuel is used for the production of electric power and that power is imported direct from Sweden and Germany, and information is given as to the manner in which this importation is regulated. The Danish Government has also forwarded a number of the review *Elektroteknikerens*, which describes the co-operation between the producers and distributors of electric power in Sweden and Denmark and the utilisation of electric power in agriculture.

The Danish Government has also sent a copy of Law No. 142, of April 20th, 1928, replacing Law No. 77, of April 19th, 1907, concerning high-tension installations.

*Estonia.*—The Estonian Government has given a complete reply, in a note, to all the questions asked. To this note was annexed a map showing the position of the central electric stations and of the transport lines.

It should be observed that, at present, there are no definite plans in Estonia for the development of the system, nor as regards the export of available power, with the exception of a plan for a power station at the Narva falls.

*Finland.*—The Finnish Government has sent the following documentation :

1. A map showing the position and power of the hydraulic and thermal stations and of the transmission system.
2. The statistics for 1931 of the electric stations in Finland, which contain detailed particulars on the subject.

*France.*—The French Government has sent :

1. A copy of the most recent statistics on the production and distribution of electric power in France.
2. A map on the scale of 1/500,000, which supplements the statistics and only shows electric lines with a voltage of over 25,000.
3. A diagram of the very high tension lines existing in France on January 1st, 1931, and of the lines projected at that time.

More detailed information on the very ramified lower-tension systems may be obtained from the Syndicat des entrepreneurs de réseaux et de centrales électriques in Paris.

The statistics contain a table showing the manner in which the consumption of power is distributed between the different branches.

*Hungary.*—The Hungarian Government has sent a booklet entitled "Generating Stations and Electric Power Transmission Lines in Hungary", which contains information concerning :

- (a) The present situation of the central hydraulic and thermal stations and their power ;
- (b) The present situation of the existing systems and the voltage utilised.

As regards point 1(c), there are at present no official plans apart from those mentioned in the aforesaid booklet.

In reply to question 2(a), the Hungarian Government has sent a book by M. Ernst Haidegger, entitled "Systematic Study of Electric Questions in Hungary", which contains maps and a table giving the required information.

A map published in a book by M. Lajos Loczy, which was also attached to the Hungarian Government's reply, gives the required information as regards coal deposits.

No detailed study exists of the economic and administrative regime of electric power in Hungary.

Information with regard to the distribution of the consumption of electric power in the years 1928 and 1929 is given by the statistics contained in a book by M. István Pétéry, entitled "The Development of Electrification in Hungary in the Years 1928 and 1929". The same data as regards the years 1930 and 1931 are still in process of compilation.

*Latvia.*—The Latvian Government has replied by a short note accompanied by statistics and maps.

As regards the power directly utilisable, a map showing the central electric stations and systems is provided, together with a table and a map of inland waterways.

A diagram showing hydraulic power and a diagram showing peat reserves supply information regarding the power available.

The distribution of the present consumption of electric power is given in a table.

The construction of a power station on a section of the Daugava river is in contemplation.

The documentation supplied by the Latvian Government also includes a volume entitled "First Principles of Electrification in Latvia", published by the National Power Committee. Various tables belonging to this publication will be sent later.

*Lithuania.*—The Lithuanian Government has sent a note replying systematically to all the questions asked.

No information at present exists as to the hydraulic power available in Lithuania. As regards plans, only one is under consideration, relating to the erection of a hydro-electric station on the Niemen, near Kaunas.

No document was annexed to the Lithuanian Government's note.

*Luxemburg.*—The Luxemburg Government has replied by a note to all the questions asked. This note was accompanied by a number of maps giving particulars of the position of the central hydro-electric stations, the transmission and distribution lines and the site of the barrage across the Our proposed for the future.

*Norway.*—The Norwegian Government has replied to the questions asked by means of a note to which were annexed several documents :

1(a) The position and size of the more important hydraulic power stations are indicated in a booklet entitled "Developed Water-Power in Norway in 1930". This booklet contains, in addition, a map indicating the position of the power stations, a table of the various power stations giving their power, and other statistical data.

(b) The maps enclosed with the reply give all necessary indications concerning lines of transport having a tension of over 45,000 volts.

(c) The Norwegian Government's note mentions the plans for the future.

2(a) The hydraulic power resources available in Norway are indicated in three booklets entitled "Water-Power in Norway". These booklets contain a detailed list of all hydraulic resources of some importance.

Particulars in reply to question 2(b) and to the economic questions are also contained in the Norwegian Government's note.

The documentation supplied by the Norwegian Government also includes a technical and economic survey of hydraulic power resources.

It should be observed that the statistics and data contained in the documentation supplied have been carefully compiled and are very detailed.

*Netherlands.* — The Netherlands Government has sent statistics of the production and distribution of electric power in the Netherlands in 1929. The Netherlands is in a situation very similar to that of Denmark, and possesses hardly any hydraulic resources ; only in the south of the country are there a number of coal deposits exploited by the State. An article by Professor van Iterson concerning sources of power in the Netherlands is published in the "Proceedings of the First World Power Conference of 1924", Vol. I.

No map or information concerning the developments proposed for the near future was attached to the documentation supplied.

*Poland.* — The Polish Government has sent comparatively complete documentation.

As regards technical questions, and especially question 1, "Power directly utilisable", the following documents were sent :

(a) Statistics of production and distribution of electric power in Poland for 1930, 1931 and 1932 ; a map of installed electric-power stations of over 5,000 kw.



- (b) A map of the high-tension electric systems.
- (c) Programme of electrification.

As regards the power available but not directly utilisable, a booklet entitled "The Sources of Power in Poland and their Utilisation", 1931, was sent; this booklet concerns the sources of hydraulic and thermal power and contains maps relating thereto.

The same documentation as that indicated under point 1(c) replies to question 2(b).

In reply to the economic questions, a table of the distribution of the consumption of electric power established on the basis of the statistics has been supplied.

*Portugal.*—The Portuguese Government has sent a fairly detailed note accompanied by several maps showing the situation of the most important producing stations and of the transport lines. The note also indicates the division of the electric stations into three zones and the programme of future development. A copy of the statistics of the electric plan for 1931 was also given. The statistics for 1932 will be sent later.

*Roumania.*—The Roumanian Government has sent two volumes containing all the documentation required with regard to the question of the transport and transit of electric power and other sources of power in Roumania.

The first volume, by M. I. G. Rarincesco, entitled "The Electrification of Roumania", contains statistics concerning the hydraulic power available and capable of being utilised economically, a map showing the central power stations which might assist in the realisation of the first electrification works in Roumania, another map showing the centres of consumption of mechanical electric power, and several graphs relating to the electrified and non-electrified power of Roumania, the consumption of energy, the installed power and the power available and economically utilisable.

The second volume contains very detailed statistics concerning the power installations in Roumania.

This documentation seems to answer all the questions asked.

*Switzerland.*—The Swiss Federal Government has sent a note accompanied by a map and a number of documents.

The information asked for as regards power directly utilisable is provided by the plan of the position of the Swiss central power stations and of the principal lines for the transmission of power. This plan shows in general the possibilities of extending the system.

As regards question 2, "Power available but not directly utilisable", the reply states that, apart from water-power, Switzerland possesses no other source of energy capable of being utilised for the production of electric power. Studies have been undertaken in order to determine the hydro-electric forces available and capable of being rationally exploited, but these studies are far from complete. The World Power Conference will shortly draw up statistics of the power resources of the different countries, and the results of these compilations, which will perforce be of a somewhat summary character, will be communicated in due course to the Secretariat.

The few projects capable of realisation in the near future are also indicated on the general plan mentioned above.

All the information of an economic nature is contained in the report of the Federal Council regarding the administration of the Electric Economy Office in 1932 and in that Office's publication which appeared in the *Bulletin of the Swiss Association of Electricians*, entitled "The Production and Consumption of Electric Power in Switzerland from October 1st, 1931, to September 30th, 1932". These two documents were annexed to the Swiss Federal Government's note.

*Turkey.*—The Turkish Government's reply is confined to a note systematically answering the different questions asked.

Nothing has yet been decided as regards the hydraulic power which remains to be utilised nor as regards the position of the coal, petroleum and other deposits which have not yet been exploited.

No map was attached to the Turkish Government's note.

*Yugoslavia.*—The Yugoslav Government has only sent a map of the electrification of the Kingdom of Yugoslavia. This map shows the position of the central power stations and of a few transport lines.

The power stations are subdivided as follows :

- |    |                               |   |                         |
|----|-------------------------------|---|-------------------------|
| 1. | Steam power stations          | } | For public lighting.    |
|    | Gas power stations            |   |                         |
|    | Hydro-electric power stations |   |                         |
| 2. | Steam power stations          | } | For private industry.   |
|    | Gas power stations            |   |                         |
|    | Hydro-electric power stations |   |                         |
| 3. | Steam power stations          | } | Belonging to the State. |
|    | Gas power stations            |   |                         |
|    | Hydro-electric power stations |   |                         |

The map gives no indications as regards plans for the future and power available but not directly utilisable.

ANNEX 23.

[C.C.T.572.]  
[C.C.T./N.I.57.]

LETTER OF RESIGNATION FROM HIS EXCELLENCY DR. A. SEELIGER,  
GERMAN MEMBER OF THE COMMITTEE, TO THE CHAIRMAN  
OF THE COMMITTEE.

FOREIGN MINISTRY.

[*Translation from the German.*]

Berlin, November 11th, 1933.

In view of Germany's announcement of her withdrawal from the League of Nations, I beg to inform you that I hereby resign my membership in the Advisory and Technical Committee for Communications and Transit.

In consequence, I must also resign my duties as representative of the Advisory and Technical Committee at the Permanent International Association of Shipping Congresses at Brussels.

I must also relinquish my position as German member of the Permanent Committee for Inland Navigation.

I should be glad if you would notify the other members of the Advisory and Technical Committee of this step, as well as the President of the Permanent International Association at Brussels and the Chairman of the Permanent Committee for Inland Navigation.

ANNEX 24.

[C.C.T.556.]

BUDGET OF THE COMMUNICATIONS AND TRANSIT ORGANISATION  
FOR 1934, ADOPTED BY THE ASSEMBLY AT ITS FOURTEENTH SESSION.

	Swiss francs				
	1934	Estimates		Expenditure	
		1933	1932	1932	1931
1. General Conference .. .. .	—	—	—	—	23,382
2. Meeting of the Organisation for Communications and Transit (sessions of the Advisory and Technical Committee, other committees, sub-committees and special conferences) and technical work of experts .. .. .	75,000	90,000	74,470	40,242	129,193
3. Printing of documents :					
(a) For meetings and other work under sub-head 2, except conferences	9,000	12,000	12,000	3,228	18,892
(b) Collection and exchange of information regarding communications and transit (including miscellaneous expenses) .. .. .	8,000	8,000	10,500	8,530	5,547
4. Settlement of disputes referred to the Committee and examination of similar questions submitted to the Committee by the Council .. .. .	20,000	20,000	20,000	4,665	777
5. Salaries (permanent staff) .. .. .	—	—	—	—	—
6. Travelling and removal expenses ..	20,000	25,000	25,450	12,237	29,964
7. Cablegrams, telegrams and long-distance telephone communications and miscellaneous .. .. .	5,000	5,000	4,000	4,458	6,150

(Communicated to the Council  
and Members of the League)

Geneva, January 16th, 1934. 198

LEAGUE OF NATIONS

NOTES BY THE ECONOMIC RELATIONS SECTION AND THE  
COMMUNICATIONS AND TRANSIT SECTION ON THE  
MERCHANT SHIPPING CRISIS.

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March 16th, 1933.

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Note.

The notes collected in the present document are intended to afford a general, though brief and objective survey of the various problems raised by the question of merchant marine. They have been compiled on the basis of material taken from a number of non-official and even private publications. The Secretariat has confined itself to collecting and co-ordinating the information thus obtained. It can therefore take no responsibility for its accuracy.

Series of League of Nations Publications
VIII. TRANSIT ✓ 1934. VIII. 3.

CHAPTER I.

GENERAL.

In essence, the crisis from which merchant shipping is now suffering is a result of the present disproportion between available tonnage and traffic requirements.

The importance of this question is due not merely to the capital invested in the shipping industry, but also to the effects of the depression in this sphere. This depression makes itself felt in the shipbuilding industry, which is of great importance to certain countries, and also affects labour, since it leads to considerable unemployment, due partly to the laying up of a large number of vessels and partly to the very noticeable slowing-down in shipbuilding.

Before proceeding to examine in greater detail the various problems raised by this question, it may perhaps be well to bring out certain of the special characteristics of maritime shipping.

It may be said that all the maritime countries in the world have made more or less strenuous efforts to develop their merchant marine and in certain cases to secure for it Government assistance.

Three major considerations have prompted their action in this respect. In the first place the earnings of shipping companies, which for a long period were very large, represented in the shape of "invisible exports" a factor sometimes of considerable importance in the balance of accounts. Weight is frequently given to questions of national prestige and considerations of security, which are of particular importance in countries anxious to safeguard communications between the home country and the colonies. In many cases, finally, the Merchant Marine, and more especially its strongest and fastest units, provides the Navy with extremely valuable and frequently even indispensable auxiliaries.

One of the reasons why merchant shipping is passing through the present crisis is that, in the main, the shipping industry pursues its activities outside the national frontiers, and that consequently it cannot be directly protected by Customs barriers like other industries. If they are not to be handicapped, ship-owners must purchase their ships at the international price and ship-builders, even if it can be assumed that they enjoy Customs protection, are unable to benefit by it to the same extent as those engaged in other industries. Their sales prices are directly influenced by the prices of the world market, and it is this fact which accounts for their persistent efforts to obtain Government assistance whenever free competition places them at a disadvantage in this respect.

CHAPTER II.

INCREASE IN THE TONNAGE AFLOAT SINCE THE WORLD WAR.

A great number of merchant vessels were lost during the war and the majority of countries have therefore endeavoured to fill up the gaps thus created in their shipping; certain of them have even largely increased their merchant marine. The result is that, as compared with 45.4 million tons in 1914, the world tonnage of the

Merchant Marine - not inclusive of sailing ships and barges - had risen to a total of 62.3 million tons about the middle of 1923. From 1923 to 1926, total world tonnage remained at this level, but, between 1926 and 1929, was increased by a further 4 million tons. In 1930, 2.9 million tons of new shipping were brought into service, the record figure of 68.7 million tons being reached in the middle of 1931.

The following tables are significant: 1)

---

1) Shipbuilding and Ship Record, July 21st, 1932, pages 52-53  
(quoting from Lloyd's Register of Shipping 1932).

TABLE I.

Ocean-going Steamers and Motor-ships available for General Cargo-carrying.

Countries	Total steam and motor tonnage		Ocean-going tonnage, excluding tankers, fishing-boats and vessels of less than 4,000 tons gross and over 25 years old.	
	Tonnage owned	Percentage of world total	Tonnage owned	Percentage of world total
Great Britain and Ireland	19,562,143	28.61	12,482,849	38.49
United States of America	12,820,150	18.75	5,759,868	17.76
Germany	4,142,920	6.06	2,342,254	7.22
Japan	4,255,014	6.22	2,053,446	6.33
France	3,507,525	5.13	1,941,388	5.99
Netherlands	2,957,195	4.33	1,774,775	5.47
Italy	3,331,304	4.87	1,767,299	5.45
Norway	4,163,386	6.09	1,024,579	3.16
Other countries	13,628,054	19.94	3,288,719	10.13
World totals	68,368,141	100.00	32,435,177	100.00

TABLE II.

Comparison of Steam and Motor Tonnage at June 1914, 1923 and 1932.

Countries	1914	1923	1932	Difference between	
				1923 & 1914	1932 & 1923
Great Britain and Ireland	18,892,000	19,115,000	19,562,000	+ 223,000	+ 447,000
British Dominions	1,632,000	2,580,000	2,970,000	+ 948,000	+ 390,000
Denmark	770,000	938,000	1,171,000	+ 168,000	+ 233,000
France	1,922,000	3,453,000	3,508,000	+ 1,531,000	+ 55,000
Germany	5,135,000	2,510,000	4,143,000	- 2,625,000	+1,633,000
Greece	821,000	747,000	1,470,000	- 74,000	+ 723,000
Netherlands	1,472,000	2,607,000	2,957,000	+ 1,135,000	+ 350,000
Italy	1,430,000	2,881,000	3,331,000	+ 1,451,000	+ 450,000
Japan	1,708,000	3,604,000	4,255,000	+ 1,896,000	+ 651,000
Norway	1,957,000	2,376,000	4,164,000	+ 419,000	+1,788,000
Spain	884,000	1,199,000	1,250,000	+ 315,000	+ 51,000
Sweden	1,015,000	1,136,000	1,691,000	+ 121,000	+ 555,000
United States of America (Sea)	2,027,000	13,426,000	10,270,000	+11,399,000	-3,156,000
United States of America (Lake)	2,260,000	2,197,000	2,445,000	- 63,000	+ 248,000
Other countries	3,479,000	3,566,000	5,181,000	+ 87,000	+1,615,000
<b>Totals</b>	<b>45,404,000</b>	<b>62,335,000</b>	<b>68,368,000</b>	<b>+16,931,000</b>	<b>+6,033,000</b>

Below are two other tables prepared in June 1932 by the Chamber of Shipping of the United Kingdom for the Ottawa Conference:

Steam and Motor Vessels of 2,000 Tons Gross and over.

1913.

Percentage.

	Number of vessels	Tonnage	According to speed 12 knots and over.
British Empire	53.1	52.2	54.7
United States of America	1.8	2.0	6.7
Japan	4.2	3.5	3.7
France	4.5	4.4	6.7
Norway	3.4	2.6	-
Germany	11.2	12.4	10.9
Sweden	1.6	1.1	0.1
Netherlands	3.3	4.1	3.4
Italy	3.8	3.3	4.1
Other countries	13.1	14.4	9.7
World total	100.0	100.0	100.0

1931.

British Empire	34.5	37.9	44.5
United States of America	11.1	11.9	13.8
Japan	7.8	7.0	7.4
France	5.8	5.8	6.0
Norway	6.2	6.0	1.7
Germany	6.0	6.5	7.4
Sweden	2.1	1.8	1.1
Netherlands	4.9	5.2	6.5
Italy	5.7	5.8	5.1
Other countries	15.9	12.1	6.5
World total	100.0	100.0	100.0

In 1896, Great Britain and Ireland owned over 56 per cent of the world's steam and motor tonnage, but, owing to the continual increase which is taking place in the tonnage owned in other countries, the percentage in 1914 had declined to 41.6, and has now been reduced to 28.6. Similar percentages for the same three years respecting the next seven leading countries are: 1)

	<u>1896</u>	<u>1914</u>	<u>1932</u>
United States of America (Sea)	4.0	4.5	15.0
Japan	1.9	3.8	6.2
Norway	3.0	4.3	6.1
Germany	8.1	11.3	6.1
France	5.2	4.2	5.1
Italy	2.0	3.1	4.9
Netherlands	1.8	3.2	4.3

1) Shipbuilding and Shipping Record, July 21st, 1932, page 52 (quoting from Lloyd's Register of Shipping, 1932).



It would appear from these figures that, in 1932, there was an increase of over 20 million tons of shipping as compared with 1914.

From 1914 to 1932, world tonnage increased by 43 per cent. The increase in world ocean-going tonnage (steam and motor ships of 2,000 gross and upwards) increased by 58 per cent.

In the twelve months ending June 1932, there was a decrease of 396,730 tons in total world tonnage, according to Lloyd's Register of Shipping.

This is worth noting as indicating a tendency, but it is still clearly inadequate.

These figures, however, do not afford an accurate idea of the actual increase in the transport capacity of maritime shipping. Allowance must indeed be made for the fact that, for the purpose of transporting goods in a given time to a given place, the transport capacity of one ton is now very much higher than it was in 1914. This is due to an increase of 10 to 30 per cent in the average speed of vessels and an increase of 40 per cent in average tonnage, permitting more efficient use of cargo space. Improvements in navigating conditions have, moreover, reduced the loss of time through late arrivals. Lastly and above all, considerable progress has been made in loading apparatus, while access to seaports has been facilitated. For these various reasons, it is considered that the transport capacity of the present merchant fleet in regard both to passengers and goods is 130 per cent of transport capacity in 1914.<sup>1)</sup>

### CHAPTER III.

#### DECREASE IN SEA-BORNE GOODS AND PASSENGER TRAFFIC.

Any such increases in transport capacity and frequency of sailings ought to have been accompanied by an increase in traffic; reference to the statistics, however, shows that it is exactly the reverse which has been the case: "The value of world trade, in terms of gold, has fallen at a steadily increasing rate. In 1930, it was 19 per cent lower than in 1929; in 1931, 28 per cent lower than in 1930; and, in the first half of 1932, 34 per cent lower than in the first half of 1931."<sup>2)</sup> The results of the general decline in international trade, of restrictions of all kinds, prohibitions, quotas, exchange control, etc., have materially decreased the freight demand. The Chamber of Shipping, in a special report drawn up at the end of 1932, states that, at the Monetary and Economic Conference, the primary concern of British shipping would have to discover means of removing such obstacles to trade.

In the first place, as regards passenger traffic, the opportunities afforded before the war by mass emigration to oversea countries are no longer available. It seems unlikely, moreover,

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1) Revue des Deux-Mondes, René La Bruyère, October 15th, 1932,  
page 904.

2) Review of World Trade, 1931 and 1932 (League of Nations).

that tourist traffic will regain the activity which characterised it during recent years as a result of the curiosity awakened in the New World by the war, and also by the prosperity of the United States on the one hand and monetary difficulties in Europe on the other hand. It should at the same time be noted that the race for vessels of constantly increasing dimensions which had had to be discontinued on the outbreak of war has, in the last few years, been revived and, in spite of the depression, with renewed intensity.

Transatlantic passenger traffic in 1932<sup>1)</sup> was characterised by a decrease in the total number of passages and also by a sometimes considerable increase in the tourist-third and third classes, at least on lines sailing to United States ports. On such lines, the fall in both directions was 7 per cent (53,500 passages), as compared with 1931.

The decline was particularly conspicuous in the case of sailings from Europe to the United States and affected the three higher classes exclusively: first, cabin, second. On the Canadian lines, the decline was general in both directions and irrespective of class, with the exception of the third class in eastbound traffic from Canada to Europe, which showed an increase of 10 per cent. The second class was not used at all.

As regards direct Lines between the United States and the Mediterranean, passenger traffic declined by 22 per cent on the westbound route and 12 per cent on the eastbound route. In this case, the first class showed an increase, whereas the third decreased in both directions.<sup>1)</sup>

As regards goods traffic, the Suez and Panama Canal statistics, together with those of the world's leading ports, point with the most complete uniformity to a constantly increasing depression in international trade.

The reduction in the weight of merchandise passing through the two great maritime canals amounted in the course of the years 1930-1931 to more than 18½ million tons, representing a fall of 28.1 per cent. In the same period, traffic in the ports of Hamburg, Rotterdam and Antwerp declined by 20.84 per cent, representing a total fall for these three ports of 19 million tons.<sup>2)</sup>

If attention is confined to the records of French and English ports, the three great northern ports and the Suez and Panama canals, it will be found that there was a total falling-off of 75 million tons approximately in the volume of trade handled by merchant shipping throughout the world. The situation did not improve in 1932. On the contrary, at first sight, the statistics seem to show that the depression was from 10 to 15 per cent worse than in the previous year.

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1) Bulletin quotidien - February 21st, 1933 (Q.1 et seq.).

2) Revue des Deux-Mondes, René La Bruyère - October 15th, 1932, page 905.

CHAPTER IV.

FALL IN FREIGHTS.

The combined influence of these two factors - surplus tonnage and the decrease in traffic - was bound to react unfavourably upon freights. There appears to be a surplus of considerably over 50 per cent of ocean-going world tonnage. If it is fair to estimate that only half the space in ships in commission is regularly occupied, one may say that only two in five ships are fully occupied.<sup>1)</sup> Partially-employed tonnage is a very much heavier charge upon the shipping companies than tonnage actually laid up.<sup>2)</sup>

Freights remained relatively steady during the years 1924-1927 at approximately 25 per cent above the average level of the pre-war years 1898-1913. In 1928, the index fell sharply to 14.9 per cent above the pre-war level. A new decline of 2 per cent was recorded in 1929. In July 1932, it fell to more than 8 per cent below the pre-war level. These figures are taken from the Economist of July 23rd, 1932.

About the same period, the French expert René La Bruyère wrote that freights had fallen by 21.41 per cent as compared with the 1913 average and by 78.85 per cent as compared with 1920, which, in any case, was an exceptional year. They had fallen still further since 1932 and, in the case of shipowners in countries with stabilised currencies, allowance must be made for an adjustment of 30 per cent, as the calculations are based upon quotations in sterling.

The following tables indicate variations in freights of two standard commodities - namely, wheat shipped to Great Britain and coal shipped from this country, over a number of years from 1914 to 1932.

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- 1) President, Chamber of Shipping of the United Kingdom, Fairplay, February 23rd, 1933, page 461.
  - 2) Extract from letter addressed to President of Board of Trade by Trades Union Congress General Council, December 2nd, 1932, published in Fairplay, March 2nd, 1933, page 501.

Wheat Freights to Great Britain.

	Scale	1932		1931		1929		1920		1914
		High	Low	High	Low	High	Low	High	Low	Mean
W.Coast N.America/ U.K.,Continent.....	20cwt.	25/6	17/3	26/6	20/3	33/-	24/-	-	-	37/6
Australia(flour)/ U.K.,Continent,or Medit.....	"	31/9	20/3	32/6	25/-	42/6	22/6	150/-	100/-	24/7 1/2
Buenos-Aires/ U.K.,Continent.....	"	18/6	12/-	20/6	12/6	24/6	10/-	200/-	40/-	-
River Parana/ U.K.,Continent ...	"	20/-	12/-	21/6	13/6	26/9	11/-	195/-	37/6	34/9
Canada/U.K., Continent .....	480 lb.	2/6	1/4 1/2	2/6	1/1 1/2	3/3	1/7	18/-	7/1 1/2	-
U.S.A. Atlantic/ U.K.,Continent....	"	2/7 1/2	1/2 1/2	2/6	1/4 1/2	3/6	1/9	15/-	7/3	4/7 1/2
U.S.A./Gulf/Medit. or Greece .....	"	3/10	2/7 1/2	3/6	2/10 1/2	4/9	3/11	30/-	10/6	-
U.S.A./Gulf/U.K., Continent .....	"	3/-	2/3	2/7 1/2	1/4 1/2	3/10 1/2	2/4	18/-	8/-	-
Odessa/U.K., Continent.....	20 cwt.	11/6	8/9	12/3	9/6	16/6	12/3	-	-	7/4 1/2

From Fairplay, January 5th,1933; January 7th,1932; January 9th,1930; January 6th,1921.

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Coal Freights from Great Britain.  
(per 20cwt.)

	1932		1931		1929		1920		1914
	high	low	high	low	high	low	high	low	mean
Wales/Alexandria	8/-	5/9	8/9	5/6	14/-	8/9	82/6	20/-	13/-
Wales/Barcelona	10/-	7/6	9/9	6/9	13/6	11/-	67/6	20/-	11/7 1/2
Wales/Bordeaux	5/6	3/9	5/7 $\frac{1}{2}$	3/6	7/-	5/-	61/3	10/-	10.25 fcs.
Wales/Canaries	7/3	6/9	7/6	6/9	11/-	8/9	38/9	17/6	9/6
Wales/Colombo	10/6	9/-	10/6	10/-	19/-	15/3	105/-	25/-	14/9
Wales/Istanbul	7/4 $\frac{1}{2}$	7/-	7/6	6/9	14/-	10/6			7/9
Tyne, etc./Genoa	7/-	5/10 $\frac{1}{2}$	7/-	5/4 $\frac{1}{2}$	11/3	7/-	87/6	17/6	14/7 1/2
Wales/Marseilles	9/-	6/-	8/9	6/-	12/6	8/-	70/-	15/-	16.37 $\frac{1}{2}$ fcs.
Wales/Port Said	7/6	6/-	8/-	5/9	12/10 $\frac{1}{2}$	8/6	80/-	15/-	14/11 $\frac{1}{2}$
Wales/River Plate	9/9	8/9	10/6	9/-	18/6	11/6	58/9	22/6	15/7 1/2
Wales/Rio de Janeiro	8/9	7/10 $\frac{1}{2}$	9/3	8/-	17/-	10/9	55/-	26/6	15/-
U.K./U.S.A., Canada	10/-	6/-	10/-	6/-	15/-	6/6	-	-	-

From Fairplay, January 5th, 1933; January 7th, 1932; January 9th, 1930; January 6th, 1921.

For a long period, the South-American market was characterised by relative stability, but, in May and June 1932, the fall in prices led to an almost vertical drop. More especially, there was a collapse in freight rates for wheat, whereas the coal rate showed a certain steadiness.<sup>1)</sup> On the other hand, it has been estimated that the running costs of the vessels in terms of gold have increased by 50 to 70 per cent since 1913.<sup>2)</sup>

The annual report of the Chamber of Shipping of the United Kingdom, after noting that the freight for tramp steamers had again fallen by 7 per cent in 1932 - which brought it to roughly 20 per cent below the pre-war level - points out that the volume of world trade, which had already fallen by 16 per cent as compared with 1929, had undergone a further decline of 10 per cent in 1932. In considering the question of freights on the other hand, account should also be taken of the increase since 1913 in certain of the items which have to be allowed for in calculating operating costs, such as the cost of labour, port dues, fiscal charges, etc.

Competition in the matter of freight rates is frequently thrown out of gear by the fact that a large number of vessels which remain in service are liners running on the so-called "imperial" routes and kept in commission by means of subsidies - which sometimes attain considerable proportions - for political purposes. In certain countries, shipowners are handicapped by high wages; in others, again, they are handicapped by the operating costs of old vessels and by the growing proportion of tonnage laid up, which, however, varies considerably from one country to another. The maintenance in service of ships twenty-five years old and over is possible only in cases where wages are especially low and where customers are willing to put up with slower delivery in return for lower freight rates.

#### CHAPTER V.

##### POSITION OF THE SHIPBUILDING INDUSTRY; LAYING-UP AND SCRAPPING OF PART OF THE SURPLUS TONNAGE.

The fall in freight rates was to some extent checked by the large number of vessels which shipowners were compelled to lay up; 7,628,000 tons were thus laid up on January 1st, 1931. A year later, this measure had been applied to over 12,000,000 tons. At the end of 1932, according to the annual report of the Chamber of Shipping, 14,500,000 tons - i.e., 21.5 per cent of world tonnage - had been withdrawn from service, and the total has certainly increased considerably since that date. On October 1st, 1932, the figure for Great Britain alone was 2,181,695 tons net or about 3.5 million tons gross, equivalent to about one-sixth of the British mercantile marine. On the other hand, in Denmark, as a result of a resumption of trade, more particularly with the U.S.S.R., a certain number of vessels had been replaced in service, and, in September 1932, Denmark showed the lowest figure for vessels laid up during that year.<sup>3)</sup> In France, on October 15th, 1932, shipping

1) Journal de la Marine marchande, August 18th, 1932, page 1609.

2) Bulletin quotidien, Supplement 114, May 24th, 1932.

3) Journée industrielle, December 1932.

laid up amounted to about 1,000,000 tons. In Germany, on December 1st in the same year, the figure was 1,170,085 tons.<sup>1)</sup>

In spite of this, shipowners continue in many cases to keep in service vessels which are running at a loss, and tonnage available remains considerably in excess of the demands of the traffic.

The laying-up of vessels naturally involves unemployment among the crews, one-fifth of whom are thus affected throughout the world.<sup>2)</sup>

The serious condition of the mercantile marine throughout the world has also led shipowners to sell a large number of vessels for scrapping. The object of such sales is to secure reserve funds and to retain only the best units of the fleet in service. In certain countries, the scrapping of old ships has also been encouraged by payment of compensation based upon the tonnage of the units given up (see Chapter VI). Over a million tons were thus destroyed between July 1st, 1931 and July 1st, 1932. During the period 1923-1931, the tonnage scrapped throughout the world was equivalent to an annual average of 1.3 per cent of the total. If vessels lost at sea - 3,839,000 tons - are added to this figure, the annual wastage is less than 2.0 per cent, whereas it is agreed that vessels should normally be replaced in twenty years, equivalent to an annual wastage of 5 per cent.<sup>3)</sup>

British and foreign "obsolete" tonnage sold for scrapping in January 1933 amounted to 235,110 gross tons, or at the rate of nearly 3,000,000 tons per annum, excluding the United States. The figures reported in January 1932 were 133,119 tons.<sup>4)</sup>

The depression from which the mercantile marine is suffering has inevitable reactions upon the shipbuilding industry, which is of great importance for some countries, particularly Great Britain. The almost complete stagnation of this industry has given rise to extreme unemployment. The scrappings mentioned above represent a healthy tendency towards the improvement of a situation which is marked by the collapse of freight rates, a scarcity of cargoes and passengers, and decreasing receipts. All these factors must necessarily lead to a considerable falling-off in ship-building activity. Germany, which had for several years secured the second place in the world's output of shipping, owing to decreased production occupies only the sixth place; moreover, as almost the entire German fleet consisted of new vessels, there is no need for new constructions.<sup>5)</sup>

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1) Dr. Rehmke, Fairplay, January 5th, 1933.

2) Revue des Deux Mondes, October 15th, 1932, page 906.

3) Journal de la Marine marchande, July 28th, 1932, page 1479.

4) Fairplay, February 16th, 1933, page 389.

5) Edmond Delage, Le Temps, February 5th, 1933.

Nevertheless, the inequality between demand for and supply of tonnage remains, and the policy of restriction must apparently continue; the shipbuilding trade must adjust its production to consumption in the same way as other industries.

The situation is shown very clearly by statistics.

Gross tonnage of merchant vessels of 100 tons gross and upwards launched:

1899	:	2,121,738	tons
1913	:	3,332,882	"
1919	:	7,144,549	"
1931	:	1,617,115	"
1932	:	726,591	"

In view of the fact that the tonnage laid down in 1932 was considerably less than half the tonnage launched during the year, the serious position of the shipbuilding industry throughout the world is at once manifest. The tonnage launched in 1932 was the lowest ever recorded by Lloyd's Register of Shipping.<sup>1)</sup>

The most seriously affected was the British shipbuilding industry. In 1892, Great Britain alone constructed 82 per cent of the tonnage launched; in 1898 the proportion had fallen to 72 per cent and in 1900 to 62 per cent. In 1931, the industry, still one of the basic industries of Great Britain, launched 502,000 tons.<sup>2)</sup> In 1932, this figure fell to 187,794<sup>3)</sup>, representing only a tenth of the maximum capacity of British shipyards as measured in terms of output in 1920<sup>4)</sup>. There is a considerable amount of suspended tonnage in the various countries, amounting to 142,000 tons in Great Britain<sup>4)</sup>. Twenty-five shipyards did not launch one ship in 1932.<sup>4)</sup>

In every shipbuilding country, a comparison between the figures for 1930 and 1931 shows a falling-off, with the exception of Italy, where there is an increase, and France, where the level was more or less maintained. In 1932, there was a falling-off without any exceptions. The principal producing countries, whose relative importance varies considerably from year to year, are as follows: the United Kingdom, United States of America, France, Germany, Japan, Italy, Sweden, the Netherlands and Denmark. The above list<sup>3)</sup> is given in the order of importance of tonnage constructed in 1932.

M. René Fould, President of the "Chambre syndicale des constructeurs de navires et des machines marines", recently recommended, according to the Journée industrielle of November 15th, 1932, the summoning of an international conference for the regulation of shipping activity and shipbuilding throughout the world.

The price of tonnage is dependent upon the state of the market and the variations in demand, and the situation has inevitably affected prices. For a new single deck vessel of normal type of about 7,500 tons deadweight, the price in December 1914 was £7. 5s. 0d. per ton; in 1920, £30 and on December 31st, 1931, £8. 9s. 4d; a year later the figure fell to £8. 6s. 0d.<sup>5)</sup>

- 1) Lloyd's Register of Shipping, "Annual Summary of the Mercantile Shipbuilding of the World for the Year 1932."
- 2) Bulletin Quotidien, Supplement of May 24th, 1932.
- 3) Lloyd's Register of Shipping, "Annual Summary of the Mercantile Shipbuilding of the World for the Year 1932."
- 4) The Times ("Annual and Commercial Review," February 7th, 1933).
- 5) Fairplay, January 5th, 1933.



The British shipbuilding industry declared that this price left no margin of profit and did not even cover the cost of production. Prices were, moreover, influenced by the rates for secondhand vessels, which normally are much sought after; these rates have fallen by about 50 per cent in the last four years.

## CHAPTER VI.

### VARIOUS FORMS OF GOVERNMENT INTERVENTION.

To meet the growing difficulties of the situation of the mercantile marine in various countries, various expedients were adopted, such as schemes for concentration and rationalisation by means of associations of shipowners with a view to the control of tonnage and freight, the payment of compensation for scrapping, but, above all, Government loans and the grant of financial and fiscal facilities. In an article in the Daily Telegraph of December 1st, 1932, the total subsidies granted by countries other than Great Britain were estimated at £30,000,000 sterling. Most maritime nations have materially increased both direct and indirect support of national shipping since the war. While certain States have granted assistance of a limited scope and character, others have laid down comprehensive programmes extending over a considerable number of years. According to an official American study of shipping and shipbuilding subsidies in the various countries, "it is expected that the present system of shipping protectionism will remain basically the same for the next ten to fifteen years according to recently projected programmes".<sup>1)</sup>

#### UNITED STATES OF AMERICA.

The shipping policy of the United States since the War is particularly striking. In 1913, only 228,232 gross tons of merchant shipping were launched in the United States. In 1919, 3,579,826 tons were launched, a figure greater than the maximum pre-war world output for any single year - namely, 3,332,882 tons in 1913.<sup>2)</sup>

The outlay of the United States Government upon ship construction and operation through the U.S. Shipping Board, from 1916 to June 30th, 1931, reached the colossal figure of \$3,694,855,792. \$79,648,869 had been returned to the United States Treasury, leaving a remainder of \$3,615,206,923 as the net cost of the programme of the United States Government for the sixteen-year period, less the value of Government property and other assets. This cost does not include expenditure by other Government departments such as certain sums paid under postal contracts prior to the passing of the Merchant Marine Act of 1928.<sup>3)</sup>

In 1921, the merchant ships owned and operated by the United States Government reached the maximum figure of 7,993,000 tons.<sup>4)</sup> The Shipping Board has since sold to private companies all but five of its thirty-eight ocean services. These thirty-eight services were

- 1) "Shipping and Shipbuilding Subsidies," Jesse E. Saugstad, U.S. Department of Commerce, Bureau of Foreign and Domestic Commerce, 1932, page 8.
- 2) Lloyd's Register of Shipping, "Annual Summary of the Mercantile Shipbuilding of the World for the Year 1932".
- 3) "Shipping and Shipbuilding Subsidies," Jesse E. Saugstad, U.S. Department of Commerce, Bureau of Foreign and Domestic Commerce 1932, page 38.
- 4) *Idem*, page 41.

operated at a deficit of from 40 to 50 million dollars per annum. The only alternative to the long-term mail contracts and the reconstituted construction fund as established by the Merchant Marine Act of 1928 was continued ownership and operation by the Government.<sup>1)</sup>

On June 30th, 1931, forty-one ten-year mail contracts had been let to private companies according to the terms of the Merchant Marine Act of 1928. Compensation is not based upon the volume of mail carried; but upon the size and speed of the vessels used and the length of the route served. These contracts provide for the permanency of the services undertaken, the construction of new vessels and the improvement of present equipment. It is estimated that the total amount guaranteed for the ten-year mail contracts is \$282,426,400.<sup>2)</sup> Since then, three other mail contracts have been let.

The ship construction loan fund of the U.S. Shipping Board, on December 31st, 1932, had reached the amount of nearly 154 million dollars.<sup>3)</sup> Interest rates charged on vessels in foreign trade vary from  $4\frac{1}{4}$  to  $5\frac{1}{4}$  per cent for the loans authorized previous to the passage of the 1928 Act. For those authorized under the 1928 Act prior to the 1931 amendment, some interest rates have been as low as  $\frac{1}{4}$  per cent. Loans authorized subsequent to February 1931 are made at the rate of  $3\frac{1}{2}$  per cent for vessels engaged in foreign trade. The 1928 Act authorizes the extension of the total sum of the fund to \$250,000,000. Loans may be secured for a period of twenty years.<sup>4)</sup>

The Government publicly justified the grant of these subsidies by the high cost of shipbuilding in the United States, the high wages of the crew and the need for counteracting the advantages given by other countries to their mercantile marine.<sup>5)</sup>

At the beginning of 1933 there was some question of reducing the subsidies, but the proposal was most vigorously opposed by the shipowners, who pointed out that their financial arrangements had been made on the basis of such subsidies and that their abolition or reduction would lead to bankruptcy and would furthermore deprive the State of the revenue which was important for the balancing of the budget.

#### FRANCE.<sup>6)</sup>

In the budget for 1931-32, a sum of 118,000,000 francs was granted for the subsidising, up to 60 per cent, of the costs of postal mail service in the Far East, Australia, New Caledonia, the African

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- 1) T.V. O'Connor, Chairman of U.S. Shipping Board, in Traffic World, February 4th, 1932, page 234.
  - 2) "Shipping and Shipbuilding Subsidies", Jesse E. Saugstad, U.S. Department of Commerce, Bureau of Foreign and Domestic Commerce, 1932, pages 67-68.
  - 3) Traffic World, February 4th, 1933, page 235.
  - 4) "Shipping and Shipbuilding Subsidies", Jesse E. Saugstad, U.S. Department of Commerce, Bureau of Foreign and Domestic Commerce, 1932, pages 70-71.
  - 5) "Shipping and Shipbuilding Subsidies", Jesse E. Saugstad, U.S. Department of Commerce, Bureau of Foreign and Domestic Commerce, 1932, page 69.
  - 6) Fairplay, June 16th, 1932, page 508.

coast and the Eastern Mediterranean. 49,645,000 francs were granted for the Brazil and Argentine service, 15,000,000 for Corsica, 9,500,000 for the West-Indies and Central America and 4,000,000 for the New York lines.

A loan of 68,748,000 francs, repayable in twenty years, was granted by the Government to the Compagnie Transatlantique, in connection with the building of the liner Normandie. 193,166,000 francs were devoted to a subsidy for sailors' pensions and 15,000,000 for the payment of interest due on maritime credits, etc. Furthermore, credit facilities and special interest rates were granted through the intermediary of the Crédit Foncier. These facilities provide for undertakings by the Government to grant additional subsidies based upon speed and to allow exemption from dues, etc.

By a law of January 10th, 1925, a special subsidy was granted to the tanker fleet; this subsidy amounted in 1930 to 12,000,000 francs and led to a considerable increase in the French tanker fleet, which was almost non-existent before the war.

#### GERMANY.

It would appear that, previously at any rate, public funds played a somewhat small part in the development of the mercantile marine, which seems to have been principally assisted by the grant of preferential railway rates. This policy was interrupted after the war, but was resumed in 1928. Its effect was to make the Mercantile Marine to some extent a branch of the railway system and to bring it within the scope of arrangements concluded between certain areas where the cost of sea transport was higher from certain German ports than from the competing ports of Antwerp and Rotterdam.

In 1928, the effect of these tariffs was to bring about reductions of from 11 to 50 per cent and in some cases up to 70 per cent, the immediate effect of which was to increase by 16.7 per cent the tonnage conveyed.<sup>1)</sup>

The German Government took two extraordinary measures in 1932 to protect its merchant shipping. It guaranteed to the extent of 77,000,000 RM. loans raised by German shipping companies with their banks against securities and interest of 1 to  $1\frac{1}{2}$  per cent above the discount rate of the Reichsbank, which means 5 per cent minimum interest and  $7\frac{1}{2}$  per cent maximum interest per annum. Of this amount, 70,000,000 RM. have been set aside for the main shipping services, and 7,000,000 for "tramps". The Norddeutscher Lloyd and the Hamburg-Amerika combine will secure the most important share of the 70,000,000 RM.

The second measure - the scrapping plan - was associated with a general Government scheme to furnish labour to the unemployed. Ten per cent of the existing 4,000,000 gross tons - i.e., 400,000 gross tons - were to be admitted on condition that the ships were at least twenty years old, belonged to their present owner on January 1st, 1930, and measured not less than 500 gross tons each. The owner who participates in this scheme receives a loan of 30 RM. for each ton scrapped. 12,000,000 RM. have been set aside for this purpose. The loan can be called in by instalments by the Government as

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1) Fairplay, June 16th, 1932, pages 568-569.

soon as a shipping company has arrived at a profit. The loan bears no interest. Instead of this, the owner has to consent to the following: scrapping to be performed at certain specified shipyards, total scrapping of all material, etc., which practically leaves no revenue to the owner out of the scrapping itself.<sup>1)</sup>

#### ITALY.

The absence of coal and of ores containing the steel essential for the construction of modern vessels has made it necessary for the Italian Government to grant assistance to the shipbuilding industry which is essential to the life of the country. The Government considers itself bound to provide sea transport for its nationals and it has the power to compel its citizens to carry out this duty. This point of view has led the Government to establish a network of shipping lines under its own control, though not immediately managed by the Government. In the plan of January 1st, 1926, the Italian Government drew up a programme of contracts and subsidies, amounting to 4,500,000,000 lire, over a period of twenty-one years. Subsidies are granted to two groups of shipping lines, described as "necessary" or "useful". The first class consists of those connecting the mother-country with the islands and colonies, the second class connects Italy with foreign ports.

A Government decree of November 13th, 1931, provides for bonuses described as "scrapping compensation" which apply to those steel vessels which are "least efficient and adapted only for the conveyance of cargo" and which were on the Italian register before July 1st, 1931. The rate of this bonus is 25 lire per gross ton: the credit of 5,000,000 lire thus provides for the scrapping of 200,000 tons.<sup>2)</sup>

A decree of July 1932 provides for the scrapping of a further quota of 200,000 tons, making 400,000 tons in all.<sup>3)</sup>

#### JAPAN.<sup>4)</sup>

The Government has for years granted subsidies to the shipping lines conveying the mails. In 1931, these subsidies reached a total of 2,650,000 yen.

Furthermore, the Japanese Government obtained a credit of 11,000,000 yen, spread over the three financial years 1932, 1933 and 1934, for the purpose of encouraging the scrapping of old tonnage and the building of new in the proportion of one ton of new shipping for two or three tons scrapped. The measures necessary to the carrying-out of this plan were authorised by a decree of the Ministry of Communications, dated September 27th, 1932, the plan taking effect on October 1st of the same year.

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1) Dr. Hans Rehmke, Fairplay, January 5th, 1933, page 55.

2) Fairplay, June 16th, 1932, pages 568-569.

3) Bulletin quotidien, December 16th, 1932, Q.1,2,3,4 and 5.

4) U.S. Commerce Reports, August 22nd, 1932, page 308.

It should be remarked that the fleet included 3,854,513 gross tons of steam and motor tonnage of 2,000 tons and over, of which 879,000 tons were vessels over twenty-five years of age. The vessels to be scrapped must be over twenty-five years old and have a tonnage in excess of 1,000 tons. The replacement vessels are to be cargo ships of a minimum of 4,000 tons with a speed of over  $13\frac{1}{2}$  knots. They are to be built in Japanese yards, and all the material, machinery and accessories must be Japanese. 1) The rate of bonus per ton varies between 45 to 54 yen according to the gross tonnage and speed of the new vessel. The vessels to be scrapped amount to from 400,000 to 600,000 tons and the replacement vessels to 200,000 tons.

It will be seen from the preceding that the steps taken in Germany, Italy and Japan have resulted in the elimination from the mercantile marine of old vessels amounting to 1,200,000 and in the reduction of world tonnage by a million tons, or about 1.5 per cent. 2)

### NETHERLANDS. 3)

The increasingly critical position of the Mercantile Marine led shipowners in the Netherlands to make urgent demands for Government intervention. A law of July 23rd, 1932, permits the grant of financial aid to companies in the form of credits for financial reconstruction and in order to prevent the transfer of vessels to a foreign flag. The administration of these loans is entrusted to a limited liability company with a nominal capital of 5,000,000 florins, 52 per cent of which is provided by the State. The remaining shares are to be sold to the lines, which receive assistance from the company in the form of guaranteed loans. An advisory committee for the execution of the law has been set up by the Government.

### GREAT BRITAIN.

It is a commonplace that the British shipping position was built up by private energy and initiative with relatively little direct assistance from the State.

The total British Government budget estimate for ocean mail services on a contract basis was £820,000 in 1930-31. These postal services are based upon scheduled sailings of certain vessels on certain routes. If the contract services were withdrawn, the

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1) British and European shipping journals and newspapers recently contained references to the purchase of a number of old British ships by Japan. The Daily Express on February 21st, 1933, mentioned the names of six ships whose total gross tonnage is 99,337. Four of these six ships are 25 years old or older. Other papers reported a still greater number of ships sold. It does not seem to be certain whether these ships are to be scrapped or used for transport. According to The Shipping World of March 1st, 1933, both Italy and Japan have frequently purchased foreign tonnage for breaking up.

2) Bulletin quotidien, December 16th, 1932.

3) U.S. Commerce Reports, September 3rd, 1932, page 392.

mails would be carried on a weight basis at sailing dates determined by the owners. At all times, the British Post Office has endeavoured to keep the contract cost down to the cost of the service.<sup>1)</sup>

Apart from the postal contracts, the only other form of Government assistance to the British merchant marine in recent years was, according to Jesse E. Saugstad, the guaranteeing of loans by the British Trade Facilities Acts of 1921-1926 and the Loans Guarantee Act of Northern Ireland of 1922. The guarantees were made for the purpose of promoting industrial activities. About a third of the guarantees under the Trade Facilities Acts and most of the guarantees under the Loans Guarantee Act went to shipbuilding, including improvements to shipyards, purchase of shipyards and materials for construction of vessels, construction and completion of vessels, etc.<sup>2)</sup> The two forms of guarantees aggregated £34,888,137 to British and foreign shipowners and shipbuilders. Of this sum, £2,723,000 were guaranteed for the construction of vessels for foreign owners among whom were Italian, French, Brazilian and Norwegian owners.<sup>3)</sup> The average interest rates on the loans are said to have been about 5 per cent, an advantage of perhaps 2 per cent over the normal average market.<sup>4)</sup> The greater number of loans were for ten years; only two were for twenty years.<sup>5)</sup>

The retiring President of the Chamber of Shipping, at the annual meeting held in February 1933, mentioned that Great Britain had not been entirely free from the charge of assisting to swell the surplus of tonnage by the Trade Facilities Acts. He added that the Chamber had always opposed the application of these Acts to shipping and was pleased that "such artificial assistance has now been withdrawn".<sup>6)</sup>

The construction of the Lusitania and Mauretania sprang from a special contract dating from 1903, by which the British Government guaranteed to the Cunard Line for twenty years an annual mail contract of £68,000 and an annual Admiralty grant of £150,000, together with a loan of £2,600,000 at  $2\frac{3}{4}$  per cent to make possible the construction of these two ships.<sup>7)</sup> This constituted the only instance of a direct public loan advanced to a British shipping company by the British Government.<sup>8)</sup> It is not yet possible to say what will be the final form and extent of the British Government guarantee for the construction of the new Cunarder. The Cunard Line at present receives £100,000 per annum for carrying mails.<sup>9)</sup>

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- 1) "Shipping and Shipbuilding Subsidies", Jesse E. Saugstad, U.S. Department of Commerce, Bureau of Foreign and Domestic Commerce, 1932, pages 194-195.
  - 2) Idem, pages 257-258.
  - 3) Idem, page 256.
  - 4) Idem, pages 195-196.
  - 5) Idem, pages 258-259.
  - 6) Fairplay, February 23rd, 1933, page 459.
  - 7) "Merchant Shipping Industry", Calvin & Stuart, New York 1925, page 237.
  - 8) "Shipping and Shipbuilding Subsidies", Jesse E. Saugstad, U.S. Department of Commerce, Bureau of Foreign and Domestic Commerce, 1932, page 243.
  - 9) Idem, page 243.

According to the annual report of the Chamber of Shipping for 1932, the enormous disparity between the volume of traffic and the carrying capacity of shipping has been created largely through the intervention of Governments for political and not commercial reasons in shipbuilding or in the operation of shipping services. Their help, which they have given in various forms, and to an extent disproportionate to the commercial services rendered, has had the effect of introducing on the freight market at a period of declining trade, a great volume of tonnage which owes its existence solely to the fact that it is maintained free of taxation. Until such intervention of an anti-economic character is abandoned, it will continue to depress the freight market, to disorganise industry and to render unproductive subsidised and unsubsidised vessels alike. As the report points out, the International Chamber of Commerce has expressed the opinion that, so long as artificial assistance continues to be given, measures of rationalisation designed to adjust supply and demand will prove useless. For that reason, it asks that the question should be referred to the Monetary and Economic Conference.

#### CHAPTER VII.

##### ACTION BY SHIPOWNERS TO IMPROVE THE SITUATION.

In almost all countries possessing a merchant marine, shipowners have tried to remedy the ever-worsening situation in which they find themselves on account of the protracted crisis.

For the most part, it is the large shipping combines that have tried to find such remedies.

##### GREAT BRITAIN.<sup>1)</sup>

In this country, the National Shipbuilders Security has been formed, of which practically all shipbuilding firms are members. Its aim is to circumscribe the problem of superfluous shipyards and their equipment by purchasing superfluous or old and out-of-date yards and restricting the use of means of production.

Further, in 1932, the Royal Mail Steam Packet Company initiated a reconstruction scheme consisting in the establishment of two operating areas (for the South-American and West-African lines), to which more than a hundred vessels are to be transferred. The principal aim of this organisation is to ensure for the companies thus grouped the best economic conditions for operating their shipping and to provide creditors with the surest guarantees. Other steps in the direction of concentration are also being taken.

##### FRANCE.<sup>1)</sup>

Fourteen shipyards have formed a rationalisation company entitled "Consortium national des Constructions navales" for the purpose of organising the joint purchase of and placing bulk orders for certain products and of amassing for the industry as a whole stocks of various materials and, in particular, those necessary for urgent repair work. The Consortium also proposes to devise means of improving the organisation of technical departments with a view to dividing among the

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1) U.S. Commerce Reports, August 22nd, 1932, page 308.

firms thus grouped the heavy costs of preparing designs and tenders. It will group orders from aboard and will arrange their distribution among shipbuilders. It will examine the question of temporarily or permanently reducing certain shipyards and buying up those which are in difficulties. Further, the "Chambre syndicale des constructeurs de navires et de machines marines" has made a study of the standardisation of material and equipment.

The Compagnie des Chargeurs réunis and the Compagnie Transatlantique have substituted for the friendly arrangement which has existed between them since 1928 a closer agreement directly affecting one million tons and indirectly 1,300,000 tons, or in all about 40 per cent of French tonnage.

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#### GERMANY.

The Norddeutscher Lloyd and the Hamburg-Amerika Linie which, in March 1930, pooled their interests for a period of fifty years, have succeeded in extending this arrangement to the Hamburg-Südamerika-Linie, whereby the groups thus formed, representing more than two million tons, control about two-thirds of the German merchant marine.

An agreement was recently concluded with the United States lines and, on December 12th, 1932, a pool was formed between the German and American lines for the North-Atlantic traffic.<sup>1)</sup>

#### JAPAN.

The Nippon Yusen Kaisha and the Osaka Shosen Kaisha, which control the greater part of the Japanese merchant marine (1,600,000 tons), have formed an agreement to assure a certain co-ordination of their regular services, particularly in suppressing certain competing lines. Up to the present time, this co-ordination has only been effected on two lines (Puget Sound Line and South American East Coast Line).

#### UNITED STATES OF AMERICA.

In November 1931, the United States Lines were acquired by a new company, owned equally by the Roosevelt-International Mercantile Marine group and the Dollar-Dawson interests.<sup>2)</sup> The combined fleet, operating some 180 steamships of 1,376,000 gross tons to virtually all parts of the world, may be said to constitute one of the five largest existing shipping groups.<sup>3)</sup>

#### ITALY.<sup>4)</sup>

In 1931, vast amalgamations took place, and the process continued in 1932. The Government revived the shipping subsidies and granted compensation to shipowners who eliminated tonnage likely to be unprofitable. Four groups were formed: the first, named "Italia",

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1) Edmond Delage, Le Temps, February 5th, 1933.

2) Fairplay, November 26th, 1931.

3) Idem, October 22nd, 1931.

4) U.S. Commerce Reports, August 22nd, 1932, page 308.



combines the Navigazione Generale Italiana, the Lloyd Sabauda and the Cosulich Line under the auspices of the Commercial Bank of Italy. The second group, called the "Lloyd Triestino", is formed of the fleets and interests of the Lloyd Triestino, the Marittima Italiana and the Societa Italiana, Servizi Marittimi (Near and Far East services); the third group, entitled "Terrenia" (North Africa and Italian colonies), combines the Società di Navigazione Florio and the Compagnia Italiana Transatlantica Citra. The fourth group consists of the "Compagnia Adriatica di Navigazione" and comprises the Puglia, the Industria Marittima, the Costiera, the Nautica, the Zarattina and the San Marco (Adriatic and Italian islands of the Aegean sea). In addition to the subsidies granted to shipowners contracting to provide regular services between Italian ports or between Italian and foreign ports, new subsidies have been granted from January 1st, 1932, for a year to Italian merchant ships. They are calculated on the basis of the tonnage and age of the ships and the distances traversed.

#### NORWAY<sup>1)</sup>

Serious difficulties have been experienced in Norway by owners of tankers. Norway occupies the third place among merchant fleets of this kind. With a view to preventing the disastrous competition which existed among owners of these vessels, they formed a central organisation with headquarters at Oslo, under the management of a board of seven directors. The tonnage belonging to the member firms will in future be fixed by the directors in accordance with the freight market. The earnings will be allocated on the principle of reciprocity.

#### AUSTRALIA.<sup>1)</sup>

A joint organisation of producers of raw materials and foodstuffs on the one hand and shipowners on the other has been formed under the name of the "Australian Oversea Transport Association". Its aim is to rationalise tonnage and to reduce Government taxation of shipping, with a view to increasing freight rates. For this purpose, a national organisation has been set up to provide transport tonnage and prevent surplus shipping from being sent from Europe to Australia. The companies are trying to improve the methods of meeting tonnage demands and effecting a greater reduction of Government taxation.

#### CANADA.<sup>1)</sup>

Canadian National Steamships, owned by the Government, has adopted a programme of economies which has, inter alia, effected a reduction in voyages. An agreement has also been reached between the Canadian Pacific Railway and the Canadian National Railways. It provides for co-operation between the two railway companies and the Canadian Pacific Steamships for purposes of advertising goods and passenger transport facilities and the provision of an accelerated service of Canadian ships operating in Atlantic and Pacific ports. A scheme is also under investigation by the shipping companies of the Great Lakes.

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1) U.S. Commerce Reports, August 29th, 1932, p.348.

CHAPTER VIII.

VARIOUS PROPOSALS FOR INTERNATIONAL ACTION.

The general policy of States in promoting the development of their merchant shipping and the international character of navigation would seem to show that, to be effective, an agreement for the reduction of tonnage or the limitation of the number of ships should be international and should be as comprehensive as possible. The restrictions and limitations applied on a national scale - particularly in Italy, Japan and Germany - would seem likely to produce only very limited and inadequate results, as the volume of shipping they cover is small as compared with the existing world tonnage.

Nothing short of international action, comprising all the principal countries concerned in merchant shipping and shipbuilding seems likely to remedy the situation brought about by the existence of superfluous tonnage. Many plans have been proposed; one is due to the initiative of the Baltic and International Shipping Conference<sup>1)</sup>, which referred it to the International Shipping Conference held in London.<sup>2)</sup> This Conference, through a special committee, prepared a preliminary report, from which the sole conclusion to be drawn seems to be that it is very difficult to arrive at an agreement, but that negotiations are being carried on with a view to an international scheme for the breaking-up of old ships.<sup>3)</sup>

1. The first subject which was submitted by the Baltic Conference to the International Shipping Conference, and which it was decided to examine, provides for the scrapping of all ships 20 years old or more which the owners were prepared to part with for reasonable compensation. Ten million tons would be scrapped in the first year, and compensation would be paid from a fund formed from the proceeds of a port due to be levied for some years on all ships putting in at ports of the countries participating in the agreement.

2. A second scheme which was also submitted by the Baltic Conference to the International Shipping Conference, but which it was decided not to consider, provides only for the temporary laying-up of a number of ships, with or without compensation for owners consenting to withdraw their ships from service. A fund formed in the same way as that contemplated for the previous plan would be administered by an international committee, which would decide what ships to retain in service, according to the needs of the market.

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- 1) This Conference, with headquarters at Copenhagen, is an association of cargo-shipowners affiliated individually and belonging to some twenty nations. It also includes ship-brokers, insurance-brokers and shipowners' associations.
  - 2) The International Shipping Conference comprises representatives of shipowners' associations of various countries.
  - 3) The information regarding these various schemes is taken from a report submitted by M. P. Wohl, Director of Communications and Transport Services of the International Chamber of Commerce, to the Association des Grands Ports français, dated November 9th, 1932.

3. Another project relates to the temporary laying-up of tramp steamers. The owners of such ships would undertake to withdraw from service a certain number of vessels of 2,000 tons or more. Shipowners providing a regular service would on their side undertake not to attempt to increase their bulk cargoes to the detriment of owners of tramp steamers. The scheme would not comprise compensation; it would be applied by an international committee, which would decide what tonnage to lay up and what part of the tonnage to exempt from the plan; it would also examine any complaints.

The plan was rejected by the International Shipping Conference.

4. The Baltic Conference also recommended a plan for laying-up half the German, Danish, Norwegian and Swedish tonnage used in normal times for the transport of timber from the ports of the Baltic and White Sea.

5. A very detailed plan was drawn up by M. Raoul Venture and was published in 1931. Its main features are as follows:

(a) The complete cessation of all shipbuilding not intended to replace obsolete shipping and the limitation of all shipbuilding throughout the world to one million tons a year;

(b) The breaking-up, over a period of ten years, of ships over 25 years old;

(c) Compensation for shipyards and for shipowners agreeing to scrap their ships. Shipowners would receive 75 francs per ton, in payments spread over ten years, and 5 per cent interest on the total compensation until payment was made in full. The necessary funds would be provided from the proceeds of a special due of 26 centimes per ton and 10 francs per passenger levied by shipowners on all maritime transport;

(d) The proceeds of this due would cover all costs, which are estimated at 201,187,500 francs, and would allow of the payment of compensation to personnel discharged from shipyards and workers thrown out of employment through the application of the scheme.

6. M. Kiep, Managing Director of the Hamburg-Amerika Line, also proposes the breaking-up of all ships 20-25 years old. To compensate the owners, he suggests the formation of a common fund, to which the shipowners of the different countries would pay a contribution proportionate to their old tonnage.

7. As regards the Baltic and the White Sea, M. Gustav E. Sandstrom, of Gothenburg; suggests that each country sharing in the traffic of these regions should appoint an independent person, not interested in shipping, who would be invested with dictatorial powers. These persons would reach agreement as to the total tonnage to be used for the traffic, its allocation among the owners of each country, transport conditions, etc.

8. M. A.C. Oidtmann, of the Armement Deppe, Antwerp, recommends the formation of a new international shipping association to act in conjunction with a special committee of the League of Nations. Each of the participating countries would undertake to maintain its tonnage at the existing level for ten years and, by an international

convention, comprising the necessary penalties, each participating country would require ships putting in at its ports to charge a minimum freight rate for the principal goods carried by the regular lines and for goods constituting the principal cargoes of tramps. Further, each country would forbid other shipowners, of whatever nationality, to organise services competing with established regular lines possessing a sufficiently large tonnage.

9. Dr. Schumacher, of the Schult Shipping Company, Flensburg, proposes the following plan:

(a) Conclusion of an agreement for the breaking-up of all ships with a tonnage of 8,000-10,000 and more than 20 years old.

(b) The plan only provides for the accession of the principal maritime countries and would be applied only to the main lines of traffic (Plate, Australia, North America, Black Sea and White Sea).

(c) The owners of ships 20-25 years old would receive 60 RM. compensation per gross ton broken up, while 40 RM. would be allowed for older ships.

(d) The total tonnage broken up would be 10,500,000 and the cost would be 500,000,000 RM.

(e) A common fund would be formed from contributions from each country at the rate of 14.34 RM. per gross ton of the ships remaining in service after the execution of the plan.

10. A plan drawn up by a group of Netherlands shipowners was communicated to the International Chamber of Commerce by Dr. Knottenbelt, President of the Sea Transport Committee of the International Chamber of Commerce. According to this plan, the construction of new ships would be prohibited in all European countries and in the United States of America for a period to be specified - e.g., five years. Exceptions to this rule would be allowed only where existing ships were broken up having a tonnage equivalent to that of the ships which it was proposed to build. The proportion between tonnage built and tonnage destroyed would be fixed every year with due reference to the general position. It was also suggested that all new construction should be prohibited for the first three years unless three times as much old tonnage was destroyed, so that under those conditions a shipowner, in order to build a new ship, would have himself either to buy some of the oldest tonnage or to obtain a building permit from the other shipowners able to dispose of old tonnage.

11. Mention should be made of M. de Raulin's idea regarding the limitation of the dimensions of liners, particularly as regards their size and speed.

12. Mr. Robert C. Lee, Vice-President of Moore & McCormack (American Scantic Line) suggested the formation of an international shipping cartel. The cartel should have power to apportion sailings and control building programmes and should be formed by joint action of groups of companies serving particular territories, which would receive and disburse funds, regulate sailings and rates, and co-ordinate the efforts of individual companies so as to maintain regular sailings, and lay up unnecessary tonnage. In giving each company a fair share of business, due regard should be had to the right of each nation to have sufficient tonnage for the carriage of half of its own trade and

for purposes of national defence. The coasting trade would be reserved to national vessels.<sup>1)</sup>

#### CHAPTER IX.

##### MOVEMENT OF OPINION IN SHIPPING CIRCLES, ESPECIALLY IN THE UNITED KINGDOM.

According to information received by the International Chamber of Commerce, shipowners in the Netherlands, Scandinavia, Italy and Germany are prepared to discuss the bases of an agreement.

Mr. R.S. Dalgliesh, retiring President of the Chamber of Shipping, expressed the following opinion at the annual meeting held in February 1933: "We have just passed through the most difficult year that British shipping has ever experienced and the horizon is still dark with uncertainty".<sup>2)</sup> The United Kingdom, it must be remembered, controls about 30 per cent of world tonnage, and the whole of the problems raised in the present notes are consequently of the utmost importance to British shipowners. Mr. W.J. McAlister, President of the Chamber of Shipping, stated, in a speech on February 16th, 1933, that shipowners, he was convinced, could do a great deal by themselves laying-up or scrapping surplus tonnage. In his view, considerable saving could be effected, on the regular lines operating between certain ports and in the hands of a small number of companies, by means of collaboration, but, in the matter of tramp freights, in which there is world competition, it seems extremely difficult to reach an agreement.

In the United Kingdom the fact that part of the maritime traffic between the Empire ports is in the hands of foreign vessels has been the cause of much complaint and the Chamber of Shipping, in a report which it issued at the end of 1932, directed the Government's attention to the question and recommended that, both before and during the Monetary and Economic Conference, the United Kingdom should endeavour to establish collaboration between as many as possible of the countries to be represented, with a view to restoring world trade by the suppression of obstacles to trade. Among the latter are noted especially tariff modifications applicable to goods carried by vessels flying the national flag and subsidies of all kinds.

In this connection, the report states as follows: "Subsidies to our shipping could form no permanent basis for the maintenance of our position as the greatest sea carriers of world trade, but, if the British Mercantile Marine is to continue as it now exists, it will be necessary for the United Kingdom to meet foreign State-aided shipping competition, if it be persisted in, by the grant of subsidies to British shipping pending the restoration of world trade".

The Chamber of Shipping even handed to the Government a confidential document suggesting legitimate measures of defence that might be employed by the United Kingdom should she be obliged to abandon her traditional policy of freedom of the seas and to resort to

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1) From the Scandinavian Shipping Gazette, page 208, February 1st, 1933.

2) Fairplay, February 23rd, 1933.

measures of retaliation in defence of the British merchant marine. This forms the subject of an article in the South Wales Journal of Commerce (Cardiff) of December 5th, 1932.

Suggestions have appeared in the Press urging the Government to take measures to restrict the benefit of the preferential tariffs established at Ottawa to goods carried in vessels flying the British flag. It has also been proposed that subsidised vessels should be penalised by being obliged to pay double dues in all Empire ports.

The Economiste français of February 25th, 1933, notes that the Liverpool Shipowners' Association, in its annual report, states that the serious unemployment from which British shipping is suffering is due, not only to the general depression, but also to foreign competition in the form of subsidies granted to shipbuilding or to the Merchant Marine. It even suggests that measures might be taken to prohibit entry into British ports in the case of vessels coming from countries which resort to this kind of dumping.

In the draft annotated agenda established by the Preparatory Commission of Experts for the Monetary and Economic Conference, it is stated that the Experts agree with the meeting of shipowners held at the end of last year at the International Chamber of Commerce that "it is impossible to return to sound conditions in the shipping industry so long as the uneconomic policy of Government subsidies continues. This policy of excessive intervention requires to be checked by agreement between the Governments."

The circles concerned and the Press which reflects their ideas have taken due account of the foregoing statement. The situation has grown so serious that one may well wonder whether some further aggravation is not to be expected. In point of fact, there is reason to fear lest the policy at present followed in certain countries may involve measures of retaliation in other countries which might claim to have been driven to them under pressure from their shipowners and industrialists.<sup>1)</sup>

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1) Extract from The Times, February 18th, 1933:

"At the annual dinner of the Chamber of Shipping of the United Kingdom, held on February 17th, 1933, Mr. Walter Runciman, President of the Board of Trade and himself a large shipowner, made, in part, the following remarks:

"If the line of policy adopted by many countries is to be pursued without intermission and British lines and British individuals endangered by State-supported competitors, we shall have to take a new survey of the problems of the Mercantile Marine. We cannot afford to see our greatest industry wiped out. I should be one of the last to advise entering upon a fiscal or subsidy war, but I have no hesitation in saying that the feeling in this country would be behind any Government which protected (I do not mean in the technical sense, I mean in the broader sense) the Mercantile Marine of this country, in which we have a predominant influence, from unfair competition which in itself might endanger the whole of our mercantile fabric."

It seems essential, then, to neglect no possible opportunity of remedying a state of affairs which involves repercussions prejudicial alike to the Merchant Marine, shipbuilding, seamen and workers in shipbuilding yards.

The remedy, it would seem, should be sought chiefly in a larger reduction of the tonnage afloat, more particularly by the scrapping of the older (and hence, as a rule, less profitable) vessels, an improvement in the utilisation of vessels, a reduction of the number of sailings on regular lines, and perhaps even the suppression of certain competitive lines operating at a loss.

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LEAGUE OF NATIONS.

ORGANISATION FOR COMMUNICATIONS AND TRANSIT

STUDY OF THE INTERNATIONAL REGIME OF INLAND  
NAVIGATION IN THE VARIOUS COUNTRIES OF AMERICA

April 6th, 1933.

In pursuance of a suggestion made by the Permanent Committee on Inland Navigation in the report on the seventh session of that Committee, with reference to the examination of the question of extending international agreements relating to inland navigation, the Advisory and Technical Committee for Communications and Transit decided, by a resolution adopted at its sixteenth session, to instruct the Secretariat to carry out a study with a view to providing the Commission with information on the international regime of inland navigation in the various countries of America, with due reference, inter alia, to the work of the Pan-American Conferences.

In pursuance of this resolution, the Secretariat has carried out the proposed study, the results of which are set forth below. The study comprises, in the first place, an examination of the situation as regards navigation on the various navigable waterway systems and in the different countries of America considered individually, and also of the bilateral and multilateral agreements concluded among those countries on the subject. This is followed by an examination of the collective action taken by the American States in the matter at the Pan-American Conferences.

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The question of freedom of navigation on American rivers arose at a fairly early period, soon after the establishment of independent States in that continent.

To take North America first. As early as the end of the 18th century, the United States of America raised the question of freedom of communications with the sea on the great rivers of which it was a riparian State, but the lower course and mouth of which were situated in the territory of other States.

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The case arose first in connection with the Mississippi. By the Treaty of Peace concluded on September 3rd, 1783, between the United States and Great Britain whereby the mouth of the Mississippi remained under British sovereignty, it was stipulated that navigation on that river from its source to the ocean should always be free and open to British subjects and also to nationals of the United States. When, later, Spain acquired the territory in which the mouth of the Mississippi is situated, a controversy arose between the United States and Spain, which had instituted in its sector the exclusive right of navigation for vessels belonging to its own nationals, to the exclusion of the riparians of the rest of the river's course, which was situated entirely within United States territory. This controversy was closed by the Treaty of San Lorenzo el Real of October 27th, 1795, which stipulated that the navigation of the Mississippi from its source to the ocean should be free only for nationals of Spain and of the United States, subject to the possible extension of that privilege by Spain to nationals of other Powers, by means of special conventions.

Under the Treaty concluded between the United States and Spain at Washington on February 22nd, 1819, however, the whole course of the Mississippi, including its mouth, passed under the jurisdiction of the United States, and accordingly that river ceased to be an international waterway.

The St. Lawrence and the Great Lakes constitute another very important waterway system, in connection with which a controversy arose in 1824 between the United States and Great Britain. This system throughout its greatest part forms the frontier between the United States and Canada, but the lower course and mouth of the St. Lawrence are situated entirely in Canadian territory. The United States wished to obtain free access to the sea in this latter section of the river. Great Britain did not at first grant this right to the United States, however, and it was not until 1854 that a first treaty was concluded between the two States providing a temporary settlement of the question. Under that Treaty, signed at Washington on June 5th, 1854, it was agreed that the citizens and inhabitants of the United States should have the right to navigate as freely as British subjects on the St. Lawrence river and the canals situated in Canadian territory and serving as means of communication between the Great Lakes and the Atlantic Ocean, and that they should be liable to payment of the same tolls and dues as British subjects. The British Government, however, reserved the right to suspend this privilege on giving notice to the United States Government. In such an event, the United States would also have the right to suspend the privilege granted to British subjects by the same treaty - namely, freedom of navigation under the same conditions as for United States nationals on Lake Michigan (which lies entirely within United States territory) and on various inland navigable canals.

As will be seen, this treaty granted the right of navigation on the St. Lawrence in the form of a privilege, which, moreover, was revocable. For that reason, the United States initiated further negotiations, claiming freedom of access to the sea as a right, a view which was contested by Great Britain. These negotiations eventually resulted in the conclusion of the Treaty of Washington of May 8th, 1871, which provided that navigation on the wholly Canadian section of the St. Lawrence river should thenceforward and for ever be free and open to commerce of United States

citizens in accordance with such laws and regulations of Great Britain or of the Dominion of Canada as were not incompatible with this privilege of free navigation. The same treaty provided that navigation on the three rivers Yukon, Porcupine and Stikine, the upper courses of which are situated in Canada and the lower courses and mouths in Alaska territory, should be free, under the same conditions as stated above, to British subjects and citizens of the United States. Further, the treaty accorded United States citizens the right to navigate on the Welland Canal, which connects Lake Erie and Lake Ontario, and on other Canadian canals. It also recognised the right of British subjects to navigate on Lake Michigan and on various United States canals connected with the navigation system of the Great Lakes or on rivers crossed by or contiguous with the frontier line.

By this treaty, the privilege of free navigation was thus given for ever, and it extended to all navigable waterways common to the United States and Canada.

This reciprocal right of free navigation on the navigable system in question was confirmed by the Treaty on Frontier Waters concluded between Great Britain and the United States on January 11th, 1909. That treaty set up an International Joint Commission composed of representatives of the United States and Canada as an advisory organ for both Governments on all questions arising in connection with the use of frontier waters (for domestic purposes and for sanitation, navigation, motive power and irrigation). Its principal duty is to prevent disputes in connection with these questions and to endeavour to settle all outstanding questions. Frontier waters within the meaning of the treaty are those along which the international frontier runs, exclusive of tributaries, so that Lake Michigan does not come within the competence of the Commission. Since its institution, the Commission has rendered valuable services.

Lastly, the Treaty of Washington of February 24th, 1925, regarding Lake Woods, situated on the frontier of the United States and Canada above the Great Lakes system but connected to that system, deals, inter alia, with navigation common to the two States on that lake, to which it also extends the competence of the International Joint Commission.

As regards navigation on the St. Lawrence system, an important conservancy scheme has been under consideration for some years, and the negotiations on the subject between the United States and Canada have resulted in the conclusion of a treaty, signed at Washington on July 18th, 1932, but not yet ratified. The object of this scheme is to throw the whole system open to large sea-going vessels, which at present can proceed only as far as Montreal. It provides for the regularisation of the part of the St. Lawrence between Montreal and Lake Ontario, including the conservancy of hydraulic power and the improvement of the waterways linking the various lakes. The scheme has not yet been given practical application, however.

Nevertheless, the Welland Canal, which links Lake Erie and Lake Ontario, bypassing Niagara Falls, and is thus comprised in this navigable system, has just been reconstructed by the Canadian Government, in whose territory it is situated, with a view to the execution of the above-mentioned scheme.

There are two other rivers, of less importance, which are common to the United States and Canada and regarding which treaties have been concluded between the United States and Great Britain. There was, first, the Treaty of August 9th, 1842, regarding the River St. John, which has its source in the United States (State of Maine) and its mouth in the Atlantic Ocean (Province of New Brunswick). This treaty provides that navigation shall be free and open to both States. The second Treaty, dated June 15th, 1846, relates to the Columbia River, the upper course of which is situated in Canadian territory while the lower course and mouth (on the Pacific Ocean) are in United States territory. This treaty provides freedom of navigation for British subjects on the lower course of the river as far as the sea in United States territory.

As regards rivers common to the United States and Mexico - namely, the Rio Grande (Rio Bravo del Norte), the upper course of which lies in United States territory while the lower course forms the frontier between the United States and Mexico; and the Colorado, which is situated almost entirely in United States territory, there being only a short section of the lower course and the mouth in Mexican territory - a treaty was concluded between the two States at Guadalupe Hidalgo on February 2nd, 1848. This treaty provided, as regards navigation, that United States vessels and nationals should at all times have free and uninterrupted passage via the Gulf of California and the Colorado River on the Mexican section and that navigation on the Gila River, a tributary of the Colorado, should be free and common to the nationals and vessels of both countries. As regards the Rio Grande, the treaty provided that navigation on its frontier section should be free and common to nationals of both countries. Lastly, the treaty provided that neither State should construct, without the consent of the other, works liable to hinder or interrupt wholly or in part the exercise of the right of navigation, even for the purpose of promoting new methods of navigation, and that no due could be levied on navigation or on goods unless a previous agreement were reached between the two Governments.

The rights granted by this treaty were confirmed by a subsequent Treaty signed by the two States at Mexico City on October 30th, 1853.

Subsequently, a dispute arose between the United States and Mexico regarding the use of the water from the Rio Grande for irrigation in the territory of the United States. This dispute was settled by the conclusion, on May 21st, 1906, of an agreement guaranteeing a specified quantity of water to Mexico. Lastly, in 1924, the United States Congress adopted a statute regarding an investigation to be made, in co-operation with Mexico, into the equitable use of the waters of the Rio Grande. This statute provides, inter alia, for the creation of an International Commission entrusted with its application.

It will be seen from all the above-mentioned agreements concluded by the United States and neighbouring countries that the right of navigation on international rivers has always been granted by means of agreements, and has not been declared to be a principle of international law.

As regards South America, the position in respect of the Amazon and its tributaries will be examined first. This great river system is for the most part situated in Brazilian territory,

but also extends to the territory of Venezuela, Colombia, Ecuador, Peru and Bolivia.

The first instrument relating to the freedom of navigation on the Amazon was the Agreement concluded at Lima on October 23rd, 1851, between Brazil and Peru, by which it was agreed that the passage of vessels, goods and products from Brazil to Peru and vice versa would be free, under conditions of complete equality, for both countries.

As this agreement did not provide for the right of navigation for non-riparian States, it gave rise to protests on the part of the United States of North America, which demanded that the river should be opened to international navigation. A long controversy ensued, during which France and Great Britain took sides with the United States. Brazil, however, persisted in maintaining that the right of navigation belonged to the riparian States alone, and refused other States access to the Amazon.

In the meantime Peru, by a Decree of April 15th, 1853, had declared that navigation on the waters of the Amazon should be free for Brazilian nationals and vessels, and that the citizens and nationals of other nations who had signed most-favoured-nation treaties with Peru might, in case they had obtained access to the waters of the Amazon, enjoy the same rights in Peruvian territory as those granted to Brazilian vessels and nationals.

By a subsequent declaration of January 4th, 1854, however, Peru granted the right of navigation on the Amazon thenceforward only to Brazil, to the exclusion of any other foreign country, even if it had concluded special agreements in respect of navigation.

Lastly, when the Treaty concluded between Brazil and Peru in 1851 expired on October 23rd, 1858, a new agreement was signed between the two countries, declaring that the navigation of the Amazon River was free for the contracting parties.

In addition, Brazil concluded at Caracas, on May 5th, 1859, a Treaty with Venezuela which provided that Brazilian vessels might pass freely from Brazil to Venezuela via the Rio Negro or the Guiana (a tributary of the Amazon), Casiquiare and the Orinoco, and that, reciprocally, Venezuelan vessels could pass via the Rio Negro and the Amazon to the ocean, and vice versa. On the other hand, the right of cabotage was not granted.

In addition to the negotiations with Brazil and Peru, which gave no results, the United States also entered into parallel negotiations with the other riparian States of the Amazon River system, namely, Colombia, Ecuador and Bolivia. As a result of these negotiations, Colombia was the first country which (by a Law of April 7th, 1852) authorised free traffic on all its navigable waterways for all foreign merchant vessels. This right did not apply only to the rivers common to Colombia and the neighbouring States, but also to the purely Colombian waterways - in particular, the Magdalena. It was confirmed by further laws in 1856 and 1864.

By a Decree of November 26th, 1853, Ecuador, in her turn, proclaimed that the waterways situated in her territory, including the tributaries of the Amazon, were open to all nations.

Bolivia, in a Decree of January 27th, 1853, declared that navigation on the tributaries of the Amazon and La Plata was open for the trade and navigation of all nations. This right was confirmed by a Treaty concluded between Bolivia and the United States on May 13th, 1858, in which it was declared that, in accordance with the principles of international law, Bolivia regarded the Amazon and La Plata rivers, together with their tributaries, as waterways open by nature to the trade of all nations.

Lastly, by a Decree of December 7th, 1866, Brazil also granted freedom of navigation on the Amazon and its tributaries. This Decree provided, *inter alia*, that, as from September 7th, 1867, navigation would be free to vessels of all nations on the entire length of the Amazon situated in Brazilian territory, together with its tributaries - namely, the Tocantins as far as Cameta, the Tapazoz as far as Santarem, the Madeira as far as Borda, and the Negro as far as Manaus. The same Decree opened to navigation the River San Francisco from its mouth in the Atlantic Ocean to Penedo. Lastly, this Decree maintained in force the above-mentioned two agreements concluded with Peru and Venezuela respectively.

The freedom of navigation granted by this Decree was confirmed by the Navigation Rules published on July 31st, 1867.

Peru, by a Decree of December 17th, 1868, proclaimed that navigation on all rivers situated in her territory would be open to merchant vessels of any nationality.

In addition, a Treaty was concluded at Bogota on June 21st, 1908, between Colombia and Ecuador, in which both States granted each other in perpetuity the right of free navigation on the Amazon and its tributaries belonging to them.

As a result of all the treaties and agreements mentioned above, the navigation of the Amazon and a great part of its tributaries is now free for the nationals of all nations.

As regards the second great river system of South America, the Rio de la Plata, which includes in particular its big tributaries, the Parana, Uruguay, Paraguay and Pilcomayo, and is situated in the territory of the Argentine, Uruguay, Brazil, Paraguay, and Bolivia, Uruguay was the first State which (by a Decree of May 24th, 1851, regarding navigation on the tributaries of La Plata) declared that coasting vessels flying the flag of the riparian States of the Uruguay, Parana and Paraguay rivers would be treated at the port of Montevideo on a footing of entire equality with national vessels. The same Government concluded an agreement with Brazil on October 12th, 1851, recognising the common right to navigation on the Uruguay River and its tributaries belonging to the two States. The two parties also undertook to request the other riparian States of the La Plata and its tributaries to conclude similar agreements with a view to making navigation on the Parana and Uruguay rivers free for all riparian States.

It will be seen that the above-mentioned agreements related only to the navigation rights of the riparian States.

By a Decree of October 10th, 1855, however, Uruguay opened her navigable waterways to the trade of all nations.

The Argentine, after having first regarded La Plata as closed to non-riparian countries and open only to riparian countries in their respective jurisdictions, subsequently adopted a more liberal treatment of navigation for all flags. By a Decree signed at Parana on October 3rd, 1852, it was provided that navigation on the Parana and Uruguay rivers should be permitted for all merchant vessels, whatever their nationality, tonnage or origin.

The Argentine Constitution of May 1st, 1853, in its turn provided that navigation on the inland rivers of the Argentine should be free for all flags, subject only to the observance of the regulations in force. This right was confirmed by the new Constitution of September 26th, 1860.

Lastly, by the Treaty of San José de Flores, concluded on July 10th, 1853, between the Argentine on the one hand and Great Britain, France and the United States of America on the other hand, it was provided that the Argentine permitted free navigation to merchant vessels of all nations on the parts of the Parana and Uruguay rivers situated in its territory. Consequently, these vessels were allowed to load and unload in the Argentine ports open for that purpose. The treaty recognised freedom to exercise this right also in time of war.

In addition, by an agreement concluded at Parana on November 20th, 1857, with Brazil, the Argentine generalised the principles of the above-mentioned Treaty of July 10th, 1853, and declared that the Uruguay, Parana and Paraguay Rivers from their confluence with the La Plata River to the internal ports opened by the riparian States would henceforward be freely accessible to the trade and navigation of all nations. In the absence of a special agreement, however, this freedom did not extend to the tributaries of these rivers and did not include the right to coasting trade. The same agreement provided that no taxes, either direct or indirect, could be imposed on river transit.

The question of coasting trade was settled in a general manner in the Argentine by the Law of August 13th, 1910, which provides that navigation and coasting trade between the ports of the Republic are reserved for vessels flying the national flag, except in cases where reciprocity is granted by the other riparian States.

By a Decree of December 7th, 1856, Brazil granted free navigation on all the tributaries of the Parana and Paraguay rivers situated in its territory.

Paraguay had already, under the Treaty concluded on March 4th, 1853, at Asunción with Great Britain, granted the latter, subject to reciprocity, freedom of navigation on the Paraguay River as far as Asunción, and on the portion of the Parana River within its jurisdiction as far as Incarnación. This concession was also extended to France. Some years later, freedom of navigation on the Paraguay River was permanently established by the Treaty of Asunción of February 4th, 1859, concluded with the United States.

Bolivia, as stated above, by a Decree of January 27th, 1853, and the Treaty with the United States concluded in 1858, opened the part of the Rio de la Plata situated in her territory,

together with its tributaries, to the navigation of the United States and invited the vessels of all nations to her ports.

As a result of these various agreements, the La Plata river system, including its great tributaries, is open to the navigation of the vessels of all States, whether riparian or not.

Lastly the Orinoco River, which with its tributaries is situated in the territory of Venezuela and Colombia, forms a third important river system of South America.

As stated above with regard to the Amazon, an agreement was concluded at Caracas on May 5th, 1859, between Brazil and Venezuela. This agreement also related to navigation on the Orinoco, since this river is in fact joined by the Casiquiare Canal to the Rio Negro, a tributary of the Amazon, and thereby to the Amazon itself.

In addition, Venezuela, by a Law of May 14th, 1869, had opened the Orinoco to foreign merchant vessels. By a Decree of July 1st, 1893, however, all the channels of the Orinoco, with the exception of the Boca Grande, were closed to foreign trade, the channels of Macareo and Pedernales being reserved for coasting trade, while navigation was prohibited in all the other channels.

Moreover, lengthy negotiations with regard to navigation on the Orinoco were carried on between Venezuela and Colombia, in which the latter endeavoured, though without success, to obtain freedom of navigation to the sea by the lower reaches of the Orinoco, situated in Venezuelan territory. For instance, in the delimitation Treaty concluded between the two States at Bogota on December 14th, 1833, it was provided in respect of rivers common to both that the two States should grant each other freedom of trade and navigation and that the inhabitants of each of them could enter the ports, roadsteads, bays and rivers of the other which were open to foreign trade. In addition, with a view to promoting trade between the two nations, navigation on the rivers common to the two countries was to be free, and the vessels of each of them were to be treated on a footing of entire equality with national vessels. This treaty, which was approved by the Colombian Congress in the following year, was, however, not approved by Venezuela. A number of subsequent efforts did not lead to any definite results.

Further mention will be made of this case in the part of this study relating to Pan-American Conferences.

It is of interest to note, lastly, that Brazil and Uruguay, by the Rio de Janeiro Treaty of October 30th, 1909, declared that, on the Yaguaron River and the Lake Merin waterways situated on their joint frontier and communicating with the Atlantic Ocean, only Brazilian and Uruguayan vessels might navigate and carry on trade, the coasting trade in each country being, however, reserved for national vessels.

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Notwithstanding the considerable number of existing agreements relating to freedom of navigation on the various navigable systems of America, some American States would have preferred that this question should be settled in a general manner for the entire



continent, freedom of navigation being laid down as a fixed principle, since this would provide a stable basis for the development of international navigation in the future. For instance, at the First Pan-American Conference, held at Washington in 1889, several delegations proposed that a recommendation be made to the Governments of the American States to adopt the principle of freedom of navigation on the rivers for all countries traversed by those rivers, together with freedom of passage to the sea for all riparian States.

The first question raised by the Commission which examined this proposal was whether the Conference was competent to deal with such a case, which entered into the domain of international public law. The Commission, however, considered that there was no objection to adopting a recommendation on this subject. In adopting this attitude, it had taken into account, in particular, the fact that the invitation to the Governments to attend the Conference stated, inter alia, that it would be called upon to examine measures calculated to maintain peace and to develop the prosperity of the various American States and that it might also, on the proposal of any one of the States represented, consider any questions relating to the general welfare of several States. Admitting as a recognised principle of international law based on justice, equity and the requirements of the general interest, that river navigation must be free for all riparian States and that free passage by waterway to the sea must be ensured to all States which have no other means of reaching it, the Commission proposed a draft resolution drawn up by the delegate of Ecuador, providing: (1) that the rivers separating several States or washing the shores of their territories should be open to the free navigation of the mercantile marine or war vessels of riparian States; (2) that this declaration would in no way affect the jurisdiction or the sovereignty of the riparian States either in time of peace or in time of war.

In submitting this proposal, the delegate of Ecuador pointed out that, in spite of the numerous existing agreements, freedom of navigation on the American continent was in many cases not sufficiently clearly defined or guaranteed, and, moreover, all the agreements in force could be revoked or not renewed on expiry. It would thus be preferable in the general interest to admit such freedom of navigation as a unanimously and definitely recognised principle.

The delegate of the United States of America, however, submitted a minority report, in which, while admitting the principle of freedom of navigation, certain reservations were made regarding its application in time of war on account of the great difference in the strength of the various riparian States. In the conclusion of this report, it was suggested that the settlement of this question should be left to the discretion of the riparian States, who would certainly be far more likely to reach an amicable settlement of any cases which might arise on the basis of their own interests than by an appeal to general principles. At the end of his report, the delegate of the United States of America said he could not agree to a resolution which regarded the question as a principle of American international law.

After discussion, the Conference adopted the above-mentioned recommendation by the votes of the following States: Haiti, Peru, Guatemala, Colombia, Argentine, Costa Rica, Paraguay, Brazil, Honduras, Mexico, Bolivia, Chile, Salvador, Ecuador. The United States and Nicaragua voted against the recommendation. The Venezuelan

delegate abstained from voting, on the ground that his delegation had not had time to study the report, and therefore regretted that it could not vote, since it was unprepared.

The above recommendation, which was voted by the majority of the States represented at the Conference, and which, moreover, related to the right of navigation of the riparian States only, was, however, not subsequently ratified.

The question of freedom of navigation did not again come up for discussion until the Fifth Pan-American Conference, held at Santiago de Chile in 1923, as a result of a proposal made by Venezuela.

In conformity with the regional agreement concluded on the occasion of the Second Pan-American Conference, held in Mexico in 1902, between the Argentine, Bolivia, Colombia, Ecuador, Paraguay, Peru and Uruguay, a geographical congress was to have been held to settle the problem of connection between the three great hydrographical systems of South America - the Amazon, the River Plate and the Orinoco. At the Fifth Conference, the delegation of Venezuela, referring to this arrangement, proposed a draft agreement under which the States represented, taking into account the desire to establish among themselves more convenient and numerous means of communication, and of the fact that a closer system of communications might be instituted between the countries of South America by the union, which was easy to bring into effect, of the three great hydrographical systems of that continent, decided to convene a technical conference of geographical and engineering experts of all the countries represented, for the purpose of studying the possibility and the best and speediest form of intercommunication between the three main waterways - the River Plate, the Amazon and the Orinoco. This technical conference was to be held at Rio de Janeiro within two years after the conclusion of the agreement.

As mentioned in the first part of this study, Colombia, which had for a long time past been negotiating with Venezuela with regard to freedom of navigation on the Orinoco system common to the two countries, and with regard to the right of passage of transit trade on this river to the sea - these negotiations having subsequently been interrupted - proposed the addition to the draft agreement submitted by Venezuela of the question of freedom of navigation on common rivers. To this end the Colombian delegate submitted an amendment which was intended to precede the text of the Venezuelan proposal, and by which the contracting States were to undertake to ratify the declaration, already mentioned, of the First Pan-American Conference concerning the free navigation of common rivers.

The Colombian delegate thought that it would be ineffective and hence useless to adopt the Venezuelan proposal if the latter were not supplemented by this reference to freedom of navigation, also accepted by Venezuela.

As a consequence of this intervention by Colombia, and of the discussion which took place in this connection at the Conference, the Venezuelan delegation withdrew its proposal. Colombia then took up this proposal herself, adding her own amendment, and submitted it in her turn to the Conference. Nevertheless, after examination and

discussion, the Conference, without itself accepting Colombia's proposal, suggested that the latter should refer the question back to the Council of the Pan-American Union. Colombia would not agree to this course, and withdrew her proposal, so that, finally, no resolution at all was adopted on this subject by the Conference.

In the interval between the Fifth and Sixth Pan-American Conferences, the American Institute of International Law - which had been asked to prepare the work of the Commission of American Jurists to be held at Rio de Janeiro in 1927, in virtue of a decision of the Fifth Pan-American Conference - drew up, inter alia, in 1925 a study of the question of freedom of navigation. Nevertheless, the Rio de Janeiro Commission of Jurists did not undertake the examination of this question any more than the Sixth Pan-American Conference itself, which met at Havana in 1928, owing to the fact that this examination might affect questions pending between certain States.

This Sixth Conference dealt with two other questions relating to inland navigation - viz.:

(a) The item in the Conference's programme, "Means of facilitating the development of river intercommunication between the American nations", included in the chapter "Communications Problems". This question was submitted to the Communications Commission of the Conference, whose rapporteur (the delegate of Uruguay) proposed a resolution concerning the study of the conditions of navigability on international rivers. This resolution was adopted without discussion, and reads as follows:

"The Sixth International Conference of American States resolves:

"To recommend to the Governments of the American Republics which have navigable rivers that they proceed to undertake technical studies regarding the conditions of said rivers, their navigability, the obstacles which impede their navigation, methods and cost of the elimination of those obstacles, and the possibility of connecting or bettering the connections which exist between the navigable rivers of America, arriving at definite conclusions on the points mentioned, with the object of submitting these findings with explanatory memoranda to the Pan-American Union, in order that it may refer said studies to the consideration of the next Pan-American Conference."

(b) The question of the industrial and agricultural use of the international rivers, which had been raised in the Conference's Commission on International Public Law. The report of the rapporteur of this Commission (the Argentine delegate) maintained the right of a State to utilise the waters of the rivers washing the shores of its territory, subject to compensation to be paid to other countries for any losses they might sustain as a result of the diversion of water by the State in question.

Nevertheless, objections having been raised in the Commission, and as this was a new question not on the agenda, this question was eventually not discussed, but was referred to

the Seventh Conference in the following resolution:

"The Sixth International Conference of American States resolves:

"To recommend to the Pan-American Union that it direct that a study be made by the competent bodies, if possible by the International Commission of Jurists, of the question of regulating the industrial and agricultural use of international rivers, and to submit any projects formulated thereon to the Seventh Conference."

Lastly, the programme of the Seventh Pan-American Conference, which was to have met at Montevideo in 1932, but which was postponed and will in any case not meet before the end of 1933, contains the following questions relating to inland navigation:

(a) Question of the regulation of international rivers for industrial and agricultural purposes, which has just been mentioned above, and which appears as Item 7 of the agenda:

"Examination of the draft of the Rio de Janeiro Commission on Public International Law with regard to the general principles facilitating regional agreements between riparian countries relating to the industrial and agricultural use of international waterways."

(b) Question of the navigability of the rivers of the American continent, which has already been dealt with previously in relation with the work of the Sixth Conference, and which appears as Item 18 of the programme of the Conference:

"Navigation of Inter-American waterways; reports of the Governments on the technical studies relating to the navigation of rivers and the elimination of obstacles in the way of navigation, and the possibility of connecting or improving existing connections between them."

Before concluding, it is of interest to indicate the position of the countries of America with regard to the Convention on the Regime of Navigable Waterways of International Concern, concluded at Barcelona in 1921.

This Convention was signed, subject to ratification, by Bolivia, Guatemala, Panama and Uruguay. It was subsequently acceded to, subject to later ratification, by Colombia and Peru. None of the States mentioned above, however, have yet ratified this Convention. Lastly, the Chilean Government ratified the Convention on March 19th, 1928.

The Additional Protocol to this Convention was signed, subject to ratification, by Peru. This ratification has not yet taken place. The Chilean Government ratified this Protocol at the same time as the Convention itself.

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Geneva, August 3rd, 1934.

LEAGUE OF NATIONS

**ORGANISATION FOR COMMUNICATIONS AND TRANSIT**

**STABILISATION OF MOVABLE FEASTS**

**SUMMARY OF REPLIES FROM RELIGIOUS  
AUTHORITIES TO THE LETTER FROM THE SECRETARY-GENERAL  
OF THE LEAGUE OF NATIONS COMMUNICATING THE ACT  
REGARDING THE ECONOMIC AND SOCIAL ASPECTS  
OF FIXING MOVABLE FEASTS**

**I. — COMMUNICATION OF THE ACT TO THE RELIGIOUS AUTHORITIES.**

According to the instructions of the Council, the Secretary-General brought the Act regarding the economic and social aspects of fixing movable feasts, adopted by the Fourth General Conference on Communications and Transit, to the notice of the Christian Religious Authorities, asking them to consider as favourably as possible what action they could take in the matter.

As far as the Holy See is concerned, the Act was communicated by letter from the Secretary-General of the League to the Secretary of State of His Holiness on November 16th, 1932.

As regards Christian Churches other than the Roman Catholic Church, a request was addressed on November 16th, 1932, to the President of the Universal Christian Council for Life and Work, to which all these Churches are affiliated, asking him to bring the above-mentioned Act to their knowledge and to inform the Secretary-General of the League of the views expressed by the Churches in the matter.

**II. — RESULTS OF THE ENQUIRY.**

*1. — Attitude of the Holy See.*

By letter dated December 30th, 1932, Cardinal Pacelli informed the Secretary-General that the Holy See maintains the point of view already expressed in previous communications — *i.e.*, that the stabilisation of Easter is a pre-eminently religious question which falls within the competence of the Holy See and that, for reasons of higher spiritual concern, the Holy See cannot contemplate a change in this matter.

*2. — Attitude of the Christian Churches affiliated to the Universal Christian Council for Life and Work.*

The main results of the enquiry into the attitude of these Churches were communicated to the Secretary-General in a report drawn up by the Research Department of the Universal Christian Council for Life and Work on July 25th, 1933.<sup>1</sup>

This report may be recapitulated as follows :

**A. ATTITUDE OF THE ORTHODOX SECTION OF THE UNIVERSAL CHRISTIAN COUNCIL.**

All the members of the Orthodox Section mentioned in the following list were asked to state their attitude to the proposals of the League of Nations :

- His Holiness the Œcumenical Patriarch of Constantinople, *President.*
- His Grace the Metropolitan of Thyateira, Archbishop D. Germanos.
- His Grace the Metropolitan of Trebizond, Chrysanthos, Greece.
- His Beatitude the Patriarch and Pope of Alexandria, Egypt.
- His Grace the Metropolitan of Hermopolis, Nikolaos, Egypt.
- His Beatitude the Patriarch of Antiochia, Syria.

<sup>1</sup> Copies of this report are available in the archives of the League.

His Beatitude the Patriarch of Jerusalem, Palestine.  
His Grace the Metropolitan of Jordan, Timotheus, Palestine.  
His Beatitude the Patriarch of Serbia, Barnabas, Yugoslavia.  
His Lordship the Bishop of Novi Sad, Ireneus, Yugoslavia.  
His Beatitude the Patriarch of Roumania, Myron Christea, Roumania.  
His Grace the Metropolitan of Sibyu, Nikolaos, Roumania.  
His Beatitude the Archbishop of Cyprus, Cyrill, Cyprus.  
His Grace the Metropolitan of Paphos, Leontios, Cyprus.  
His Beatitude the Archbishop of Athens, Chrysostomos, Greece.  
Professor H. S. Alivisatos, *Secretary*, Athens, Greece.  
His Beatitude the Metropolitan of Warsaw, Dionysios, *Vice-President*, Poland.  
Archimandrite Sawa, Poland.  
His Grace the Metropolitan of Sofia, Stephan, Bulgaria.  
Professor Dr. Zankow, Sofia, Bulgaria.

The President of the Orthodox Section is His Holiness the Œcumenical Patriarch of Constantinople. His Grace the Metropolitan of Thyateira, Archbishop D. Germanos, is his permanent representative and at the same time one of the four Presidents of the Universal Christian Council. The Œcumenical Patriarchate, as well as its own domain, governs the Church of Albania, and the dioceses in Europe, America and Australia and its supremacy covers also the autonomous Churches of Finland, Estonia and Crete. It is connected with the autocephalic Orthodox Churches of Alexandria, Antiochia, Cyprus, Greece, Jerusalem, Yugoslavia, Poland, Roumania and Russia.

The attitude of the Orthodox Churches to the stabilisation of Easter was jointly decided upon at the Panorthodox Congress of May 23rd and June 5th, 1923, and communicated to the League of Nations by the Œcumenical Patriarch, with whom the initiative for following the question further was left.

The results of the new investigation can be summed up in the following way :

The general attitude of the Orthodox Church to the stabilisation of Easter, which was established by the resolutions of the Panorthodox Congress of May 23rd and June 5th, 1923, is still regarded as the basis of the present attitude to the proposals of the League of Nations. Thus, the Orthodox Church is ready, if all the Christian Churches are in common agreement, to accept a stabilisation of Easter, which in any event must fall on a Sunday. Furthermore, the official representative of the Œcumenical Patriarch, Professor Dr. D. Eginitis, of Athens, has, in connection with the resolutions of the Fourth General Conference for Communications and Transit, in the year 1931, declared himself for the stabilisation of Easter on the Sunday following the second Saturday in April, and reported accordingly to the Œcumenical Patriarch of Constantinople without any objections having been raised. Consequently, there are no fundamental objections from the Orthodox Church to a suitable stabilisation of Easter, provided that a general agreement on this point can be reached by all the Christian Churches. The Patriarch of Alexandria, the Archbishop of Athens, the Archbishop of Cyprus and the Archbishop of Roumania have again emphasised the common attitude of the Orthodox Churches in a direct reply to the Research Department.

A particular expression of opinion as to the latest proposals of the League of Nations is still to be expected from some of the individual autocephalic Orthodox Churches. The Holy Synod of the Orthodox Roumanian Church has concerned itself with the most recent proposals of the League of Nations, without its having been possible to arrive at a final resolution. In this connection the Archbishop and Metropolitan of Roumania has personally pointed out that, in the event of such a change of age-old custom, everything must be done to avoid a shock to the religious life of the faithful.

In the same way, an expression of its attitude is not to be expected from the Orthodox Church of Yugoslavia before June 1933, since the Council of Bishops, as the competent assembly, will not come together before Whitsun.

According to the communication from the Metropolitan of Warsaw, an official statement is also expected from the Orthodox Church of Poland on the whole question of the stabilisation of Easter and of the calendar reform eventually to be connected with it.

#### B. EUROPEAN-CONTINENTAL SECTION OF THE UNIVERSAL CHRISTIAN COUNCIL.

From the Churches which belong to the European-Continental Section, there is no uniform decision such as is stated by the Churches represented in the Orthodox Section. The enquiries were supported in some countries and groups of Churches by special investigations undertaken by the competent Church organisations. Such special investigations were carried out for the Old Catholic Church, for the German Protestant Church Federation, for the French Protestant Church Federation and for the Swiss Protestant Church Federation.

Below are given first of all the essential points of the attitude of each Church represented in the European-Continental Section, and then, in a general survey, the decisions common to all the Churches are summed up :

*Germany*: Deutscher Evangelischer Kirchenbund (German Protestant Church Federation).

Taking for granted the general agreement of the Christian Churches to the stabilisation of Easter, no objections of a fundamental nature will be raised, but the necessity, or at least the desirability, of the stabilisation of Easter is expressly stated. With regard to the date, opinion differs. A wish is expressed that Easter might possibly be fixed within a period before the first of April and in fact on the first Sunday following March 21st — that is to say, on a day between March 22nd and 28th. In this way the disturbance and commotion caused by April 1st being the first day of the quarter and of the financial year would be avoided as far as possible. But the advantages of a fixed Easter are regarded by the German Protestant Churches as being so essential that they would also agree to a latter date so long as the solemnity of Holy Week were not endangered or the Easter festival itself harmed.

*Austria:* Evangelische Kirche Augsburgischen und Helvetischen Bekenntnisses (Protestant Church of the Augsburgian and Helvetican Creed).

There are no objections to the stabilisation of Easter. On the contrary, it is considered desirable, and agreement is expressly given to the proposal of the League of Nations for the stabilisation on the Sunday following the second Saturday in April. On the other hand, a fixed date for the stabilisation of Easter is rejected.

*Belgium:* Eglise chrétienne missionnaire belge (Christian Missionary Church of Belgium).

No fundamental objections are raised to the proposal of the League of Nations with regard to the stabilisation of Easter, on condition that a general agreement between all the Christian Churches can be reached.

*Denmark:* Den evangelisk-lutherske Folkekirke i Danmark (Lutheran National Church in Denmark).

Provided there is general acceptance by the Christian Churches of the stabilisation of Easter, no objections are to be expected from the Danish Church to the proposal of the League of Nations.

*Estonia:* Evangelisch-lutherische Kirche in Eesti (Lutheran Church in Estonia).

No fundamental objections to the proposal of the League of Nations will be raised as long as a general agreement of the Christian Churches is guaranteed.

*Finland:* Suomen Evankelis-lutherilainen kirkko (Lutheran Church in Finland).

No fundamental objections to the proposal of the League of Nations will be raised, provided that the stabilisation of Easter meets with the general approval of the Christian Churches.

*France:* Fédération protestante de France (Protestant Church Federation of France).

There are no objections to the League of Nations proposal for the stabilisation of Easter.

*Hungary:* A. Magyarországi Református Egyház (Reformed Church of Hungary).

No objections in principle to a stabilisation of Easter as proposed by the League of Nations will be raised. A definite resolution will be put before the next meeting of the General Assembly of the Reformed Church of Hungary.

B. Ungarländische Evangelische Christliche Kirche Augsburgischen Glaubens (Protestant Christian Church of the Augsburgian Confession in Hungary).

No objections to a stabilisation of Easter are raised. On the contrary, agreement with the League of Nations proposals is expressly stated. The question is only raised, whether it is perhaps better and more suitable to fix the festival on the *first* Sunday in April.

*Iceland:* Evangelisch-lutherische Volkskirche Islands<sup>1</sup> (Lutheran Church of Iceland).

There are no fundamental objections to the proposal of the League of Nations for the stabilisation of Easter on the Sunday following the second Saturday in April on condition that a general agreement between all the Christian Churches can be reached.

*Latvia:* Evangelisch-lutherische Kirche in Latvia (Lutheran Church in Latvia).

There are no objections to the League of Nations proposal for the stabilisation of Easter, if the Christian Churches in general give their consent.

*Norway:* Den norske Kirke (Norwegian Church).

No objections of principle are raised to the proposal made by the League of Nations to fix Easter on the Sunday after the second Saturday in April and to regulate all movable feasts in conformity with it, if this arrangement is internationally introduced in the Western Churches.

In accordance with the Government's attitude to the League of Nations proposal for a stabilisation of Easter, the wish is expressed that Easter should not be fixed on an earlier date than, say, April 20th, out of consideration for the interests of the fishermen in Northern Norway.

*Netherlands:* Raad van Nederlandsche Kerken voor practisch Christendom (Council of the Dutch Churches for Life and Work).

Presupposing the general agreement of the Christian Churches, no fundamental objections to the suggestions of the League of Nations for a stabilisation of Easter are made.

*Poland:* Rat der evangelischen Kirchen in Polen (Council of the Protestant Churches in Poland).

No objections to a stabilisation of Easter in conformity with the League's proposal, if it is accepted by all the Churches.

*Roumania:* A. Reformierte Kirche in Rumänien (Reformed Church in Roumania).

No fundamental objections to the League's proposal are raised, if the general consent of the Churches is secured.

B. Evangelische Landeskirche Augsburgischen Bekenntnisses in Rumänien (Protestant Church of the Augsburgian Confession in Roumania).

No objections to a stabilisation of Easter are raised. On the contrary, the pressing need for immediate calendar reform is indicated, so that Easter could be celebrated by all Christians in a united manner.

But the claim is put forward that Easter should be fixed on a *fixed date*, the real anniversary of the resurrection, and that, with this in view, a calendar fixed in relation to the days of the week should be introduced. Consent is therefore not given for the present to the League of Nations proposal, for this reason: stabilisation on an arbitrarily chosen day could only be justified if the right date of the day of the resurrection could not be ascertained. An expert scientific point of view is to be expected shortly and a definite opinion will be expressed before the end of June 1934.<sup>2</sup>

<sup>1</sup> Not officially connected with the Universal Christian Council.

<sup>2</sup> Since the conclusion of the enquiry by the Universal Christian Council, the Secretariat has received a letter from the Landes-Konsistorium of the Evangelische Landeskirche communicating a differently phrased statement of its attitude, which statement it requests the Secretariat to insert in the summary given above, which is taken from the report of the Universal Christian Council. The text communicated by the Evangelische Landeskirche is given in the Annex to the present report.

*Sweden:* Den evangelisk-lutherska kyrkan i Sverige (Lutheran Church in Sweden).

There are no fundamental objections to a stabilisation of Easter in accordance with the proposals of the League of Nations, provided there are well-founded reasons for a change of the present arrangement and that the general consent of the Christian Churches can be taken for granted.

*Switzerland:* Schweizerischer Evangelischer Kirchenbund (Swiss Protestant Church Federation).

There are no objections to a stabilisation of Easter which, on the contrary, is definitely welcomed by the Swiss Protestant Church Federation. Agreement to the League of Nations proposal is given on the understanding that it is generally adopted by the Christian Churches.

*Czechoslovakia:* Svaz evangelických církví (Federation of Protestant Churches).

In common agreement with all Christian Churches with regard to the special proposal made by the League of Nations, no objections to a stabilisation of Easter will be raised.

*Old Catholic Church:*

On the basis of an enquiry addressed to the bishops of the various Old Catholic Churches, it can be stated that the Old Catholic Churches welcome the stabilisation of Easter and give their consent to the proposal of the League of Nations.

#### SUMMARY.<sup>1</sup>

The actual results, to date, of the enquiries of the Research Department of the Universal Christian Council can be summed up in the following way :

1. In all the Churches of the European-Continental Section there is agreement that there are no fundamental objections to be raised to the stabilisation of Easter, which, on the contrary, is welcomed by an overwhelming majority of the Churches or regarded as being necessary.

2. In most of the Churches, this attitude is definitely made dependent on the fact that all the Christian Churches will give their consent to the stabilisation of Easter.

3. All the Churches, except one which still reserves its decision, agree with, or raise no objections to, the proposal of the League of Nations that Easter should be fixed on the Sunday after the second Saturday in April.

4. No Church, with one exception, demands the stabilisation on a certain date, while one of the Churches definitely rejects the acceptance of a certain date for the stabilisation of Easter.

5. No Church raises fundamental objections to a calendar reform which would eventually be necessitated as a result of the stabilisation of Easter, although the Churches, in connection with the actual enquiry, do not deal with this question or do not go into it very extensively. Only in one Church, where a definite decision still remains reserved, is the agreement to the stabilisation of Easter connected with the demand for a complete reform of the calendar.

#### C. THE BRITISH SECTION OF THE UNIVERSAL CHRISTIAN COUNCIL.

The British Section of the Universal Christian Council includes representatives of the Churches in England, Scotland, Wales, Ireland and Canada. The President is the Lord Bishop of Chichester, who is at present also President of the Universal Christian Council for Life and Work. In the following, the main points in the individual attitudes of the different Churches or Church federations are indicated, and then the attitude common to all of them is briefly summarised.

##### 1. *Church of England.*

The general attitude of the Church of England to the stabilisation of Easter, which was established by a resolution of the Convocation of the Church of England dated April 28th, 1925, is still regarded as the basis for a renewed attitude to the proposals of the League. According to this, from the point of view of dogma, there was no reason why the Church should object to the choice of a fixed date for Easter, but the Church of England could only consent to the proposed modification if it were accepted by the other Christian communities.

A particular opinion on the present request of the League of Nations is not available, but the previous resolution adopted by the Upper House of the Canterbury Convocation and endorsed by the Upper House of the York Convocation agrees with the proposal of the League of Nations. According to this, under the above condition, the first Sunday following the second Saturday in April should be adopted as the date of Easter.

##### 2. *Presbyterian Church of England.*

A definite opinion cannot be given before June 1933, but it is suggested in the meantime that the Church would join any plan for the stabilisation of Easter.

##### 3. *The General Assembly of Unitarian and Free Christian Churches.*

No objection is raised to the stabilisation of Easter on the Sunday following the second Saturday in April, provided the proposal meets with general approval. Opposition, however, would be aroused if any effort were made to fix Easter on a special date.

<sup>1</sup> Cf. Annex.



4. *Baptist Union of Great Britain : " The Baptist ".*

There are no objections to a stabilisation of Easter. On the contrary, it is expressly pointed out that their Churches in all countries would probably acquiesce in any generally accepted decision concerning the stabilisation of Easter.

5. *The Congregational Union of England and Wales.*

Agreement to the stabilisation of Easter on the Sunday following the second Saturday in April.

6. *The Churches of the Scottish Church Council.*

(a) *The Church of Scotland.* — The Church of Scotland has not dealt in detail with the question of stabilisation. But no fundamental objections are raised to the proposal made by the League of Nations.

(b) *The Episcopal Church in Scotland.* — The stabilisation of Easter finds the full support of the Church, although no means of achieving it have so far been discussed.

(c) *The Congregational Union of Scotland.* — The Church does not take a special point of view to the different proposals, but would support any plan for a stabilisation of Easter which met with general agreement.

(d) *The Baptist Union.* — Support of a stabilisation of Easter and the suggestion to fix it for the second Sunday in April.

(e) *The Methodist Church.* — The Church has not dealt in detail with the stabilisation of Easter. There are no objections to the proposal of the League of Nations.

(f) *The United Original Secession Church.* — This Church does not celebrate the festival of Easter. There is therefore no question of an expression of opinion upon the present proposals.

(g) *The Reformed Presbyterian Church.* — No objections to a stabilisation of Easter.

7. *United Council of Christian Churches and Religious Communities in Ireland.*

The proposal of the League of Nations for a stabilisation of Easter was brought before the Churches by the secretary of the Council without definite results on this special enquiry being available.

The Standing Committee of the General Synod of the Church of Ireland has stated that it does not so far see its way to give an official declaration on this question.

8. *The Presbyterian Church in Ireland.*

Support of a stabilisation of Easter on the Sunday following the second Saturday in April.

SUMMARY.

1. All the Churches of the British Section, as far as they can give their decision up till the present time, agree that fundamental objections to a stabilisation of Easter cannot be raised.

2. Some of the Churches or Church federations make their decisions dependent on the general consent of the Christian Churches and denominations.

3. From no Church are objections raised to the proposal of the League of Nations to stabilise Easter on the Sunday following the second Saturday in April.

4. No Church demands the stabilisation of Easter on a certain date. One of the Churches definitely expresses its opposition to every endeavour in this direction.

5. No attitude is adopted towards the question of calendar reform that will of necessity eventually result from the stabilisation of Easter.

D. AMERICAN SECTION OF THE UNIVERSAL CHRISTIAN COUNCIL

The American Section of the Universal Christian Council consists of representatives of the principal American Churches and denominations, the strongest group of which is united in the Federal Council of the Churches of Christ in America. The President of the American Section is the Rev. S. Parkes Cadman, D.D., who is at the same time one of the four presidents of the Universal Christian Council.

In conformity with a resolution of its Executive Committee, the Research Department of the Federal Council has directly addressed a special enquiry to the principal American Churches and denominations. This enquiry aimed at obtaining a survey of the decisions and evidences already to hand with regard to the question of the stabilisation of Easter. Further, the question is raised how far and in what sense the Churches would share in a common attitude of the Catholic, Orthodox and Protestant Churches and denominations on the question of the stabilisation of Easter.

According to the results of this special enquiry as so far available, no Churches or denominations have till now taken official resolutions on the question of the stabilisation of Easter. Furthermore, no formal discussion of the question has taken place in any of the Churches; only the " Evangelical Churches " had a very preliminary discussion of the question and also the Social Service Commission of the General Synod of the Reformed Church in the U.S. has discussed the matter.

The question whether the different Churches and denominations of America would join in a common action of Catholic, Eastern Orthodox and Protestant bodies throughout the world in regard to the stabilisation of Easter is stated and answered in the following way :

In the event of some date being agreed upon by official representatives of Catholic, Eastern Orthodox, and Protestant bodies throughout the world as a permanent date for the observance of Easter, do you think that the governing body of your denomination would be likely to make some specific declaration of attitude with reference to the change ?

*Yes.*

Northern Baptist Convention.  
Free Baptist.  
Congregational and Christian.  
Evangelical Churches.  
Evangelical Synod of North America.  
Friends (Five-years Meeting).  
General Conference Methodist Episcopal Church.  
Methodist Episcopal Church South.  
African Methodist Episcopal Church.  
African Methodist Episcopal Zion Church.  
Colored Methodist Episcopal Church in America.  
General Conference Methodist Protestant Church.  
Presbyterian Church U.S.A.  
General Synod of the Reformed Church in America.  
Reformed Church in the United States.  
Reformed Episcopal.  
United Brethren.  
United Lutheran.  
Free Methodist.  
Cumberland Presbyterian.  
Reformed Presbyterian Church in N.A.  
Universalist General Convention.  
United Presbyterian Church of N.A.  
Seventh Day Baptist — General Conference.

*No.*

General Council of the Assemblies of God.  
General Assembly Presbyterian Church U.S.A.  
Christian Reformed Church in North America.

*Doubtful — But not opposed to change.*

American Unitarian Association.

In the event of the Governing Body feeling called upon to make some such declaration, do you think that the attitude would probably be favourable or unfavourable ?

Northern Baptist Convention — Probably difference of opinion, many favour stabilisation.  
Free Baptist — Favourable.  
Friends (Five-years Meeting) — Probably not opposed.  
Methodist Episcopal Church South — Uncertain — probably favourable.  
African Methodist Episcopal Church — Favourable, if presented by the General Missionary Department.  
African Methodist Episcopal Zion — Favourable.  
Protestant Episcopal (National Council) — Will consult and report.  
Reformed Church in America — Probably favourable, no active interest.  
Reformed Church in the U.S. — Probably equally divided unless informational and educational literature were to precede the registration of attitudes.  
United Lutheran — Cannot prognosticate.  
General Council of Assemblies of God — Action doubtful.  
Free Methodist —  
General Assembly Presbyterian Church in U.S. — Cannot express opinion.  
Cumberland Presbyterian Church — Favourable.  
Christian Reformed Church in North America — No action likely.  
American Unitarian Association — Probably no opposition.  
Universalist General Convention — Favourable.  
United Presbyterian Church of North America — Favourable.  
Seventh Day Baptist General Conference — Favourable to a definite date without regard to the day of the week upon which it might fall. Unfavourable to the designation of a specific day of the week.

*Probably favourable :*

Congregational and Christian.  
Evangelical Churches.  
Evangelical Synod of North America.  
Methodist Episcopal Church General Conference.  
Methodist Protestant.  
Presbyterian Church in the U.S.A.  
Reformed Episcopal.  
United Brethren.  
Reformed Presbyterian Church in N.A.  
Colored Methodist Episcopal Church in America.

*From this it results that:*

1. An overwhelming majority of these Churches would join in a common attitude of all the Churches throughout the world.
2. An overwhelming majority of these Churches would probably be favourable to the stabilisation of Easter on a permanent date.

SUMMARY OF THE ATTITUDE OF THE CHURCHES OF THE UNIVERSAL CHRISTIAN COUNCIL FOR LIFE AND WORK.<sup>1</sup>

From the above decisions and reports, it emerges that, in spite of all multiplicity and difference of opinion, a united attitude to the essential questions of a stabilisation of Easter can be counted upon, as the following findings, to date, of the enquiry will show :

I. The overwhelming majority of the Churches agree that objections of a fundamental nature to a stabilisation of Easter cannot be raised.

II. The overwhelming majority of the Churches make their agreement to stabilisation of Easter dependent on the fact that a general agreement between the Christian Churches on this question can be reached.

III. To the proposal of the League of Nations to fix Easter on the Sunday following the second Saturday in April, the vast majority of the Churches do not raise any objections, while a very considerable proportion of them definitely express agreement.

IV. The Stabilisation of Easter on a certain date is demanded by only one Church, whose definite decision is still reserved.

V. To the question of calendar reform eventually of necessity to be connected with the stabilisation of Easter, the majority of the Churches did not express an opinion. As far as this question affected the attitude of the Churches, no fundamental objections to it were raised.

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ANNEX.

ATTITUDE OF THE EVANGELISCHE LANDESKIRCHE AUGSBURGISCHEN BEKENNTNISSES IN RUMÄNIEN.

The *Evangelische Landeskirche* has asked the Secretariat, by letter dated October 26th, 1933, to reproduce the following declaration in its report on the attitude of the Churches :

[*Translation from the German.*]

“ The *Evangelische Landeskirche A.B.* also considers the fixing of the date of Easter to be necessary because the feast of Easter should finally be celebrated correctly — that is, every year on the real date of the Resurrection, which has now been ascertained (on April 5th of the year 33 according to the Julian Calendar), and on a Sunday.

“ The *Landeskirche* only agrees to the fixing of this feast if a calendar is introduced as a common ecclesiastical and lay calendar, according to which Easter Day (April 7th) in the new calendar corresponds to the now ascertained real date of the Resurrection and is always a Sunday.

“ In no case should the feast of Easter be fixed on the incorrect date recommended by the League of Nations instead of on the real anniversary of the Resurrection.

“ The new calendar to be introduced should, however, be as correct as possible, so that it — and consequently the day of Easter — need not be modified again. For this purpose, the Bedeus Calendar System should be adopted : twelve months of entire weeks (including leap weeks).

“ The *Landeskirche* cannot accept the thirteen months nor months with thirty and thirty-one days and days outside the week ; the thirteen months because they displace almost all festivals or holy days, and the days outside the week because they always advance the Sunday once or twice a year, so that it becomes the eighth day of the week .”

The *Landeskirche* accordingly considers that the Summary of the opinions expressed by the Churches belonging to the European-Continental Section of the Universal Christian Council for Life and Work,<sup>2</sup> and which is based on the enquiry made by the Research Department of the Universal Christian Council, should be modified as follows, in order to bring it into conformity with the *Landeskirche's* own statement of its attitude, made since the conclusion of the enquiry :

*Point I.* — Add at the end :

“ One Church, however, was opposed to the stabilisation of Easter at any other day than that which it considers as correct. ”

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<sup>1</sup> Cf. Annex.

<sup>2</sup> See page 4 of the present document.

*Point 3.* — Should begin as follows :

*" All Churches except one, which considers that Easter should be fixed only on the real date of the Resurrection, which has now been ascertained, agree with . . . "*

*Point 4.* — Should begin as follows :

*" No Church, with the exception of one which demands the fixing of Easter on the now ascertained date of the Resurrection, which must, however, fall each year on a Sunday, demands . . . "*

At the end should be added :

*" although obviously only for the duration of the non-perpetual calendar. "*

*Point 5.* — The last sentence should read :

*" Only one Church makes the stabilisation conditional upon the introduction of a perpetual and correct calendar. "*

Amendments having the same bearing should also be made in the general summary of the attitude of the Churches, drawn up by the Universal Christian Council for Life and Work.<sup>1</sup>

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<sup>1</sup> See page 7 of the present document.

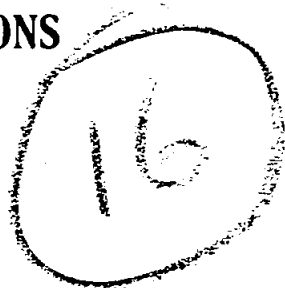
[Communicated to the Council  
and the Members of the League.]

Official No.: C.348.M.161.1934.VIII.

Geneva, August 15th, 1934.

LEAGUE OF NATIONS

ORGANISATION FOR COMMUNICATIONS  
AND TRANSIT



SYSTEMATIC SURVEY  
OF THE REGIME OF COMMUNICATIONS  
OF IMPORTANCE TO THE WORKING  
OF THE LEAGUE OF NATIONS  
AT TIMES OF EMERGENCY

Measures foreseen in accordance with  
the Resolutions of the Assembly and the Council

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# COMMUNICATIONS OF IMPORTANCE TO THE WORKING OF THE LEAGUE OF NATIONS AT TIMES OF EMERGENCY

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## Measures foreseen in accordance with the Resolutions of the Assembly and the Council

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### INTRODUCTION

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For a number of years the Assembly and the Council have attached the highest significance to the question of communications of importance to the working of the League of Nations at times of emergency. From the point of view of communications, a "time of emergency" occurs whenever, owing to a political situation, Governments are obliged to adopt measures modifying the working of the normal means of communications.<sup>1</sup> To ensure the effective working of the League and all its organs at such times, it has been found essential that certain practical measures should be foreseen and that there should be a guarantee that such measures would be rapidly executed in the case of necessity. For this latter reason, while the utilisation of all means of communications has been carefully considered by the competent organs of the League, it was felt particularly important to provide for special measures, such as the establishment of the League Wireless Station and the regimes applicable to aircraft and motor vehicles effecting transport of importance to the working of the League, which would be independent of the normal and regular means of communications.

The present purpose is, accordingly, to establish a comprehensive document which, detailing more particularly these special measures, could, if required, be used as a practical guide. Bearing this in mind, it is considered appropriate, for instance, in Chapters I and III, to reproduce, not all the decisions taken by various organs of the League on the question as a whole or on specific aspects of it, but only those which are believed to be necessary to a clear understanding of what provisions have actually been foreseen to meet an emergency situation.

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<sup>1</sup> Records of the Eleventh Ordinary Session of the Assembly (1930) : Third Committee (Reduction of Armaments), League of Nations *Official Journal*, Special Supplement No. 87, page 57.

## CHAPTER I. — EARLY ACTION TAKEN BY THE COMPETENT ORGANS OF THE LEAGUE

As early as 1925, the Assembly adopted the following resolution :

“ The Assembly,

“ Considering that all improvements in railway, telegraphic, radio-telegraphic, telephonic and radio-telephonic communications between the seat of the League of Nations and the States Members or non-members of the League are of the highest political and practical importance to the working and development of the League ;

“ Having taken note of the efforts of the Organisation for Communications and Transit to secure improvements in the railway time-tables affecting communications with the seat of the League :

“ Calls the attention of the Governments concerned to the necessity for further progress accompanied by an improvement in conditions as regards Customs formalities at the frontiers near the seat of the League. These conditions are still giving rise to the delays and inconveniences to which attention was drawn in the discussions of the last Assembly, and the Assembly requests the Organisation for Communications and Transit to continue to co-operate in the endeavour to achieve such progress ;

“ Associating itself with the resolution adopted by the Advisory and Technical Committee at its last session with reference to the questions raised by the establishment of a new European long-distance telephone system, draws the attention of the Governments concerned to the desirability of treating communications between the seat of the League and the principal European capitals on the same footing as communications between important capitals, when considering the question of priority and urgency for the establishment of different lines . . . .”

The Commission of Enquiry into the Greco-Bulgarian conflict of October 1925 recommended that “ it might be considered whether special facilities for communications and transit could not be granted to Governments and to the Secretariat in case of a threat of war—in particular, the use of wireless telegraphy and priority messages might be considered ”.

The Advisory and Technical Committee for Communications and Transit examined this question at the request of the Council, as well as the whole problem of communications with the seat of the League which had been raised in the Preparatory Disarmament Commission.

The Council, at its session of December 1926, approved the first report submitted by the Transit Committee concerning measures to be taken in order that full use might be made of the existing means of communication by rail, air, telegraph, radio-telegraph and telephone. The Council requested the Secretary-General to invite the States Members to consider favourably the technical measures proposed in the Transit

Committee's report and to take such steps as were possible to facilitate the application of these measures. The Council requested the Transit Committee to keep in touch with all the administrations and organisations concerned. The Council also requested the Transit Committee to submit a second report which would include an examination of the question of placing eventually a radio-telegraphic station at the disposal of the League to enable it to communicate independently with the greatest possible number of States Members.

In its second report submitted to the Council in September 1927, the Transit Committee stated that the measures suggested in the Committee's first report had given rise to no practical objections on the part of the various administrations. The Committee had carried out further preparatory studies, including the following : the identification of aircraft effecting transport of importance to the working of the League ; the lay-out of an aerodrome near the seat of the League ; the establishment of a radio-telegraphic station ; and telephonic communications between Geneva and European capitals. The Transit Committee considered " that, at a time of general emergency—for example, immediately before mobilisation and, above all, during the actual period of mobilisation—the total or partial taking over by the State of the means of communications must inevitably mean that, in many cases, communications of importance to the League might be rendered less rapid or less certain . . . unless some special means independent of the general system of national communications can be found ". For this reason it welcomed the resolution adopted by the Council for the establishment of a radio-telegraphic station for the use of the League, and attached importance to the studies for the establishment or adaptation of a landing-ground and the placing of aircraft at the League's disposal, should this be necessary.

The Council thereupon adopted the following resolution (September 8th, 1927) :

" The Council expresses its satisfaction with the manner in which the Advisory and Technical Committee for Communications and Transit has continued its investigations in regard to communications of importance to the League of Nations in times of emergency in conformity with the resolution adopted by the Council at its session in December 1926, and decides to lay before the Assembly the second report of the Advisory and Technical Committee on communications of importance to the League of Nations in times of emergency.

" It requests the Advisory and Technical Committee for Communications and Transit to complete, as soon as possible, the details of the measures proposed in its first report to the Council, in order that the various administrations concerned may be given all practical indications without delay.

" The Council requests the Advisory and Technical Committee to hasten its examination of the supplementary measures contemplated in the Committee's second report and, in particular, the examination of the questions relating to communications independent of the general system of national communications, in order that the Council may acquaint itself in sufficient time with all the Advisory and Technical Committee's proposals on this subject."

The Assembly, at its eighth session (1927), adopted the following resolution :

“ The Assembly,

“ Being desirous of adopting all measures likely to make possible the prompt application of the system contemplated by the Covenant for the maintenance of peace and of giving to States Members of the League of Nations a greater feeling of security ;

“ Convinced that, in this connection, it is of the utmost importance to ensure the rapid working of the organs of the League of Nations at times of emergency ;

“ Considering that their intervention in the shortest possible time may prove to be an essential condition for the prevention of war ;

“ Trusting that greater facilities for the immediate operation of the machinery of the League of Nations will assist the work of disarmament ;

“ Inspired by the spirit and provisions of the Covenant :

“ Reasserts that it is the obligation of the States Members of the League of Nations to facilitate by every means in their power the rapid meeting of the Council at times of emergency ;

“ Invites the States Members of the League of Nations to take in advance all necessary measures for this purpose ;

“ Congratulates the Council on having studied the question, to which the Assembly attaches the greatest importance, and requests the Council to continue its studies, particularly in regard to telephonic communications between the seat of the League and the different capitals, the identification of aircraft making journeys of importance to the League of Nations at times of emergency, the establishment of a radio-telegraphic station at the seat of the League, the adaptation of a landing-ground in the neighbourhood of the seat of the League, and, more generally, provisions enabling the League of Nations to be prepared at any moment to meet any emergency with the greatest possible rapidity.”

The Council subsequently adopted the following resolution (September 27th, 1927) :

“ The Council,

“ Having regard to the resolution adopted by the Assembly on September 26th, 1927, regarding meetings of the Council and of the organs of the League of Nations in times of emergency :

“ Notes that the Assembly asserts that ‘ it is the obligation of the States Members of the League of Nations to facilitate by every means in their power the rapid meeting of the Council in times of emergency ’, and calls the attention of the States Members of the League to the consequences of this obligation ;

“ Forwards to the States Members of the League of Nations this resolution of the Assembly ;

“ Requests the Secretary-General to communicate it to the Advisory and Technical Committee for Communications and Transit with the request that it will continue the investigations which it has already started on this question.”

## CHAPTER II. — RAILWAY COMMUNICATIONS

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In the examination of railway connections with Geneva, the Transit Committee realised that rail schedules in normal times must obviously be established with reference to commercial conditions. It was thought, however, that closer co-operation between the Transit Organisation and the International Timetable Conference would have useful results. Accordingly, through the good offices of the Swiss Federal authorities, provision was made in 1927 for the regular representation of the Transit Organisation at sessions of the International Timetable and Through-carriage Conference.

In accordance with the several resolutions adopted by the Assembly and the Council, the States Members have been considered as under an obligation to facilitate by every means in their power all forms of communications with the League in the event of a crisis. The Transit Committee, considering that the railway system in Europe would no doubt be adapted as far as possible to meet an emergency situation, did not believe it feasible to draw up an advance plan with respect to railway communications. In such an adaptation of the normal train services to meet an unusual situation, there might be an improvement in the already existing services and the addition of special services, as well as effective co-operation with, for example, air and motor transport.

In the first report prepared by the Transit Committee at the request of the Council and approved by the Council in December 1926, it was suggested, in connection with transport by rail, that "each State might be requested to designate a central service, in possession of the necessary instructions and powers, with which Members of the Council and the Secretary-General of the League could get into direct touch upon notification of a state of emergency, in order to ensure that rapid means of transport are made available at once. It would naturally be understood that all extra costs arising out of exceptional conditions would be met out of League funds."

It may also be noted that the official instruments approved by the Fourth General Conference on Communications and Transit held in 1931, subsequently approved by the Council, included a recommendation, which is reproduced below, concerning measures to be taken in cases of serious interruption of transit routes. The Fourth General Conference had principally in mind an interruption of railway transit routes.

"The General Conference on Communications and Transit is of opinion that, should international transit through the territory of one or more States suffer serious interruption, those States whose means of

### CHAPTER III. — AIRCRAFT EFFECTING TRANSPORT DUTIES OF IMPORTANCE TO THE WORKING OF THE LEAGUE AT TIMES OF EMERGENCY

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Recognising that the special character of air transport would enable it to render important services to the League at times of emergency, provided that certain requisite conditions were clearly understood and agreed upon beforehand, notably the facilities to be granted by the States Members, an exhaustive examination was made of this question. A somewhat detailed account of these facilities is given in the present chapter followed by (1) an account of the practical arrangements made for identifying aircraft effecting transport of importance to the working of the League and (2) the position of the question of the lay-out of an aerodrome near the seat of the League.

#### A. FACILITIES TO BE GRANTED BY THE STATES MEMBERS.

In its first report, prepared at the request of the Council, which approved it in December 1926, the Transit Committee suggested that the States Members of the League should declare their readiness in the event of an emergency "to take all measures within their power and should designate in advance a central service with the necessary instructions and powers" to facilitate communications by air with the seat of the League.

In addition to studying the question of the identification of aircraft effecting transport of importance to the working of the League, the International Commission for Air Navigation began to examine in 1927, at the request of the Transit Committee, the larger and more difficult problem of the facilities to be granted to such aircraft, bearing in mind that at a time of crisis States might restrict severely or even prohibit entirely flight over their territory <sup>1</sup>.

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<sup>1</sup> Article 3 of the revised text of the Convention relating to the Regulation of Aerial Navigation (dated October 13th, 1919), effective on May 17th, 1933, reads, in part, as follows :

"Each contracting State reserves also the right in exceptional circumstances in time of peace and with immediate effect temporarily to restrict or prohibit flight over its territory or over part of its territory on condition that such restriction or prohibition shall be applicable without distinction of nationality to the aircraft of all the other States."

Most bilateral air agreements of recent years contain similar provisions. The States parties to the Convention of 1919 would be bound by it at a time of international crisis, but, according to Article 38, "in case of war, the provisions of the present Convention shall not affect the freedom of action of the contracting States either as belligerents or as neutrals".

The Assembly, at its tenth session (1929), adopted the following resolution on facilities to be granted to aircraft :

“ The Assembly has noted the work undertaken by the International Commission for Air Navigation with regard to the juridical status of aircraft utilised to ensure air communications of importance to the working of the League of Nations, and the facilities to be granted to these aircraft.

“ It trusts that this work will be completed as soon as possible, in order that the results may be submitted for the examination of Governments.

“ The Assembly accordingly requests the Council, as soon as the work of the International Commission for Air Navigation is finished, to have a study made, possibly by the Committee on Arbitration and Security, of the requisite measures to ensure that aircraft engaged in transport of importance to the working of the League of Nations may be free in times of emergency to fly in such a way and over such territory as may be necessary for the carrying out of their mission, the Secretariat and the Governments having come to an agreement beforehand as to the rules to be observed and the normal routes to be followed, and as to any departures therefrom ”.

The Transit Committee examined at its fourteenth session in March 1930 a draft text which had been completed by the International Commission for Air Navigation in December 1929 as suitable for insertion in the Convention of October 13th, 1919. The Committee did not study in detail the proposals submitted by the C.I.N.A.<sup>1</sup> as they were to be examined by the Committee on Arbitration and Security. It thought, however, “ that the attention of the latter should be drawn to the fact that the International Commission for Air Navigation, which was set up by the International Convention of 1919, very naturally drafted its proposals in the form of amendments to the said Convention ”. In the view of the Committee, if this were the only procedure contemplated, it “ would offer the serious inconvenience of discriminating between States which were and States which were not parties to the 1919 Convention.<sup>2</sup> It would also delay the application of its provisions and the opening of the necessary negotiations between the Secretary-General of the League and the Governments until the suggested amendments to the 1919 Convention have been put into force ”. The Committee was therefore of opinion “ that it would save time and be more satisfactory if the Assembly adopted a resolution laying down the general rules to be applied by Members of the League, with due regard to their obligations, defining the aircraft to be used for air

<sup>1</sup> The International Commission for Air Navigation is usually known by its French initials “ C.I.N.A. ”

<sup>2</sup> The following countries are parties to the 1919 Convention : Australia, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Chile, Czechoslovakia, Denmark, Finland, France, Greece, India, Iraq, Irish Free State, Italy, Japan, Netherlands, New Zealand, Norway, Poland, Portugal, Roumania, Saar Territory, Siam, Sweden, Union of South Africa, Uruguay, Yugoslavia. Switzerland has decided to adhere to this Convention as from October 1st, 1934.

communications of importance to the working of the League and enunciating the principles on which negotiations could be opened immediately between the Secretary-General of the League and the Governments "... Under these circumstances, it thought it should assist the Committee on Arbitration and Security by redrafting on the above lines the proposals of the C.I.N.A., while observing at the same time " that the proposed draft resolution of the Assembly must therefore be consistent both with the provisions of the 1919 Convention and with those of Conventions in force between States parties to the 1919 Convention and States not parties to that Convention ", also " that the adoption by the Assembly of such a draft resolution would not prevent States from subsequently codifying the provisions adopted to facilitate air transport of importance to the League, by inserting the necessary provisions in international Conventions dealing with air transport questions ".

At its fourth session in May 1930, the Committee on Arbitration and Security agreed with the suggestions of the Transit Committee and decided to submit a draft resolution to the Assembly. The Third Committee accordingly presented a report to the Assembly in 1930 containing a draft resolution outlining the regime applicable to aircraft. The report and draft resolution which were adopted by the Assembly read, in part, as follows :

REPORT ADOPTED BY THE ASSEMBLY AT ITS ELEVENTH  
SESSION, 1930.

" The draft resolution which the Third Committee submits to the Assembly for adoption aims, in the first place, at providing the measures necessary to assure aircraft carrying out transport duties of importance to the working of the League all the facilities necessary for the discharge of their mission ; and, in the second place, to provide full guarantees to States as regards their national security. Such guarantees in respect of national security are specially formulated in paragraphs 2 and 9 of the draft resolution. Paragraph 2 stipulates that the rules and routes to be normally followed by aircraft and the procedure contemplated for notifying the Secretary-General without delay of any changes in such rules and routes shall be fixed in advance. These rules may stipulate, in particular, the conditions under which a State will be able to insist on an aircraft landing for purposes of supervision ; and the terms of paragraph 3 dealing with facilities in regard to supervision do not affect this right of States. In addition, paragraph 9 lays down that each State retains the right to prohibit the whole or part of its territory being crossed by aircraft registered in another State or manned by a crew of foreign nationality when such prohibition appears necessary for reasons of national safety. It also indicates the measures which in this case should be taken by the State in question to ensure the transfer of the passengers and the continuation of the air transport. All the measures, and particularly those in paragraph 1, in accordance with which the aircraft used for air communications of importance to the working of the League shall at no time be subject to any exceptional and temporary restrictions which may be imposed on air navigation, should be understood subject to the provisions contained in paragraphs 2



and 9 mentioned above. The Swiss delegation proposed that this reservation should be explicitly inserted in paragraph 1. The Committee thought it preferable to draw general attention to it in this report, since paragraph 1 is not the only paragraph to which it is applicable. Finally, it may be pointed out that, by paragraph 7 of the draft resolution, the Secretary-General of the League is bound to give the States flown over due notice by suitable means of the identification marks of the aircraft, of the route to be taken, and of the composition of the crew.

“ Paragraph 4 of the draft resolution defines the aircraft which should be considered as used for air communications of importance to the working of the League of Nations. These aircraft are such as are used for conveying League correspondence, agents of the League, or persons entrusted by the League with a special mission, official representatives, etc. It is clear that persons entrusted by the League with a special mission should include the members of the various advisory committees of the League, irrespective of the authority by whom they were appointed.

“ The Swiss delegation proposed to omit from paragraph 6 the words ‘ and not registered in any State ’, since the aim of this proposal was not to prejudice in any way questions relating to the registration of aircraft assigned exclusively to the service of the League of Nations. The Committee preferred to retain the text adopted by the Committee on Arbitration and Security, holding that, in view of paragraph 11, it in no way prejudices any measures which might be taken in respect of such aircraft.

“ In conformity with paragraph 10, the measures prescribed in the draft resolution will be defined during negotiations between the Secretary-General and the Governments concerned. The object of those negotiations will be the application of the rules laid down in the draft resolution, and there is no doubt that the Members of the League, who are under obligation to facilitate the working of the League by all means in their power, will consider themselves bound by this obligation to grant such facilities as the Assembly may deem indispensable to the means of air transport necessary for the working of the League at times of emergency.”

#### RESOLUTION ADOPTED BY THE ASSEMBLY AT ITS ELEVENTH SESSION, 1930.

“ The Assembly,

“ Recalling that the Members of the League of Nations are under the obligation to facilitate by all means in their power the working of the League ;

“ Considering that the use of air transport may be necessary in times of emergency to enable the League to take rapid action to safeguard the peace :

“ Adopts the following resolution :

“ 1. It is necessary that the Members of the League, in order to discharge this obligation, should grant to aircraft used for air communications of importance for the working of the League all facilities for navigation and passage involved in the discharge of their missions. Such aircraft should enjoy all the rights granted by the most favourable conventional regime to Government aircraft other than military, Customs or police aircraft, and should at no time be subject to any exceptional and temporary restrictions that might be imposed on air navigation.

“ 2. The conditions on which the various Governments will grant the facilities mentioned in the previous paragraph shall be laid down in advance by each of the Governments concerned after

consulting the Secretary-General of the League. In particular, the rules and routes to be normally followed by aircraft and the procedure contemplated for notifying the Secretary-General without delay of any changes in such rules and routes should be fixed in advance.

“ 3. Aircraft used for communications of importance to the working of the League shall enjoy all facilities in regard both to supervision and to the routes to be followed.

“ 4. Aircraft used for communications of importance to the working of the League within the meaning of the present resolution are aircraft permanently or temporarily engaged in conveying agents of the League or persons entrusted by the League with a special mission, or League correspondence, or official representatives of States Members of the League, or delegations to the Council, to the Assemblies and Conferences of the League, and the correspondence of such representatives or delegations.

“ 5. The Secretary-General shall keep a list of the aircraft referred to in the foregoing article; he shall communicate this list to all the States Members of the League of Nations, with any modifications which may occur in this list.

“ In urgent cases, these communications would be telegraphed to the States concerned.

“ 6. All detailed regulations regarding conditions of registration, communication of entries and cancellation of entries, identification marks on aircraft showing that they are on the service of the League, certificates and licences for the crew and other documents generally laid down by international conventions, shall be laid down by the Council of the League of Nations after consulting the competent bodies, it being understood that the certificates of airworthiness and of competency and licences for the personnel on board and other documents generally prescribed shall be issued or rendered valid by a State in accordance with its law. The same shall apply in cases in which the Council recognises this to be necessary, in regard to all provisions relating to aircraft assigned to the exclusive service of the League and not registered in any State.

“ 7. Should aircraft used for communications of importance to the working of the League be required to fly over a State, the Secretary-General of the League will give that State due notice by suitable means of the identification marks of the aircraft, of the route to be taken and of the composition of the crew, and, whenever possible, will communicate in advance the names of the persons on board—the crew and the passengers to be provided with documents certifying their status and mission.

“ 8. In the event of the aircraft mentioned above being in difficulties, the States whose territory is crossed will assist the crew and persons on board, if possible, to complete the journey by air and, in any case, to carry out their mission as quickly as possible.

“ 9. Each State shall retain the right to prohibit the whole or part of its territory being crossed by aircraft registered in another State or manned by a crew of foreign nationality, when such prohibition appears necessary for reasons of national safety. In such case, the State in question should do everything to ensure the transfer of the passengers as quickly as possible to an aerodrome or frontier point and the continuation of air transport under conditions to be determined by the negotiations referred to below.

“ 10. With a view to the application of the foregoing provisions, the Secretary-General of the League of Nations will immediately undertake the negotiations which may be necessary with the

Governments of the States Members of the League, and will report to the next Assembly on the steps taken to ensure the execution of this resolution.

“ II. The present resolution should not be regarded as in any way prejudging the question of the advisability of the League of Nations' having aircraft of its own at its disposal.”

REPORT ADOPTED BY THE ASSEMBLY AT ITS TWELFTH  
SESSION, 1931.

The Assembly, at its twelfth session in 1931, adopted the Third Committee's report on transport of importance to the League at times of emergency, of which the first section, devoted to facilities to be granted to aircraft, reads, in part, as follows :

“ At its eleventh session, the Assembly adopted a resolution concerning the regime applicable to aircraft engaged in transport of importance to the working of the League at times of emergency. The resolution provided, on the one hand, that negotiations should be undertaken by the Secretary-General and the Governments concerned with a view to the application of the rules laid down by the Assembly and, on the other hand, that the Council should decide on certain measures of detail relating to the identification of aircraft used in the service of the League.

“ The Third Committee has noted with satisfaction that the replies received from the Governments and the information communicated by the Secretariat indicate that the regime desired by the Assembly could be applied immediately in the event of a situation's necessitating emergency communications with the League. Some States have not yet replied to the Secretary-General's request, but there is no reason to suppose that they would raise difficulties.”

RESULT OF THE NEGOTIATIONS BETWEEN THE SECRETARY-  
GENERAL AND THE STATES MEMBERS.

Since the 1931 Assembly, virtually all States which had not replied fully or at all to the Secretary-General's request have done so in a satisfactory manner. There are no grounds for considering that the very few States which at the moment of publication had not yet declared their readiness to comply with the resolution of the Assembly would co-operate any the less in facilitating aircraft communications with the League in the event of a crisis. While the decisions taken by the Assembly and the Council on emergency communications with the League are equally binding on all the States Members, the Secretary-General has actually negotiated, up to the present time, only with the European States Members with regard to the aircraft and motor transport regimes. There is no reason to believe that, for instance, the regime applicable to aircraft would not also be applied, if necessary, by extra-European Members of the League.

The replies of the States on the aircraft regime, or what are considered to be the essentials of the replies, are reproduced

hereinafter. When a preliminary reply, or a certain point or points in a preliminary reply, have been superseded entirely, or supplemented to a notable extent, by a subsequent communication, reference is not necessarily made to the first communication. In a number of cases, when more than one communication has been received from the same State, a composite account is given of the measures in question for the sake of clarity, dates being inserted at the appropriate points. Occasionally, it has been considered advisable to supplement certain information actually included in the replies by information extracted from documents found in the Secretariat archives: references are given. In the spelling of place names, the present official versions are employed.

### 1. Austria.

[*Translation.*]

December 11th, 1931.

The view taken of the right of aircraft effecting transport of importance to the League of Nations at times of emergency to enter Austria and to fly over Austrian territory must vary considerably according as the emergency affects or does not affect the security of Austria, the decision on this point resting with the Austrian Government.

Being desirous of allowing the utmost possible freedom of action to such aircraft, the Government is prepared to make the following concessions :

#### I. IF THE EMERGENCY DOES NOT AFFECT THE SECURITY OF AUSTRIA.

An aircraft effecting transport of importance to the working of the League, and recognised as such, will have full liberty to choose its route over Austrian territory, except over the prohibited zones enumerated, provided it conforms, in entering and leaving Austria from or in the direction of Hungary, Czechoslovakia, Italy and Yugoslavia, with the restrictive provisions also mentioned below.

##### *A. Prohibited Zones.*

Flying over the polygons situated near Bruck a.d. Leitha (lat.  $48^{\circ} 1\frac{1}{2}'$  N., long.  $16^{\circ} 48'$  E.) and on the Steinfeld (lat.  $47^{\circ} 54'$  N., long.  $16^{\circ} 14'$  E.) is prohibited within the following limits :

(a) Polygons situated near Bruck a.d. Leitha; the zone enclosed by a line running from Parndorf through Goys and Kaisersteinbruch to Wilfleinsdorf station, and thence along the railway line from Wilfleinsdorf to Bruck a.d. Leitha and Parndorf.

(b) Steinfeld polygons : the zone bounded by the Ebreichsdorf-Ebenfurt-Sollenau-Tattendorf railway line and by a straight line from Tattendorf to Ebreichsdorf.

[*Translation.*]

February 22nd, 1932.

(c) The boundaries of the new prohibited zone in the Dachstein mountain area, which lies at lat.  $47^{\circ} 28' 32''$  N. and long.  $13^{\circ} 36' 37''$  E., are as follows : the western shore of the lake of Hallstatt between Gosaumühle and Steeg, thence the road from Steeg *via* Au Pötschenhöhe Bad Aussee and Unter Kainisch to Aeussere Kainisch as far as the railway station lying south of Aeussere Kainisch ; thence a line running through the Mühleck (point 1720), the Kammspitz (point 2141), the Stoderzinken (point 2047), the southern wall of the Dachstein, and the village of Filzmoos, and thence to the southern shore of the Vorderer Gosausee, which it follows to the spot where the Gosau stream leaves the lake ; and, finally, the course of the stream until it flows into the lake of Hallstatt.

[*Translation.*]

December 11th, 1931.

### *B. Corridors of Approach.*

#### *1. Austro-Hungarian frontier.*

(a) The sector lying between the Czechoslovak frontier on the right bank of the Danube and the carriage-road from Halbthurn to Mosonszentjanos.

(b) The sector extending for 5 km. to the north and 5 km. to the south of the road between Gross-Petersdorf and Szombathely.

#### *2. Austro-Czechoslovak frontier.*

(a) The sector between the points at which the roads from Leonfelden to Vyšší Brod and from Windhaag to Cetviny cross the frontier ;

(b) The sector between the points at which the roads from Hardegg to Čížov and from Haugsdorf to Znojmo cross the frontier ;

(c) The sector between the points at which the railway from Laa a.d. Thaya to Hrušovany and the road from Schweinbarth to Mikulov cross the frontier ;

(d) The sector between the points at which the railway from Hohenau to Brečlav and a straight line from the village

of Hohenau to the confluence of the Thaya and the March cross the frontier;

(e) The sector between the railway-bridge south-east of Marchegg and the confluence of the March and the Danube.

3. *Austro-Italian frontier.*

(a) Brenner route : official route fixed by the Austrian and Italian regulations for their respective territories : Brennero-Bressanone-Bolzano-Ora railway line-Trento Customs aerodrome (Gardolo).

(b) Tarvisio route : official route (as above) : (Thörl) Maglern-Tarvisio-Pontebba-Chuisaforte-Stazione per la Carnia-Artegna-Udine-Udine Customs aerodrome (Campofornido North).

Flying is permitted over the two routes mentioned above if the aircraft does not diverge more than 2 km. from the line indicated and remains at an altitude of 2 km. Aircraft may descend below this height, if necessary, for meteorological reasons. (The last sentence is extracted from the communication dated November 4th, 1933.)

4. *Austro-Yugoslav frontier.*

The *Official Bulletin* transmitted by the Austrian Government on November 4th, 1933, anticipating a new Austro-Yugoslav Convention on Air Navigation, which shortly afterwards became effective, gave the following three air corridors between Austria and Yugoslavia, the first only having been mentioned in the communication of December 11th, 1931 :

(a) The shortest line joining Strass and Maribor ;

(b) The railway line in the Drau valley between Lavamünd and Dravograd-Méeža stations ;

(c) The road over the Loibl pass between Ferlach and Tržič.

The above places and stations may be flown over ; it is also permissible to deviate from the routes indicated within a distance of two kilometres on either side.

[*Translation.*]

December 11th, 1931.

5. There is at present no restriction concerning the points at which flying over the Austro-German and Austro-Swiss frontiers is permitted.

The Austrian Government will not fail to inform the Secretariat of the League of any change or extension in the prohibited zones or authorised sectors.

## II. IF THE EMERGENCY AFFECTS THE SECURITY OF AUSTRIA.

Two distinctions should be drawn : as to whether or not a general prohibition of flying over Austrian territory has been decreed ; and as to whether the crew of an aircraft effecting transport of importance to the working of the League of Nations at times of emergency, and identified as such, is of Austrian or foreign nationality.

### *A. If no General Prohibition of flying over Austrian Territory has been decreed.*

1. An aircraft effecting transport of importance to the working of the League, and recognised as such, will, if its crew is of Austrian nationality, have the same rights as those provided in the circumstances supposed at the beginning of heading I ; the only difference will be that it will have to respect any supplementary prohibited zones that may have been established for reasons of national security. The Secretariat of the League will have been informed in good time of the establishment of such zones.

2. An aircraft effecting transport of importance to the working of the League, and recognised as such, will, if its crew is of foreign nationality, be permitted to take the following routes only :

#### *From west to east :*

(a) From the Austro-Swiss (or Austro-Liechtenstein) frontier, *via* the Arlberg, Landeck, Innsbruck, Gerlos Pass, Salzach Valley, Salzburg, Steyr, Amstetten, St. Pölten, and Vienna, to the authorised sector of the Austro-Hungarian frontier near Hegyeshalom.

The part of this route lying between the Austro-Swiss (or Austro-Liechtenstein) frontier and Salzburg may, in view of the lack of landing possibilities and the height of the mountains to be passed over, be flown in perfectly favourable weather only.

(b) From the Austro-German frontier near Salzburg, *via* Steyr, Amstetten, St. Pölten, and Vienna, to the authorised sector of the Austro-Hungarian frontier near Hegyeshalom.

(c) From the authorised sector of the Austro-Italian frontier near Tarvisio, *via* Wolfsberg, Wildon, and Hartberg, to the authorised sector of the Austro-Hungarian frontier near Szombathely.

*From north to south :*

(a) From Kufstein *via* Innsbruck to the Brenner.

(b) From the authorised sector of the Austro-Czechoslovak frontier near Znojmo, *via* Vienna, Gramatneusiedl, the area to the east of Ebenfurt, Hartberg and Wildon, whence either *via* Wolfsberg and Klagenfurt to the authorised sector of the Austro-Italian frontier near Tarvisio, or to Strass and Maribor.

*B. If a General Prohibition of flying over Austrian Territory has been decreed.*

The aircraft referred to under II, A, 1 and II, A, 2 will be required to land at the following aerodromes :

From Switzerland to Austria . . . . .	Innsbruck
From Germany to Austria . . . . .	Salzburg
From Czechoslovakia to Austria . . . . .	Vienna
From Hungary to Austria :	

- |  |        |
|--|--------|
| (1) If entering along the south bank of the Danube (frontier sector indicated under I, B, 1 (a) above) . . . . . | Vienna |
| (2) If entering <i>via</i> Szombathely . . . . .   | Graz   |

From Yugoslavia to Austria . . . . .	Graz
From Italy to Austria :	

- |   |            |
|---|------------|
| (1) If entering <i>via</i> Tarvisio (Thörl-Maglern) . . . . . | Klagenfurt |
| (2) If entering <i>via</i> the Brenner Pass . . . . .         | Innsbruck  |

Changes may be made in these regulations if the Government of Austria is forced by the nature of the emergency to extend a prohibited zone to include one or more of the aerodromes mentioned above.

As regards the measures referred to in paragraph 9 of the Assembly resolution concerning the status of aircraft at times of emergency (measures aimed at the rapid continuation of the air transport of delegates, mail, etc., in case of a compulsory landing at an aerodrome or of a forced landing caused by an accident or other incident), the Government is prepared to take all the necessary steps, according to the nature of each individual case, to ensure that such transport may be continued as quickly as possible. In order that the satisfactory working of these measures may be still more certain, it will, of course, be necessary to inform the Government in good time of the hour at which the aircraft are to arrive at the aerodrome concerned.



## 2. Belgium.

[*Translation.*]

May 6th, 1931.

### 1. *Routes to be followed by Aircraft effecting Transport of Importance to the Working of the League when flying over Belgian Territory.*

Except for any modifications which may be caused by special circumstances at the time and which would be notified without delay to the Secretariat of the League, air transport of importance to the working of the League will take the following routes, avoiding the towns of Ghent, Antwerp, Brussels, Liège and Namur by at least twenty kilometres :

Coming from or proceeding to	Routes	Point at which the frontier may be crossed
Netherlands	Amsterdam-Louvain-Gosselies	Merxplas
Germany	Cologne-Landen-Gosselies	Veldwezel (West of Maestricht)
Grand-Duchy of Luxemburg	Luxemburg-Arlon-Gosselies	Aufelbas (East of Arlon)
France	Paris-Maubeuge-Gosselies	Erquelines
United Kingdom	London-Ostend-Gosselies	Ostend

### 2. *Rules to be observed when flying over Belgian Territory: Control Measures.*

Such aircraft must bear conspicuous identification marks. They may only have on board persons accredited by the League.

In order to avoid any mistake on the part of the frontier stations and the land-defence stations, aircraft must not fly over any part of Belgian territory at a height of more than eight hundred metres.

The Belgian Government reserves a possible right of control over the passengers. This control will take place at the Gosselies aerodrome. If necessary, the order to land at Gosselies would be notified in due time by suitable means to the Secretary-General of the League.

3. *Assistance to be granted by the Belgian Government in Case the Aircraft are in Difficulties.*

If the aircraft in question are in difficulties when flying over Belgian territory, the Government will assist the crew and persons on board either to continue the journey by air or in any case to carry out their mission as quickly as possible.

For this purpose, aircraft in difficulty should immediately communicate with the Department of Foreign Affairs (Bureau of the League of Nations); the latter will immediately inform the Department of National Defence.

4. *The Crossing of the Whole or Part of the Territory by Aircraft registered in Another State or manned by a Crew of Foreign Nationality.*

The restrictions indicated above will be applied. Moreover, the aircraft will be obliged to land at the Gosselies aerodrome for the purpose of control.

[*Translation.*]

August 28th, 1931.

*Additional Particulars regarding No. 4 above.*

Should the Government avail itself of the right stipulated in paragraph 9 of the Assembly resolution to prohibit, for reasons of public safety, the crossing of the whole or part of Belgian territory by aircraft belonging to the categories mentioned, such aircraft would not always be able to cross Belgian territory by the routes fixed subject to the sole additional obligation of landing at the Gosselies aerodrome. Occasions might arise when these machines would have to land at points other than Gosselies. These points would be selected according to circumstances and notified in good time to the Secretary-General of the League.

Nevertheless, in such an eventuality, the Government would take steps, according to the possibilities of the moment and in the manner dictated by circumstances, to ensure the transfer of the passengers as quickly as possible to an aerodrome or frontier point and the continuation of their transport by air.

In all cases in which the crossing of Belgian territory by aircraft registered in another State or manned by a crew of foreign nationality had not been prohibited by the Government, such aircraft would have to follow the routes and observe the rules laid down respectively in Nos. 1 and 2 of the communication of May 6th, 1931, and, in addition, would be obliged to land at the Gosselies aerodrome for purposes of supervision.

Apart from the assistance provided for in No. 3 of the above-mentioned communication, the Government would, in all cases of compulsory landing at Gosselies, take steps to ensure the continuation of the air transport of delegates, mail, etc., as expeditiously as possible.

### 3. United Kingdom of Great Britain and Northern Ireland.

April 1st, 1931.

His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland are prepared, when occasion arises, to take the necessary measures, as regards flying over this country, to give effect to the resolution adopted by the Assembly of the League at its eleventh session, defining the regime applicable to aircraft effecting transport duties of importance to the working of the League of Nations.

### 4. Bulgaria.

[*Translation.*]

February 24th, 1934.

Arrangements to be made by the Bulgarian Government when necessary in order to provide the best possible conditions and the greatest rapidity for air and motor transport of importance to the League of Nations at times of emergency.

#### A. *Arrangements of a General Character affecting both Air and Motor Transport.*

When the Secretary-General of the League has duly notified to the Ministry for Foreign Affairs :

(a) The point at which and the date on which the frontier will be crossed ;

(b) The proposed route ;

(c) The recognised marks enabling the vehicles used for transport to be rapidly identified by day or night ;

(d) The number, names and nationality of the persons so transported :

the Ministry for Foreign Affairs will immediately communicate all such information to the Ministry of the Interior, the Ministry of War, the Ministry of Communications (General Directorate

of Posts, Telegraph and Telephones) and the Directorate of Aviation, and will further appoint a person to receive the mission at Sofia.

The Ministry of the Interior will urgently notify the subordinate authorities on the route to be followed (prefects, sub-prefects, inspectors of police) and will give them the necessary instructions to enable the mission to be rapidly identified and to provide assistance in case of need.

The Ministry of War will urgently notify the commander of the frontier guards at the point at which the frontier is to be crossed, stating the day and probable hour of crossing.

He will also notify the commanders of garrisons on the routes to be followed in order to provide for immediate assistance in case of necessity. He will, furthermore, appoint a delegate who, jointly with the representatives of the other authorities, will receive the mission at the frontier point designated.

The Ministry of Communications (General Directorate of Posts, Telegraph and Telephones) will, as an urgent measure and with priority (in so far as is consistent with national security), provide telegraphic and telephonic communications relating to the transport in question.

### *B. Special Arrangements for Air Transport.*

1. The Directorate of Aviation will immediately notify its services of the arrival of the aircraft in question, its identification marks and the prescribed route.

2. The Directorate of Aviation will arrange for a multi-seater aircraft to be kept at the airport of Bojourichté to provide transport in the event of a forced landing or of a landing ordered by the Government.

In the case of flight by night, the airports cannot be lighted, as they are not equipped with landing floodlights.

A representative of the Directorate will await the arrival of the aircraft at the port of Bojourichté.

3. The landing-place for all aircraft proceeding to Bulgaria will (except in the cases provided for under No. 6) be the airport of Bojourichté, at which the aircraft will be received by the representatives of the Bulgarian authorities.

Once the formalities for identification of the persons on board the aircraft have been completed, the said persons will be taken to the Ministry for Foreign Affairs and Public Worship. The aircraft, with its navigating crew, will remain at the landing-place and will receive all necessary technical assistance and supplies.

4. The Directorate of Aviation will arrange for the provision, on the date at which the aircraft lands at the airport of Bojourichté, of accommodation for housing the aircraft, technical assistance and fresh supplies. A multi-seater aircraft will be

kept ready to provide further transport by air should the aircraft in question be in difficulties.

5. The navigation regulations to be followed are those governing air navigation over Bulgaria published in the *Information Bulletin* of the C.I.N.A., No. 482.<sup>1</sup>

The normal routes are the following :

(a) Section Belgrade-Sofia : *via* Dragoman and Slivnitza along the railway as far as Bojourichté.

(b) Section Bucharest-Sofia : *via* Lom, Svichtov or Roussé, avoiding the prohibited zone of North Sofia (changes will be made).

(c) Section Istanbul-Sofia : *via* Svilengrad over the Maritza Plovdiv, Ichtiman-Sofia.

(d) Section Salonika-Sofia : *via* Rupel, Gorna-Djoumaya, Doupnitza, Radomir-Sofia.

Any departure from these regulations or deviation from these routes will be notified by telegram to the Secretary-General of the League at least twenty-four hours in advance.

6. Should it be necessary, for reasons of national security, to change the route prescribed, the Government reserves the right, in accordance with paragraph 9 of the Assembly resolution, to prohibit the crossing of its national territory by aircraft and to require the landing of the aircraft at a frontier airport, from which further transport by air will be provided by Bulgarian aircraft.

March 5th, 1934.

There is only one airport in Bulgaria fully laid out and equipped—namely, Bojourichté. There are several auxiliary landing-grounds—namely, Ichtiman, Pazardjik and Plovdiv on the Belgrade-Sofia-Istanbul route, and Levsky, Orchanié, Radomir and Doupnitza on the Bucharest-Sofia-Salonika route.

February 24th, 1934.

7. Aircraft providing transport for the League must avoid the prohibited zones in Bulgaria publicly notified in the *Information Bulletin* of the C.I.N.A.<sup>2</sup>

8. In the case of aircraft in transit, flight over Bulgarian territory shall, in principle, be free. Nevertheless, the Government reserves the right—for reasons of national security

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<sup>1</sup> See note by the Secretariat No. 1.

<sup>2</sup> See note by the Secretariat No. 2.

and under the conditions laid down in paragraph 9 of the Assembly resolution—to require an aircraft to land at a place either designated immediately after the receipt of the communication from the Secretary-General or, should the aircraft be in flight, notified by wireless or by signals.

It is understood that, in this case also, all arrangements shall be made to transfer the passengers as quickly as possible and to enable the air transport to be continued.

### **Note by the Secretariat No. 1.**

Because C.I.N.A. *Information Bulletin* No. 482, dated October 29th, 1931, deals with arrangements for flight over Bulgarian territory in normal times and, in view of the special measures set out by the Bulgarian Government in its communication of February 24th, 1934, to facilitate transport of importance to the League at times of emergency, the Secretariat decided not to reproduce in this document extracts from the C.I.N.A. publication referred to.

### **Note by the Secretariat No. 2.**

(Extract from C.I.N.A. *Bulletin* No. 624, dated June 28th, 1934.)

NOTIFICATION OF THE BULGARIAN GOVERNMENT, DATED FEBRUARY 21ST,  
1934.

#### *I. Prohibited zones.*

1. *Western zone*, delimited by :

The Bulgaro-Yugoslav frontier from the Danube to Belassitza and on the east a line starting from the Danube at the village of Botévo, passing through Rujintzi, Ferdinand, the crest of Parchevitza (1,492 metres), Petrich, Bresnik, Radomir, Koniovo, thence along the course of the Strouma 10 kilometres to the west and finishing at the Greco-Bulgarian frontier south of the village of Klutch.

In this zone, aircraft will be authorised to fly, in following the Nish-Sofia railway line over a corridor 10 kilometres wide (5 kilometres on either side of the said line) between Tzaribrod and Slivnitza (paragraph II, 1).

2. *Northern zone*, delimited by :

The Bulgaro-Roumanian frontier (thalweg of the Danube) from Oréhovo to a point 10 kilometres east of Svichtov and the line Oréhovo, Knéja, Télich, Letnitsa, Levsky railway station, Ovtcha-Moguila, Tzarevetz, a point on the thalweg of the Danube 10 kilometres east of Svichtov.

3. *Central zone*, comprised within the polygon marked by Tirnovo, Kotel, Mokren, a point 20 kilometres east of the town of Yambol, Brézovo, Sopote, Sevliévo, Tirnovo.

4. *Varna zone*, delimited by :

On the north : the Bulgaro-Roumanian frontier from Oborichté to the Black Sea ;

On the south : the course of the Kamtchia to the limits of the territorial waters at the mouth of that river ;

On the east ; the limit of the territorial waters between the mouth of the Kamtchia and the Bulgaro-Roumanian frontier ;  
On the west : a line starting from Oberichté, passing through Kozloundja, Devnia, Sindel and finishing south of the latter point in the course of the Kamtchia.

In this zone, aircraft will be authorised to fly over the Varna corridor and to use Varna aerodrome—"Sès-Sevmès"—and Peynerdjik aeronautical station.

5. *Bourgas zone*, delimited by :

On the east : the limit of the territorial waters from Messemvria to Kupriya ;  
On the south : a line Kupriya-Kara Bounar ;  
On the west : a line Kara Bounar and a point 10 kilometres north of the town of Aitos ;  
On the north : a line passing through the latter point and Messemvria.

Paparos (Sarafovo) emergency landing-ground is accessible for forced landings ; in such case, the prohibited zone must only be flown over at a height below 200 metres.

6. *Sofia zone*. A circle with a radius of 8 kilometres of the centre of the city—the Royal Palace.

## II. *Corridors of approach.*

The following corridors, 10 kilometres wide, are reserved for the passage of aircraft over the Bulgarian frontiers :

*Arriving from Yugoslavia :*

1. Tzaribrod-Dragoman-Slivnitza (to Sofia).

*Arriving from Roumania :*

2. Lom (to Sofia).
3. Oréhovo (to Sofia).
4. Roussé (to Sofia, Varna and Istanbul).

*Arriving from the Black Sea :*

5. Varna (to Sofia and Roussé).

*Arriving from Turkey :*

6. Malko Tirново (to Roussé and Varna).
7. Svilengrad (to Sofia and Roussé).

*Arriving from Greece :*

8. Roupel (to Sofia).

These corridors should not be flown over at a height above 500 metres.

*Customs airport.* — Bojourichté, 12 kilometres west of Sofia.

## III. *Routes fixed by the State.*

1. *Bojourichté airport.* — Bulgaro-Yugoslav frontier (to Belgrade and *vice versa*). The frontier should be flown over following the corridor described above (paragraph II, 1). From Slivnitza follow the highway Slivnitza-Bojourichté, where every aircraft coming from or leaving for abroad must make a stop.

2. *Bojourichté airport.* — Bulgaro-Turkish frontier (to Istanbul and *vice versa*). Bojourichté-north of Sofia-Novoseltzi-Ihtiman-Pazardjik (always following the Sofia Plovdiv railway line). From Pazardjik the route follows the course of the Maritza as far as Svilengrad. The frontier should be flown over following the corridor given above (paragraph II, 7).
3. *Bojourichté airport.* — Bulgaro-Roumanian frontier (to Bucarest and *vice versa*). Bojourichté airport-Oréhovo (in a straight line). The frontier should be flown over following the corridor given above (paragraph II, 3).
4. *Bojourichté airport.* — Bulgaro-Greek frontier (to Salonika). Bojourichté-Vladaya-Doupnitza-Gorna Djoumaya-the valley of the Strouma-the gorge of Roupel. The frontier should be flown over following the corridor given above (paragraph II, 8).
5. *Bucarest-Istanbul* (over Bulgarian territory). Roussé-Eski-Djoumaya-between the Bourgas prohibited zone and the central prohibited zone-Malko Tirново. The Bulgaro-Roumanian frontier should be flown over following the Roussé corridor above mentioned (paragraph II, 4), whereas the Bulgaro-Turkish frontier should be flown over following the Malko Tirново corridor (paragraph II, 6).

## 5. Czechoslovakia.

November 26th, 1931.

[*Translation.*]

The resolutions dated September 30th, 1930, are acceptable in principle to the Czechoslovak Government, provided that the other States Members of the League of Nations are also prepared to give effect to them.

As regards the facilities to be granted to aircraft, the Government is of opinion that paragraph 9 of the first resolution should be so construed as to entitle the Czechoslovak authorities to take exception, for reasons of national security, to the passage of aircraft over their territory, even when such aircraft have been registered in Czechoslovakia or are manned by Czechoslovak crews.

The conditions governing air communications would be as follows :

1. All aircraft employed in maintaining such communications must bear clearly visible identification marks.
2. Adequate notice of all flights must be given to the Czechoslovak Ministry for Foreign Affairs. The notification should be accompanied by particulars of the type of the aircraft, the approximate time of arrival, the place of destination and the names and nationalities of all persons on board.
3. To permit of the identification of the persons on board, the aircraft must land in a civil aerodrome, to be selected by the authorities, situated near the line of flight.



4. Aircraft will cross the frontier at a point to be decided upon and will follow such itinerary as the authorities of the country may require.

5. The authorities of the country will be entitled to signal aircraft to land immediately in the event of their flying over areas which, for reasons of military security, may be closed to all except the military authorities.

6. The authorities of the country will be entitled to require that aircraft effecting transport duties of importance to the League of Nations shall be escorted by aircraft belonging to the Czechoslovak Government.

7. This regime will not apply to military, police or Customs aircraft.

As regards Customs formalities, aircraft flying over Czechoslovak territory will not be required to undergo Customs examination ; in case of landing, they may land at aerodromes not under Customs supervision. The expenses of Customs clearance will be borne by the persons making use of the aircraft. The financial authorities will not require a Customs deposit in respect of the vehicle, provided that notice is given in advance of its passage.

December 14th, 1932.

[*Translation.*]

If, in application of paragraph 9 of the Assembly resolution, the Czechoslovak Government had any objections to its territory's being flown over by aircraft engaged in transport of importance to the working of the League at times of emergency, the Government would indicate the aerodromes at which the aircraft in question should land ; furthermore, the Government would, in such a case, be prepared to ensure the continuation of the air transport by placing aircraft for that purpose at the disposal of the delegates, experts and agents of the League.

In the event of the application of the paragraph referred to above, the technical conditions governing air communications, to which reference was made in the letter of September 26th, 1931, would remain the same.

## 6. Denmark.

April 23rd, 1931.

[*Translation.*]

So far as aircraft are concerned, when the enforcing of the agreement in question has been decided, the Danish service for control of air navigation and the administration of Danish aerodromes will receive instructions to the effect that aircraft

effecting transport of importance to the working of the League should be regarded as having the same right as aircraft belonging to those countries with which Denmark has concluded conventions relating to air navigation to fly over Danish territory and to land on the same. There are no prohibited zones or corridors of approach in Denmark.

The Customs offices will receive instructions to the effect that such aircraft are to have the right to land outside the aerodromes authorised as Customs landing-places, and to be exempt from all Customs formalities, and that the representatives of the League on board shall be exempt from Customs examination of their persons and baggage.

The Danish Government, moreover, does not consider that it is necessary to take further steps to carry out the resolutions in question, for it will naturally adopt the necessary measures in each case to enable the journey to be proceeded with as conveniently and safely as possible.

September 2nd, 1931.

[*Translation.*]

The Danish Government has not discussed the inclusion, at times of emergency, of restrictive provisions in the regulations in force concerning foreign aircraft which fly over or land on Danish territory, nor has it come to any decision on the subject. Nevertheless, if such restrictions are introduced, the Government will take care to ensure the freedom of navigation of aircraft of importance to the working of the League of Nations.

It should be added in this connection that there are in Denmark no regulations concerning zones which may not be flown over, either in normal circumstances or at times of emergency, nor are there any regulations concerning routes to be followed when aircraft cross the Danish frontier. If the Government considers it necessary to establish such zones or routes in exceptional circumstances, the League of Nations will be notified as soon as possible, either by this delegation or by the Ministry for Foreign Affairs direct.

The Government has not reached any decision on the subject of paragraph 9 of the Assembly resolution, concerning the prohibition of flight over Danish territory or any part thereof at times of emergency. In normal circumstances, the frontier aerodrome for Denmark is that of Kastrup, and if frontier aerodromes are established elsewhere at times of emergency, the League of Nations will be notified of the fact as soon as possible. At the same time, the necessary steps will also be taken to ensure the continuance, as quickly as possible, of the air transport in question after compulsory landings, and the continuance of the transport of the delegates, etc., travelling in such aircraft in case of forced landing, accident, etc.

## 7. Estonia.

June 2nd, 1931.

[*Translation.*]

The following draft regulations have been drawn up by the competent Estonian authorities to supplement the laws and compulsory regulations already in force, in order to give effect to the Assembly resolution regarding communications of importance to the working of the League of Nations at times of emergency :

1. Identification marks and types of aircraft shall be communicated to the Estonian Government twelve hours before flight over its territory.

2. Every aircraft shall be provided with certificates of airworthiness and of registration.

3. In addition to the documents certifying the purpose for which the aircraft is flying over Estonian territory, the crew shall be provided with identity cards and flying certificates and licences.

4. Passengers shall be provided with diplomatic or ministerial passports, or, failing such, documents certifying that the flight over Estonian territory is carried out in accordance with the regulations of the League of Nations and in the interests of the League, or that such persons are authorised to enjoy the privilege in question.

5. Wireless equipment may be used only for the purpose of guidance and, if necessary, for communication with the aerodromes of departure or of destination.

Codes may not be used.

Photographic or cinematographic apparatus shall be carried in such a condition that it cannot be used during flight over Estonian territory.

6. Arms of various kinds, munitions, bombs, asphyxiating gases, carrier-pigeons, etc., may not be carried.

7. No articles of any kind may be dropped other than water and fine sand used on the aircraft as ballast.

8. Aircraft may not fly over towns and houses at a height less than 500 metres ; in other places they may not fly higher than 2,500 metres.

9. Flights over the territory must be made between sunrise and sunset. Night flights may be made only by special permission.

10. Aircraft may land and take off only at public aerodromes and seaplane bases. For the use of a military aerodrome, special permission shall be applied for in each individual case.

Aircraft may only land at any other place should it be impossible to continue the flight as a result of a defect of

the aircraft. In such cases, the pilot shall immediately inform the police, Customs or military authorities in the neighbourhood of the spot at which the forced landing has taken place.

11. Aircraft may fly over the frontier only at the points fixed for the purpose—namely :

*On the northern frontier:* Near Tallinn by the air corridor of approach through the prohibited zones ;

*On the eastern frontier:* Near Narva by the air corridor through the prohibited zones ;

*On the southern frontier:* Near Heinaste.

Aircraft may cross the frontier at other points only if a special permit has been obtained.

Aircraft shall fly over points on the frontier at a height of less than 500 metres.

12. In order to obtain special permits (see paragraphs 9, 10 and 11) for flight over the territory, the following information shall in each individual case be communicated to the Estonian Government :

(a) Identification marks and type of aircraft ;

(b) Particulars as to the owner of the aircraft ;

(c) The time at which the aircraft will fly over the territory, the points of departure and destination, and the purpose for which it is desired to fly over the territory ;

(d) The frontier points of the Republic over which it is intended to fly when entering and leaving the territory.

13. In the case of aircraft flying over the frontier points enumerated in Article 11, such aircraft shall keep to the following route : When flying over the southern frontier they shall follow the line Heinaste-Pärnu-Tallinn ; and, when flying over the eastern frontier, they shall fly over Narva, along the coast, Kunda and Tallinn.

14. Aircraft shall be forbidden to fly over the zones enumerated in Article 15 of the Decree of the Ministry of the Interior and Justice.

When aircraft fly over a prohibited zone, they shall comply with Article 15 of Decree 15. All aircraft shall comply with the aircraft police regulations and the military aircraft regulations for the supervision of air communications (see Articles 16 and 17 of the Decree <sup>1</sup>).

16. The Secretary-General of the League of Nations shall be notified of any change in the present provisions. The above provisions shall apply to aircraft as soon as a communication with regard to them has been forwarded to the Secretary-General.

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<sup>1</sup> Not communicated by the Estonian Government.

EXTRACT FROM THE COMPULSORY REGULATIONS OF THE MINISTRY OF  
THE INTERIOR CONCERNING SUPERVISION OF PRIVATE AIR NAVIGATION.

*Article 15.*

With a view to the protection of order and of the security of the State, foreign aircraft shall be forbidden to land within the zones designated in the annex to the present Regulations or to glide or fly over the said areas.

Measures of coercion and even of a military character will be taken against a private aircraft entering one of the prohibited zones. Should an aircraft be forced through damage or stress of weather to enter a prohibited zone, the pilot shall be obliged to launch three red rockets as a distress signal and to land immediately outside and near the prohibited zone or to proceed to the nearest aerodrome or to land outside the boundaries of the prohibited zone.

Flight at a height of more than 200 metres shall be forbidden in the air space open to free traffic over the gulf and the city of Tallinn.

*Annex to Article 15.*

Private aircraft may not enter the following territories :

1. In the Tallinn area, land and sea surfaces bounded by the line passing through the following points :

To the north : the southern point of Paljassaar,  $59^{\circ} 30' 30''$  N. latitude,  $24^{\circ} 16' 15''$  E. longitude.

To the west :  $59^{\circ} 30' 30''$  N. latitude,  $24^{\circ} 16' 15''$  E. longitude. ; the mouth of the river Keila-the station of Klooga-the eastern bank of Lake Klooga-the River Vasalemm near Lake Klooga to and including Vasalemm.

To the south : Vasalemm, including its station-Aesma-the station of Kiisa.

To the east : the station of Kiisa-the road from this station to the shelter hut of Kirdalu on the road to Randalu-the level-crossing on the narrow-gauge railway-the level-crossing on the standard-gauge railway-the celluloid factory-the Glint-the northern lighthouse (the white light)-the Russalka monument-the sea-coast-the northern mole-the southern point of Paljassaar.

2. In the Naissaar area, the entire territory of Naissaar and the sea surface bounded by the line passing through the following points :

To the north :  $59^{\circ} 38' 30''$  N. latitude ;

To the west :  $24^{\circ} 20'$  E. longitude ;

To the south :  $59^{\circ} 32' 30''$  N. latitude,  $24^{\circ} 20'$  E. longitude ;  $59^{\circ} 31'$  N. latitude,  $24^{\circ} 37' 30''$  E. longitude ;

To the south-east :  $59^{\circ} 31'$  N. latitude,  $24^{\circ} 37' 30''$  E. longitude ;  $59^{\circ} 32' 30''$  N. latitude,  $24^{\circ} 40'$  E. longitude ;

To the north-east :  $59^{\circ} 32' 30''$  N. latitude,  $24^{\circ} 40'$  E. longitude ;  $59^{\circ} 38' 30''$  N. latitude,  $24^{\circ} 34' 20''$  E. longitude.

3. In the area of the Viimsi peninsula and the Prangli islands, the territories and maritime surface bounded by the line passing through the following points :

To the north : the north-west point of the Suure Prangli island :  $59^{\circ} 37'$  N. latitude,  $24^{\circ} 40'$  E. longitude ;

To the west :  $59^{\circ} 37'$  N. latitude,  $24^{\circ} 44'$  E. longitude ;  $59^{\circ} 31'$  N. latitude,  $24^{\circ} 44'$  E. longitude ;

The mouth of the Pirita River ;

To the south-east : the mouth of the Pirita River-the church at Randvere ;

To the south : the sea-coast to the east of Randvere as far as the northern point of Kaberneeme ;

To the east : the northern point of Kaberneeme-the eastern coast of the island of Rammu-the north-east coast of the island of Suure Prangli.

4. In the area of Tapa-Rakvere, the territory bounded by the line passing through the following points :

To the north-west : the church of Haljala-Haljala-Auküla-the road to Kihlavere-Kihlavere-Vohnja-Kolu-the south-eastern point of Lake Surri-the church of Lehtse ;

To the west : the church of Lehtse-the road to Lehtse Ambla-the church of Ambla ;

To the south : the church of Ambla-the road to Ambla Nommküla-Nommküla-Pisupi-the road to Jakobi-the church of Jakobi ;

To the east : the church of Jakobi-Jakobi-Sooaugu-Modriku-the road to Vaeküla-the station of Vaeküla ;

To the north-east : the station of Vaeküla-Vaeküla-Arkna-the road to Haljala-the church of Haljala.

5. In the Johvi area, the territory bounded by the line passing through the following points :

To the north : the sea-coast from the mouth of the River Pühajogi to Sakka ;

To the west : Sakka-the station of Kohtla-Ereda ;

To the south : Ereda-the side of Rausvere towards the sea-the River Vasavere (branch of the River Pühajogi) 2 kilometres to the east of Rausvere ;

To the east : the River Vasavere, from Rausvere to the River Pühajogi-the River Pühajogi from the mouth of Vasavere to the sea.

6. In the Narva-Joesuu area, the territory bounded by the line passing through the following points :

To the north : the Estonian-Soviet frontier ;

To the north-west : the sea-coast, from the Estonian-Soviet frontier to the mouth of the River Sotke ;

To the west : the River Sötke-the station of Vaivara ;

To the south : the railway line, from the station of Vaivara to the station of Auvere ;

To the south-east : the station of Auvere-Repniku-the Tallinn-Narva road-the church of Peetri-Riigi-the frontier point near the village of Keikino-59° 28' 2" N. latitude, 28° 13' 49" E. longitude ;

To the north-east : the Estonian-Soviet frontier.

7. In the Narva-Vasknarva area, the territory bounded by the line passing through the following points :

To the north-west : the frontier point where 59° 25' N. latitude cuts the frontier of the State (at Pulkovo)-Popovka-the northern and north-western side of Narva-the north-western side of the Korge Soo marsh-the River Mustjogi from Mustajogi to Lake Karjaki-Lake Konsa-the monastery of Kuremäe-the church of Iisaku-Porsovka-the River Alajogi, from Porsovka to the mouth ;

To the south : the northern shore of Lake Peipsi, from the mouth of the River Alajogi to the frontier of the State ;

To the south-east and to the east : the Estonian-Soviet frontier.

8. In the Tartu area, the territory bounded by the line passing through the following points :

To the north-west : the church of Aeksi-the mouth of the River Amme ;

To the south-west : the mouth of the River Amme-the station of Tartu ;

To the south : the station of Tartu-Ropka-the River Emajogi-Lunja ;

To the north-east : Lunja-Vesneri-the road to Vasula-Vasula-the church of Aeksi.

9. In the Mehikoorma area, the territory and sea-level bounded by the line passing through the following points :

To the north : the frontier point where  $58^{\circ} 27'$  N. latitude cuts the State frontier-the north-east point of Lake Koosa ;

To the west : the north-east point of Lake Koosa-the church of Rāpina ;

To the south-west : the church of Rāpina-the River Voo, from Rāpina to Voobsu-the north-eastern point of the island of Kolpino-the frontier point where  $58^{\circ} 3'$  N. latitude cuts the State frontier ;

To the east : the Estonian-Soviet frontier.

10. In the Voru Petseri area, the territory bounded by the line passing through the following points :

To the north : the frontier point where  $57^{\circ} 49' 40''$  N. latitude cuts the State frontier (near Zaputje)-the mouth of the River Opteki-the church of Satserinna-Kolosova on the bank of the River Piusa-Pindi on the bank of the River Voo-the River Voo from Pindi to the mouth of the River Iskna-the station of Voru-the eastern and northern banks of Lake Tammula-the River Vagula-the northern bank of Lake Vagula-Sommerpalu-the River Pühajogi to its southern branch (unnamed)-unnamed river-Vastse-Nursi-the line of lakes between Vastse-Nursi and Rouge-the church of Rouge-the road to Rouge Saarlase-the River Pāru from Saarlase to the Estonian-Latvian frontier ;

To the south : the Estonian-Latvian frontier ;

To the east : the Estonian-Soviet frontier.

11. In the Sangaste area, the territory bounded by the line passing through the following points :

To the west : Priipalu-the road to Priipalu-Telliste-Telliste ;

To the south-west : Telliste-the station of Karula ;

To the east : the station of Karula-the church of Sangaste ;

To the north-east : the church of Sangaste-the road to Sangaste Keeni-the village of Keeni-Priipalu.

July 29th, 1931.

[Translation.]

As regards aircraft which are unable to continue their flight as the result of an incident or accident met with on the way, it is repeated that the Estonian Government will take all steps necessary to facilitate the further transport of agents of the League of Nations.

## 8. Finland.

March 27th, 1931.

[Translation.]

The Finnish Government declares itself favourably inclined to the projects contained in the Assembly resolution. Since the project has acquired a certain stability, the Finnish Government is always prepared; generally speaking, to grant as wide facilities

as possible to aircraft effecting transport of importance to the working of the League, which are utilised in the way prescribed in the resolution. In the Finnish Government's view, however, it is self-evident that the aircraft in question will not be placed in a more favourable position than national aircraft with respect to supervision and the choice of routes.

In conformity with its favourable attitude as mentioned above, the Finnish Government considers that there should be an endeavour to make the system outlined in the resolution as homogeneous and as firm as possible. It is accordingly desirable that steps should be taken, through the Secretary-General, to make arrangements, agreements or other compulsory provisions as between all the States Members of the League. Thereafter, an attempt should be made to fix beforehand, as far as possible by identically similar formula, the right reserved by paragraph 2 of the resolution for each State to decide on the conditions under which it is prepared to grant the facilities prescribed in the previous paragraph. In the interests of the efficiency of the projected system, the Finnish Government considers that special care should be taken to ensure that the provisions in the arrangements to be concluded with various States intended to deal with the method of continuing a journey interrupted by accident, or for any other reason, are so fixed that in every case the journey may be continued without delay or hindrance.

As far as it is concerned, the Finnish Government is, in principle, prepared to grant the assistance deemed necessary in these cases and to help to arrange for the continuation of the journey.

On the other hand, the Finnish Government, in the interests of the efficiency of the system, would ask the Secretary-General to consider whether in certain cases the Governments concerned, apart from the Secretary-General, should not have the right to notify the countries of transit direct of a projected journey and the route to be used, since such an arrangement would prevent delays which might be very dangerous in urgent cases.

As a preliminary step, the Finnish Government contemplates the Helsinki-Tallinn, Helsinki-Stockholm and Turku-Stockholm lines as air lines, but in case of need other routes might also be authorised. It must be borne in mind, however, that in Finland there are only a few aviation grounds, but that the Finnish lakes and rivers offer innumerable opportunities to seaplanes for taking off and landing.

Pending communications from the Secretariat containing more definite projects for the general execution of the above-mentioned resolution, the Finnish Government, for its part, considers that, as the question stands at present, it cannot draw up a more detailed reply to the Secretariat's enquiry, which the Government feels it may look upon as merely a preliminary step.



August 4th, 1931.

[*Translation.*]

The Finnish Government communicated that the suggestions contained in its letter, dated March 27th, 1931, did not, in its opinion, exceed in any way the limits fixed by the resolution of the Assembly. It merely wished to point out the extreme desirability of securing always within the limits of this resolution the greatest possible conformity and uniformity in the methods of application practised and the obligations undertaken by each State.

As regards paragraph 9 of the resolution in question, it repeats that the Finnish Government welcomes its practical realisation and is, therefore, in principle, prepared to grant to aircraft effecting transport of importance to the working of the League of Nations all the facilities provided for therein. The Government reserves, however, the right *in casu* of prohibiting the crossing of its territory if such prohibition is required in individual cases by special reasons of national security.

#### 9. France.

[*Translation.*]

February 26th, 1934.

To the text of the provisions (reproduced below) adopted by the French Government, in pursuance of the Assembly resolutions of September 30th, 1930, are added the following two observations :

(a) As regards Article 2, the transport by aircraft or motor vehicle of persons belonging to a nationality at war with a country crossed or flown over should as far as possible be avoided ;

(b) It would appear fair to stipulate that direct or indirect expenses occasioned through communications of the League of Nations should be borne by the League budget and refunded to the country which incurred them.

#### TRANSPORT OF IMPORTANCE TO THE LEAGUE OF NATIONS AT TIMES OF EMERGENCY.

As long as the French Government has not enacted regulations regarding the crossing of frontiers, aircraft effecting transport of importance to the working of the League of Nations will be allowed to fly over French territory, with the exception of the prohibited zones, subject to the conditions laid down in the Law of March 31st, 1924, regarding air navigation.

From such time as it has laid down regulations regarding the crossing of frontiers, the French Government is prepared to allow the frontiers to be crossed by aircraft and motor vehicles effecting transport of importance to the working of the League of Nations, subject to the special conditions defined below, in addition to the conditions specified in the resolutions adopted by the Assembly at its eleventh session. It is understood that, in the event of the aircraft mentioned above being in difficulties, the French Government will assist the crew and persons on board to complete the journey by air if possible, and, in any case, to carry out their mission as quickly as possible.

*Article 1.*

To avoid any misunderstanding, aircraft should carry, in addition to their registration marks, the special distinctive mark of the League of Nations. In order to avoid any error on the part of frontier posts or land-defence posts, aircraft used for the communications of the League must fly over French territory at an altitude of less than 800 metres.

*Article 2.*

It should be understood that the Secretariat of the League of Nations will raise no objection if, during the transport by aircraft or motor vehicles of persons who may be amenable owing to their nationality to the Government of a country in a state of war with France, the usual precautions as regards bearers of flags of truce are taken in respect of such persons.

*Article 3.*

Aircraft and motor vehicles must contain neither arms, nor photographic apparatus, nor documents carried as correspondence, with the exception of the official mail of the League of Nations and documents relating to the mission entrusted to the persons on board.

Diplomatic bags or valises containing the official mail of the League of Nations must be sealed by the League, which shall be responsible for seeing that they contain no object or document the carriage of which is prohibited.

*Article 4.*

Aircraft must be provided with the logbooks required by the Convention relating to the Regulation of Aerial Navigation, dated October 13th, 1919.

*Article 5.*

The notice to be given in good time by the Secretariat of the League of Nations, prior to the departure of any aircraft or motor vehicle for the French frontier, must state the number and identity of the crew and of the persons on board, the approximate time at which the frontier will be crossed, the place and time of departure, the destination, and the type, engine-power and characteristics of the aircraft or motor vehicle.

*Article 6.*

Aircraft entering or leaving French territory will be required to land immediately after or before crossing the frontier at one of the following aerodromes :

St. Inglevert,  
Perpignan (aeroplanes and seaplanes),  
Ambérieu.

Between each of these aerodromes and the corresponding French frontier the route is fixed as follows :

*Routes of access to St. Inglevert :*

- (1) *Via* the sea-Wissant-St. Inglevert.
- (2) *Via* Furnes-Dunkirk-Gravelines-Calais-St. Inglevert.

*Route of access to Ambérieu :*

Fort l'Ecluse-Bellegarde-Châtillon de Michaille-Nantua-Pont d'Ain.

*Route of access to Perpignan :*

*Aeroplanes via* Cerbère-Argelès-Perpignan.  
*Seaplanes via* the coast, Cerbère and Port-Vendres.

Modifications of these routes may at any time be notified by the French Government.

*Article 7.*

After an aircraft entering French territory has landed at one of the aerodromes specified in Article 6 above, the French Government reserves the right either to tranship passengers or mail on board a French aircraft or to place on board the aircraft used for the communications of the League a French Commissioner, a place for whom must therefore be reserved on departure. In the latter case, the Commissioner will take command of the aircraft ; he will be provided with all desirable

instructions concerning the route to be followed and the navigation of the aircraft. In both cases the duty of the commander will be to facilitate by all possible means the rapid arrival at their destination of the persons and mail carried. When the aircraft has no Commissioner on board—*i.e.*, on entering France, between the crossing of the frontier and the aerodrome of entrance, and, on leaving France, between the aerodrome of departure and the frontier, and, lastly, for any unforeseen reason—it must comply with the provisions of the Convention of October 13th, 1919. In all cases the French Government reserves the right to have the aircraft escorted by a Government aircraft.

*Article 8.*

When the agents of the League of Nations, the persons entrusted by the League with a special mission, or the League's mail, are only crossing French territory in transit, the French Government will give all facilities for transshipping the passengers or mail on board a foreign aircraft before French territory is left, at one of the aerodromes specified in Article 6 above. Should authorisation to do so be given by the authorities of the adjacent country, the French national aircraft may continue to provide transport as far as the frontier aerodrome of entrance of the adjacent country.

*Article 9.*

To facilitate and accelerate the formalities preliminary to the crossing of the French frontier by aircraft used for communications of the League of Nations, the French Government is prepared, if the Secretariat of the League of Nations thinks fit, to accredit to the Secretariat at times of emergency a person authorised to settle with the French authorities the formalities to be complied with.

*Article 10.*

Owing to the risks which might be caused to aircraft used for the communications of the League of Nations by certain measures of security which the French Government might be led to take, the latter will determine in detail and in each particular case the rules to be observed by such aircraft flying at night.

*Article 11.*

(Motor vehicles, see Chapter IV, page 89.)

*Article 12.*

It must be understood that the provisions laid down above do not preclude any further measures which the French Government may think fit to prescribe in the event of certain States concerned in the emergency not being bound by the resolution of September 30th, 1930, or releasing themselves from the obligation to observe the terms of that resolution.

**10. Germany.**

April 16th, 1931.

[*Translation from the German.*]

I. In view of the special geographical and political situation of Germany, the German Government thinks that two categories of external political emergency should be distinguished in considering this question :

- (a) Emergencies which do not directly involve Germany ;
- (b) Emergencies affecting the security of Germany.

The question whether an emergency should come under category (a) or (b) may only be determined in each particular case ; the German Government must reserve its right to decide on this point.

II. In respect of emergencies which do not directly involve Germany, the following regulations are suggested :

(1) Aircraft effecting transport of importance to the working of the League flying over German territory shall bear marks distinguishing them as such. It would be satisfactory for aeroplanes to adopt as an identity-mark a streamer 30 centimetres broad and 2 metres long fixed to the extremity of the left wing (back edge).<sup>1</sup>

(2) All the authorities concerned will receive instructions to grant all possible facilities to aircraft bearing the identity marks prescribed under (1).

(3) In the case of forced landings, the German Government will take the necessary measures to ensure that the delegates, mail, etc., may continue their journey as quickly as possible.

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<sup>1</sup> See Chapter III, B : Identification of Aircraft effecting Transport Duties of Importance to the Working of the League at Times of Emergency.

(4) In the interests of rapid air transport, air routes will not be fixed until further notice ; but, as a measure of security, night flights shall be carried out only over lines that are lit at fixed points.

(5) All aircraft effecting transport of importance to the working of the League shall be subject, when flying over German territory or when on German territory, to all the rules applicable to air traffic in Germany.

(6) Military aircraft may not be used for flying over German territory.

(7) Apart from the communication from the Secretariat of the League (paragraph 7 of the Assembly resolution), when an aircraft has flown over German territory without landing at an air port, the German Government shall receive from the Secretariat of the League, at the latest one week after the flight, particulars as to the itinerary followed, the duration of the flight and the occupants of the aircraft.

III. In the case of emergencies affecting the security of Germany, it seems indispensable that every aircraft effecting transport of importance to the working of the League at times of emergency, when compelled to pass over German territory, should fly by the shortest air route to the frontier air port nearest the point where it entered German territory, and should land there so that it may be decided how and in what conditions it may continue its flight. The following are frontier air ports :

Freiburg i.Br.	Stolp
Mannheim	Insterburg
Frankfort-on-the-Main	Frankfort-on-the-Oder
Aachen	Breslau
Münster	Dresden
Flensburg	Nuremberg
Warnemünde	Munich
Swinemünde	Friedrichshafen.

Moreover, in emergencies of this kind, it is impossible to lay down in advance fixed rules as to how and in what conditions the air transport should be continued ; but in every case the German Government will take all possible steps to ensure that the delegates, mail, etc., of the League may continue their journey as quickly as possible. Furthermore, the Government will advise the Secretariat of the League at the earliest possible date of the measures taken in this respect.

It is understood that the German Government shall be indemnified for all expenditure occasioned by any measures taken in connection with air transport effected for the League.

October 9th, 1931.

[*Translation from the German.*]

In reply to the Secretary-General's letter of July 15th, 1931, the German Government confirms that that letter in general accurately records the steps which may be taken for effecting air transport for the League through German territory at times of emergency. This applies, in particular, to emergencies which do not immediately affect Germany. As regards emergencies by which Germany's security is affected, it is correct that aircraft effecting transport of importance to the working of the League which merely have to fly over a part of German sovereign territory situated between the frontier and the frontier air port must take the shortest flying route from the place at which German territory is entered to the nearest frontier air port. As stated in the German Government's letter of April 16th, 1931, this Government will, moreover, do its best to ensure the most rapid continuation of air transport from these frontier air ports. The conditions for the most rapid forwarding of air transport may not, however, be determined in advance. With reference also to paragraph 9 of the Assembly resolution, the conditions may only be decided for each particular case.

#### 11. Greece.

April 9th, 1931.

[*Translation.*]

The Hellenic Government is prepared to subject aircraft effecting transport of importance to the working of the League at times of emergency to the regime as laid down in the Assembly resolution, subject to the necessary guarantees for the national security of States.

The accompanying map of Greece<sup>1</sup> will provide competent bodies of the Secretariat with the necessary particulars to establish the routes prescribed by paragraph 2 of the Assembly resolution.<sup>2</sup>

In respect of the changes in the rules and routes mentioned in the same paragraph, the Hellenic Government would prefer to make the Ministry for Foreign Affairs responsible for their notification. In urgent cases, the notification might be telegraphed.

May 5th, 1932.

[*Translation.*]

1. Normal routes proposed by the Hellenic Government under paragraph 2 of the resolution of the eleventh Assembly :

(a) Corfu-Cephalonia-Gulf of Corinth-Athens (Mitylene in the direction of Turkey ; Spinalonga in the direction of the Eastern Mediterranean).

<sup>1</sup> Kept in the archives of the Secretariat.

<sup>2</sup> See note by the Secretariat No. 3.

(b) Janina-Agrinion-Gulf of Corinth-Athens (Volos-Salonika-Alexandropolis, in the direction of Turkey; Heraklion (Candia) in the direction of the southern littoral of the Mediterranean).

(c) Gorgopi-Valley of the Axios-Salonika (Volos-Athens-Alexandropolis in the direction of Turkey).

(d) Drama-Cavalla-Salonika-Volos-Athens.

2. List of aerodromes and airports reserved for the compulsory landing of aircraft forbidden to fly over Greece under paragraph 9 of the resolution :

(a) Airport of Corfu ;

(b) Aerodrome of Janina ;

(c) Aerodrome of Gorgopi ;

(d) Aerodrome of Drama ;

(e) Airport or aerodrome of Salonika ;

(f) Airport or aerodrome of Athens.

3. Every effort will be made by the Hellenic Government to provide as far as possible for the continuation of the transport of delegates, mail, etc., in any particular case of forced landing (paragraph 8) or of compulsory landing (paragraph 9).

### **Note by the Secretariat No. 3.**

The corridors of approach to Greece are not marked on the map supplied by the Hellenic Government. Certain arrows (three arrows across the Greco-Albanian frontier, two across the Greco-Yugoslav frontier, three, including one forked arrow, across the Greco-Bulgarian frontier and two across the Greco-Turkish frontier), in spite of the frequent scarcity of the names of localities, indicate the general direction to be observed by aircraft entering Greece by the land frontiers.

It would appear that entrance by air into Greece by the coast is permitted anywhere except over the prohibited and restricted zones in the vicinity of Athens and Salonika, the whole of the island of Cephalonia, and the entrance to, and part of, the Gulf of Arta, all of these zones being indicated on the map in question.

## **12. Hungary.**

April 23rd, 1931.

[*Translation.*]

The Hungarian Government communicates the following information on the conditions under which it would be in a position to give effect to the Assembly resolution.

The Hungarian Government is prepared to give the same treatment to the aircraft specified in paragraphs 1 and 4 of the resolution as is accorded to State aircraft, with the exception of military, Customs or police aircraft, of the State which enjoys the most favourable conventional regime. It undertakes not to apply to this aircraft any exceptional and temporary restrictions which may be imposed on air navigation except in conformity with the provisions of paragraph 9 of the resolution.



In virtue of a Decree of the Ministry of Commerce and of the international Conventions at present binding on the Hungarian Government, the flights of foreign aircraft, whether they land or not, are subject in Hungary to special authorisations. Nevertheless, in order to enable the League at times of emergency to take rapid action to safeguard peace, the Government declares its readiness, in the circumstances contemplated by the resolution and in conformity with paragraphs 2 and 10 of that resolution, to grant extended facilities under the following conditions to the aircraft referred to in paragraph 4 by authorising them to fly over the national territory without having to obtain special permission beforehand in every case :

A. The Secretary-General of the League of Nations shall communicate the following data direct to the Royal Aeronautical Bureau of Hungary (M. kir. Légügyi Hivatal, Budapest, II, Hunyadi Janos-ut, 13), in advance, in each case and in due time (in urgent cases by telegraph) :

(a) The nationality and registration marks of the aircraft (the special mark of the League of Nations, if any) ;

(b) The place and hour of departure and place of destination ;

(c) The type and power of the engine, the type and other distinguishing marks of the aircraft (two or more seats, monoplane, biplane, etc.) ;

(d) The names of the crew and passengers, in particular that of the delegate of the League, his mission and a note as to whether, besides this delegate and the correspondence of the League, there will be other persons or other articles for transport on board ;

(e) Notice of any landing to be made on Hungarian territory.

B. The aircraft may only follow the routes shown in Annex I according to the geographical situation of the places of departure and destination. For instance, aircraft going from Bucharest to Geneva must follow the route Kétegyháza-Budapest-Vienna. The Government reserves the right to prescribe, if necessary, other routes than those shown in the above-mentioned annex. On the other hand, the Government is, in principle, prepared to consider in individual cases at the request of the Secretary-General of the League the authorisation of different routes from those shown in Annex I.

The frontier of the country may only be crossed above the frontier sections shown in the same annex.

C. Aircraft must not enter the prohibited zones which are specified in Annex II, or which may be specified in the future and notified as such in advance to the Secretariat of the League. Consequently, this prohibition could not be invalidated by the last sentence of the first paragraph of the resolution.

On the other hand, the Government undertakes to confine the prohibited zones to those territories over which flying will also be forbidden to aircraft belonging to a foreign State enjoying the most favourable conventional regime.

Every aircraft which enters a prohibited zone must, as soon as it is aware of the fact, give the signals of distress (shown in Annex III) prescribed by the Hungarian aeronautical decrees and must land without delay at the nearest aerodrome situated outside the territory of the prohibited zone in question.

D. Aircraft may only carry the persons and articles (correspondence) referred to in paragraph 4 of the resolution and must in particular not carry the articles mentioned in Annex IV the transport of which is forbidden by Ministerial Decrees.

E. As long as they remain on territory subject to the sovereignty of the Kingdom, or in the air above such territory, aircraft, their crew and also the passengers and goods transported shall remain subject to the Hungarian legal regulations relating particularly to air traffic so far as these regulations are compulsory for all foreign aircraft irrespective of nationality. They shall also be subject to the Hungarian legal regulations with regard to Customs, fiscal taxes, import and export prohibitions, transport of persons and goods, public security and order, and lastly, in general, to the provisions of all other legal regulations in force subject to any exceptions thereto that may be provided by the present declaration.

The provisions of the Hungarian legal regulations on air traffic relating to signals, registration papers, specifications of aircraft, licences and certificates of the crew and other accessory documents, and also the stipulations regarding the rules for signals and circulation laid down in conformity with the provisions of Article 266 of the Treaty of Trianon (which has, however, since lapsed), are in general and in essential points similar to the relevant provisions contained in the Convention of October 13th, 1919.

F. As regards supervision and routes to be followed, the Hungarian Government intends to grant the facilities afforded under the most favourable conventional regime in conformity with paragraph 3 of the resolution, provided always that its absolute right to require any aircraft to land for purposes of supervision or other purposes while it is flying over Hungarian territory shall remain unaffected. This reservation was, moreover, also made by the representative of Switzerland at the Third Committee of the eleventh Assembly.

The Government will, therefore, should the case arise, interpret paragraphs 3 and 9 of the resolution in this sense.

The signals referred to in decrees of the Ministry of Commerce, extracts from which are reproduced in Annex III, by means of which aircraft shall be required to land if necessary, are not

entirely in conformity with those prescribed by the Convention of October 13th, 1919 (Section II of Annex D of that Convention).

G. The aircraft referred to in paragraph 4 of the resolution may not include military, Customs or police aircraft, their entry into Hungary remaining subject to an authorisation to be obtained in advance from the competent Hungarian air authority (for military aircraft, from the Ministry of National Defence).

H. A departure from or landing on Hungarian territory without special authorisation may only be made at an aerodrome having a Customs and passport service and on condition that no intermediate landing shall be made between the frontier and that aerodrome. The Hungarian Government will, on request, communicate a list of these aerodromes to the Secretariat of the League of Nations. In Hungary, the only aerodrome for public use at which arrangements are made for the above-mentioned service is at present that of Mátyásföld, near Budapest.

I. Fuel carried on the aircraft sufficient to reach the place of destination shown in the official papers is exempt from Customs duty.

As regards wireless meteorological services, signals by day and night and taxes for landing and temporary shelter while the aircraft is at an aerodrome, the Government proposes to accord treatment similar to that granted by the other States Members of the League.

In so far as it may be impossible to establish such uniform and general regulations or such agreements, the Government will levy the same taxes as are levied upon aircraft belonging to a State enjoying the most favourable conventional regime.

### Annex I.

#### CORRIDORS OF APPROACH.

1. Frontier section between the Danube (south) and the road connecting the communes of Mosonszentjános and Halbthurn (26 kilometres) (Austrian frontier).
2. Frontier section from 5 kilometres east to 5 kilometres west of the Budapest-Kiskörös-Subotica railway line (Yugoslav frontier).
3. Frontier section from 5 kilometres north to 5 kilometres south of the Kétegyháza-Otlaca-Chisináu railway line (road) (Roumanian frontier).
4. Frontier section from 5 kilometres north to 5 kilometres south of the Budapest-Oradea Mare railway line (Roumanian frontier).
5. Frontier section from 5 kilometres west to 5 kilometres east of the Miskolc-Hidasnémeti-Kosice railway line (Czechoslovak frontier).

## Annex II.

### PROHIBITED ZONES.

1. The territory bounded by Kisbér, Bodajk, Székesfehérvár, the northern corner of Lake Balaton, Városlőd and Kisbér, excluding the above-mentioned localities.

2. The territory bounded by Ujhartyán, Lajosmizse, Kerekegyháza, Peszér-puszta and Ujhartyán.

3. The area of Csépel bounded on the north by the line from Sashegy (hill 189) to the northern extremity of the commune of Csépel, on the west by the line from Sashegy (hill 189) to the south-west extremity of the island of Háros, on the south by the line from the extremity of the island of Háros to the southernmost boundary of the commune of Soroksár and on the east by the western bank of the secondary arm of the Danube.

The territory of the commune of Budafok is included in the prohibited zone.

## Annex III.

### SIGNALS.

In order to indicate to an aircraft that it is above a prohibited zone and that it must land, the following signals are used in Hungary :

By day, three projectiles fired at intervals of ten seconds and producing white smoke on explosion ;

By night, three projectiles fired at intervals of ten seconds and producing green lights or stars on explosion.

The signals prescribed in Annex D, point 18, of the Convention of October 13th, 1919, are not rendered compulsory by the Hungarian regulations for air traffic, since aircraft found to be above a prohibited zone are required to land at the nearest aerodrome.

Regulations concerning signals of distress to be given by aircraft in Hungary :

When an aircraft in any position, either in the air or after landing, is in danger and asks for help, it must for such purpose fire white rockets in rapid succession.

It may use the following signals :

(a) The international S.O.S. signal, transmitted either by optical signals or by wireless telegraphy ;

(b) The distress signal shown by the N.C. flags of the international code ;

(c) The distance signal consisting of a square flag with a ball or similar object either above or below it ;

(d) A continuous sound emitted by any sonorous instrument.

## Annex IV.

### PROHIBITED TRANSPORT.

The transport by aircraft of arms, munitions, explosives, photographic apparatus or carrier pigeons shall be permissible in the interior of the country only on condition that the measures for security are observed and subject to the permission of the air traffic authority.

The provisions of the preceding paragraph may be extended by the air traffic authority to the transport of other objects.

It shall be forbidden to transport or carry on board an aircraft, without the authorisation of the Ministry of Commerce, wireless telegraphic or telephonic (radio) apparatus, electrical signalling apparatus or any other installations which may be used for the transmission of information, even if they do not come under the above-mentioned categories, except in the following case :

Authorisation is not necessary for installations to which the Ministry of Commerce decides that this exception shall apply, provided they are to be used for the purposes of the aircraft, the aerodrome or the airport (or hydroplane station) and can be used only for those purposes, or if it is stated in the regulations concerning them that they are necessary for air traffic and can be used for the purposes of such traffic.

November 24th, 1931.

[*Translation.*]

Part A (*d*) of the Hungarian Government's reply, dated April 23rd, 1931, may be interpreted in the sense of paragraph 7 of the Assembly resolution in question, it being understood that aircraft effecting transport duties of importance to the working of the League of Nations at times of emergency shall, during the said transport, be allocated entirely to the service of the League and shall, therefore, transport only those persons whose presence on board is required by the mission in question ; it is also understood that, whenever possible, the Secretary-General of the League will notify in advance the identity of the persons on board and that those persons must be furnished with documents certifying their position and mission.

As regards the transport of arms and photographic apparatus, the Government is of opinion that aircraft effecting transport duties of importance to the working of the League of Nations do not in ordinary circumstances officially require either arms or photographic apparatus. But, should such aircraft be entrusted with missions beyond or outside European territory where there are reasons for carrying on board arms for self-protection and—in quite exceptional cases—photographic apparatus, the permission of the competent Hungarian authority must be obtained in each case as regards Hungarian air territory.

Lastly, the Hungarian Government considers that, in view of the guarantees mentioned above, the authorisation for flying over the territory may in general be granted in advance, subject only to a special permit being obtained in each case for arms (including ammunition and explosives) and photographic apparatus.

### 13. Irish Free State.

September 19th, 1931.

The matter having now been finally considered by the administrative departments concerned, the Irish Government is prepared to give effect to the resolution adopted by the last Assembly, in so far as the Irish Free State is concerned.

#### 14. Italy.

August 25th, 1931.

[*Translation from the Italian.*]

As regards paragraph 1 of the Assembly resolution, the Italian Government states that the Conventions which it has so far concluded do not contain special facilities in respect of Government aircraft other than Customs or police aircraft. Accordingly, paragraph 1 does not apply.

As regards paragraph 2, the Italian Government is prepared to bring aircraft effecting transport duties of importance to the working of the League of Nations under the provisions in force governing the rules and routes normally followed, and undertakes to notify without delay any changes in such rules and routes.<sup>1</sup>

As regards the carrying into effect of the provisions laid down in paragraph 8, the Italian Government undertakes to assist crews and all persons on board and to enable them to complete their journey by means of aircraft of its own together with the necessary crews.

As regards the carrying into effect of paragraph 9, the Italian Government is ready to provide for the transfer of passengers as quickly as possible to an aerodrome to be agreed upon with the Secretariat of the League, and to ensure the continuation of the air transport in the manner specified in the previous paragraph.

The Italian Government draws the attention of the Secretariat to the following, in connection with paragraph 7. It is necessary, in its opinion, that the names of persons on board, the crews and the passengers should in every case be communicated in advance.

#### Note by the Secretariat No. 4.

(Extracts from C.I.N.A. *Bulletins of Information*: No. 454, April 16th, 1931; No. 603, February 1st, 1934; No. 399, April 3rd, 1930.)

#### *Prohibited Zones.*

##### *Zone 1. — Alpine Frontier.*

A strip of national territory comprised between the frontier line and a line within the territory defined as follows:

Imperia: Imperia-Pieve di Teco-Ormea main road; Ormea-Ceva-Mondovì-Cuneo railway line; Cuneo-Busca-Saluzzo-Cavour-Pinerolo-Cumiana-Giaveno-Avigliana-Almese main road; Almese-M. Colombano (1,658 metres)-Lanzo-Torinese branch road; Lanzo-Torinese-Corio-Rivara-Cuorgne-Ivrea-Pont Saint Martin main road; Gressonney valley from Pont Saint Martin to Gaby; Gaby-Porta Tre Vescovi (2,591 metres) M. Bo (2,656 metres)-Piode branch road; Sesia valley from Piode to Varallo; Varallo-Omegna branch road; Omegna-Fondotoce main road; west shore of Lake Maggiore from Fondotoce to Pallanza;

<sup>1</sup> See note by the Secretariat No. 4.

Pallanza-Laveno branch road ; Laveno-Varese-Tradate-Saronno-Seveso-Erba railway line ; Erba-Malgrate main road ; west shore of Lake Lecco from Malgrate to Bellagio ; Bellagio-Varenna-Bellano branch road ; Val Sassina from Bellagio to Intra ; the summit line of the Oberland Alps-Pizzo Tre Signori (2,554 metres)-M. Azzaredo (2,431 metres)-Pizzo Redorta (3,037 metres)-M. Gleno (2,883 metres)-M. Venerocolo (2,589 metres)-M. Torsoleto (2,708 metres)-Pizzo Tririgno (2,308 metres) ; Edolo ; Alta Valcamonica-Val Vermiglio and Val di Sole along the Edolo-Passo del Tonale-Malè-Cles-Romeno-Fondo-Caldaro-Bolzano main road ; Bolzano-Ponte all'Isarco (Isarco Valley) railway line ; Dolomites (Ponte all'Isarco-Ortisei-Livinalongo-Cortina d'Ampezzo) main road ; Cortina d'Ampezzo-Pieve di Cadore main road and railway line ; Pieve di Cadore-Tolmezzo (Alta Val Tagliamento) main road ; Tolmezzo-Gemona-Tarcento-Cividale-Cormons-Gorizia main road ; Gorizia-S. Daniele del Carso railway line ; S. Daniele del Carso-Storie-Sesana main road ; Sesana-Divaccia-Erpelle-Pinguente-Pisino railway line ; Pisino-Fianona main road ; Carnaro (Adriatic Sea).

Aircraft arriving from abroad and having to cross the frontier and the above-mentioned zone are required to do so at the points of passage and following the routes indicated and described in Article 63 of the Air Navigation Regulations and subsequent amendments, in order to arrive at the nearest Customs aerodrome. Similarly aircraft proceeding abroad must follow the reverse procedure.

#### *Zone II. — Gulf of Spezia.*

Flight is prohibited over a zone comprised within the boundaries described below : A straight line between Levanto and Borghetto ; the course of the river Vara from Borghetto to the confluent of the Magra ; the course of the Magra except its estuary ; the coast line from Levanto to the mouth of the Magra ; and also the territorial waters corresponding to the said coast line.

#### *Zone III. — Isle of Elba and Piombino Channel.*

Flight is prohibited over the Isle of Elba and its territorial waters ; the Piombino Channel, and a zone of the mainland bounded on the east by a straight line between Torracchia and the mouth of the river Cornia, as well as the territorial waters corresponding to the said zone.

Aircraft arriving from the north-west or south-east and having to cross the Piombino Channel must fly, on nearing the prohibited zone, at an altitude not exceeding 100 metres and follow 130° true course along the bisection of the Piombino Channel, if they arrive from the north-west, and the inverse true course if they arrive from the south-east, keeping the Isle of Cerboli to the east and the isle of Palmaiola (or Palmajola) to the west of such course.

#### *Zone IV. — Strait of Messina.*

In Sicily, flight is prohibited over a zone comprised within the following boundaries : Straight lines between Orto-Saponara-Rometta-M. Scuderi-Nizza di Sicilia, and the coast line from Orto to Capo Peloro and Nizza di Sicilia ; in Calabria a zone comprised within the following boundaries : Straight lines between Bagnara Calabria-S. Alessio in Aspromonte-Mossoropa-Cataforio-Motta S. Giovanni-Capo dell'Armi, and the coast line from Bagnara Calabria to Capo dell'Armi, as well as the territorial waters corresponding to the Sicilian and Calabrian coast lines above defined.

Aircraft having to fly over the Strait are required to take the following route :

- (a) Those arriving from the north must pass a point at the boundary of the territorial waters with bearing of 137° to the village of Gesso, thence follow 137° true course, passing slightly to the south of the

Gesso-Messina railway line and at a distance of at least two nautical miles from the town of Messina, and continue in this direction to the median line of the Messina channel (parallel of Reggio), in order to pass outside of the prohibited zone.

(b) Aircraft arriving from the south are required, in flight over the prohibited zone, to follow the median line of the strait to the parallel of Reggio Calabria; thence a true course of  $137^{\circ}$  passing at a distance of at least two nautical miles south of the town of Messina, remaining south of the Messina-Gesso railway line, and following this course to the limits of the territorial waters of the Tyrrhenian coast.

*Zone V. — Augusta-Syracuse (Sicily).*

Flight is prohibited over a zone comprised within the following boundaries: Straight lines between Torre di Agnone-Lentini-Sortino-Solarino-Florida-Punta del Cane, and the coast line between Torre Agnone and Punta del Cane, as well as the territorial waters corresponding to the said coast line.

The Customs aerodrome for airships and the Customs seaplane station for seaplanes are situated in the Augusta zone.

To arrive at either the aerodrome or the seaplane station, aircraft must approach the territorial waters at an altitude of 300 metres and thence follow a true course of  $270^{\circ}$  towards Izzo Point, gradually descending so as to pass over the said point at an altitude not exceeding 100 metres; thence follow a true course of  $282^{\circ}$  in the direction of the bridge joining the island of Augusta to the mainland, and continue this course gradually diminishing the altitude, direct to the seaplane station or aerodrome.

On departure aircraft must follow inversely the same route at the same altitude up to the limits of the territorial waters.

Airmen of the Rome-Tripoli-Bengasi civil air line must, on arrival, in order to remain outside the territorial waters of the prohibited zone, pass within the sector comprised between  $360^{\circ}$  and  $280^{\circ}$  true bearing in relation to Syracuse lighthouse (Castello Maniaci).

From this zone, they must proceed in the direction of the lighthouse, lowering their altitude for the mooring operations in the triangle formed by the lighthouse, seaplane station and the salt marshes.

Inversely, on departure, the necessary operations must be carried out in the said triangle and the machines in passing beyond the territorial waters of the prohibited zone must remain within the sector comprised between  $360^{\circ}$  and  $280^{\circ}$  true bearing from the Syracuse lighthouse.

*Zone VI. — Trapani-Marsala (Sicily).*

Flight is prohibited over a zone comprised within the following boundaries: Straight lines between Punta di Solanto-Palazzolo-Fondaco-M. Borania (or Montagnola della Borrania)-Vigne della Taverna-Marsala; the coast line between Punta di Solanto and Marsala, as well as the islands of Levanzo, Favignana and Stagnone and the territorial waters corresponding to the said coast line and islands.

*Zone VII. — Maddalena Region (Sardinia).*

Flight is prohibited over a zone comprised within the following boundaries: Straight lines between Punta di Li Francesi-Luogo Santo-M. Foci-M. Pino-M. Telti-Picco-Zarabaddò-Punta Sabbatino; the coast line between Punta di Li Francesi and Punta Sabbatino, as well as the islands lying off the coast and the territorial waters corresponding to the said coast line and islands.

The Terranova Pausania seaplane station is situated in this zone. To arrive at this station, seaplanes of the Rome-Terranova-Cagliari civil air line, while remaining outside the territorial waters, must



approach until they no longer have Cape Figari to westward; and thence follow  $270^{\circ}$  true course, gradually lowering their altitude. On arriving at a distance of one mile from the semaphore at an altitude of 200 metres, they must direct their course towards the Bocca Island lighthouse; thence direct to the seaplane station.

On departure, the aircraft attain Bocca Island, direct their course towards Cape Figari and, on arriving at a distance of one mile from the cape, pass eastward to the limits of the territorial waters.

*Zone VIII. — Cagliari (Sardinia).*

Flight is prohibited over a zone comprised within the following boundaries: Straight lines between Cape di Pula-Sarroch-M. Is Laccuneddas-Capoterra-Uta-Decimomannu-Sinnai-M. Sette Fraris (M. dei Sette Fradi)-Bruncu Santiuta-Villasimius-Cape Carbonara; the coast line of the Gulf of Cagliari from Cape di Pula to Cape Carbonara and the territorial waters corresponding to the said coast line.

The Cagliari (Monserrato) Customs aerodrome for aeroplanes and the Customs seaplane station (Elmas) are situated in the Cagliari prohibited zone.

Aircraft bound for the Cagliari (Monserrato) Customs aerodrome must, while flying outside the prohibited zone, reduce their altitude to not more than 300 metres when over Serdiana, and thence fly direct to the aerodrome gradually lowering their altitude.

On departure, they must follow inversely the Serdiana route, arriving over this point at an altitude not exceeding 300 metres.

Aircraft bound for the Elmas seaplane station must enter the area of the territorial waters following  $0^{\circ}$  true course towards the Punta Carbonara semaphore, diminishing their altitude until it is not more than 200 metres at a distance of 1 kilometre from the semaphore. They must then direct their course towards Sarrok as far as its intersection with the meridian of the town of Cagliari; thence towards Maddalena to the western limit of the lake of Cagliari; thence direct to the seaplane station.

Inversely, on departure, aircraft are required to proceed from the seaplane station to Maddalena; thence on  $140^{\circ}$  true course until they pass beyond the territorial waters.

*Zone IX. — Taranto.*

Flight is prohibited over a zone comprised within the following boundaries: Straight lines between Ginossa railway station-Massafra-Grottaglie (town)-Fragagnano-Maruggio-Torre Monini-the coast line of the Gulf of Taranto from Ginossa railway station to Torre Monini; the islands of San Pietro and San Paolo and the territorial waters corresponding to the said islands and coast line.

*Zone X. — Brindisi.*

Flight is prohibited over a zone comprised within the following boundaries: Straight lines between Torre Guaceto-Mesagne-San Pietro Vernotico-Torre San Gennaro; the coast line from Torre Guaceto to Torre San Gennaro, as well as the territorial waters corresponding to the said coast line.

The Brindisi Port (outer harbour) Customs seaplane station and the Brindisi (San Vito de' Normanni) Customs aerodrome for aeroplanes are situated in the Brindisi prohibited zone.

For arrival at the Customs seaplane station, seaplanes are required to cross the limits of the territorial waters at an altitude of 300 metres; thence following a straight line between Castello a Mare and Castello Vittoria ( $237^{\circ}$  true course), gradually diminishing the altitude to 50 metres over Castello a Mare; thence proceeding direct to the seaplane station.

On departure, seaplanes are required to follow the same straight line in the opposite direction, maintaining the same altitudes to the limits of the territorial waters.

Aeroplanes bound for the Brindisi (San Vito de' Normanni) Customs aerodrome for aeroplanes are required on arrival and departure to remain within the sector: San Vito de' Normanni (town)-San Vito de' Normanni (aerodrome)-Mesagne, at an altitude not exceeding 200 metres.

*Zone XI. — Venice.*

Flight is prohibited over a zone comprised within the following boundaries: the course of the Piave from Cortellazzo to San Dona di Piave; straight lines between San Dona di Piave-Monastier-Preganziol-Mirano-Strà; the course of the Brenta from Strà to the mouth; the coast line from Cortellazzo to the mouth of the Brenta; as well as the territorial waters corresponding to the said coast line.

The Sant' Andrea Customs seaplane station and the San Nicolò di Lido aerodrome are situated in the Venice prohibited zone.

Seaplanes bound for the Sant' Andrea seaplane station are required to follow the course of the Piave to Intestadura, at an altitude not exceeding 300 metres; thence the route: Intestadura-Cape Sile-Murano, until the southern boundary of Murano is to westward; thence direct to the seaplane station.

On departure, the inverse route and similar altitudes.

Aircraft arriving from the east and bound for the Venice (San Nicolò di Lido) Customs aerodrome, are required to follow the route: Intestadura-Cape Sile-Campalto-Venice (San Nicolò di Lido) aerodrome.

On departure, the inverse route and similar altitudes.

Seaplanes arriving from the south or west are required to follow the route: Taglio di Po-Ca'Morosini, to reach Ca'Bianca at an altitude not exceeding 300 metres, and to follow the route: Ca'Bianca-west boundary of Venice (maritime docks) ( $17^{\circ}$  true course); at a distance of 3 kilometres from the docks (Grazia-Isola S. Elena line) they proceed direct to the seaplane station.

On departure, the inverse route and similar altitudes.

Aircraft arriving from the west, north or south are required to cross the prohibited zone following the route: Padova-Mestre, at an altitude not exceeding 300 metres; proceeding from Mestre direct to the Venice (San Nicolò di Lido) aerodrome.

On departure, the inverse route and similar altitudes.

*Zone XII. — Pola.*

Flight is prohibited over a zone comprised within the following boundaries: Straight lines between Punta Gustigna (Punta Giustinia)-Valle di Rovigno-Jursici-Filippino-Carnizza d'Arsa-Porto Carnizza; the coast line from Punta Gustigna to Porto Carnizza (mouth of the Arsa channel); as well as the territorial waters corresponding to the said coast line.

The Pola seaplane station, situated in the commercial part of the port, is comprised within the prohibited zone above described.

To accede thereto or depart therefrom aircraft of the Trieste-Zara commercial air line must observe the following prescriptions.

(a) The route for entry or departure should be traced so as to bisect the line joining Cape Compare-Punta Cristo, and to follow the centre of the Gulf to the passage between S. Andrea island and S. Pietro peninsula; thence as most convenient for mooring, but, in the course of the manœuvres, making as few turnings as possible.

(b) The altitude on entry or departure must not exceed 100 metres.

The foregoing provisions apply only to aircraft engaged in the above-mentioned air line and are not extended to national civil aircraft or

to foreign civil or military aircraft, in respect of which access to the Pola zone remains prohibited.

Aircraft engaged in the Trieste-Zara commercial air line are authorised to make regular stoppages in the Brioni islands. Such aircraft must follow the centre of the Pasana always in a northerly direction, whether they arrive from the north or the south, and at an altitude not above 100 metres.

The foregoing provisions apply only to aircraft engaged in the abovementioned air line and are not extended to national civil aircraft or to foreign civil or military aircraft, in respect of which access to the Pola zone remains prohibited.

*Zone XIII. — Isle of Lero Portolago (Dodecanese).*

Flight is prohibited over the isle of Lero (Ægean) and its territorial waters and the isles of Farios, Arcangelo, Placusa, Tripiti, Strongili, Kiriaki and Piganusa, lying within the said territorial waters.

*Cagliari (Sardinia).*

The provisions relating to the prohibited zone of Cagliari (Zone VIII) are modified as follows in respect of the second and third paragraphs of the said provisions :

Within the prohibited zone of Cagliari, there are situated the Customs aerodrome of Cagliari (Elmas) for aeroplanes and the Customs airport of Cagliari (Elmas) for seaplanes.

Aircraft bound for Cagliari (Elmas) Customs aerodrome for aeroplanes should, when flying outside the prohibited zone, pass to a height not exceeding 300 metres above the vertical of Sordiana, and from this point make for the airport decreasing gradually their altitude. On departure, they should follow inversely the route from the airport to Sordiana, attaining over the vertical of this latter point a height not exceeding 300 metres.

*Corridors of Approach (Article 63 of the Air Navigation Regulations).*

Every aircraft arriving from or departing for abroad shall cross the land or sea frontier only at the points given below :

*(a) Land Frontier.*

1. Mount Cenis corridor : Obligatory route — along the main road Mount Cenis-Susa-Rivoli ; thence direct to Turin (Mirafiori) Customs aerodrome.

2. Iselle corridor : Obligatory route — along the main road Iselle-Domodossola-Ornavasso-Omegna-Orta-Gozzano-Borgomanero-Momo ; thence direct to Cameri aerodrome ; thence direct to Milan (Taliedo) Customs aerodrome.

3. Chiasso corridor : Obligatory route — along the main road Chiasso-Como-Fino-Seveso ; thence direct to Milan (Taliedo) Customs aerodrome.

4. Brennero corridor : Obligatory route — along the main road Brennero-Bressanone-Bolzano-Ora-Trent (Gardolo) Customs aerodrome.

5. Tarvisio corridor : Obligatory route — along the main road Maglern-Tarvisio-Pontebba-Chiusa Forte-La Carnia railway station-Artegn-Udine (Campofornido North) Customs aerodrome.

6. Longatico corridor : Obligatory route — along the main road Longatico-Postumia-Prevald ; thence direct to Divaccia ; thence along the main road Divaccia-Basovizza ; thence direct to Udine (Campofornido North) Customs aerodrome.

Flight over each of the said corridors is authorised within 2 kilometres distance on either side of the defined routes and at an altitude of not less than 2,000 metres above the ground. This altitude may be diminished, if necessary, for meteorological reasons.

(b) *Sea Frontiers.*

The sea frontiers may be crossed at any point except at such portions of the coast as lie within a prohibited zone.

### 15. Latvia.

November 3rd, 1931.

[*Translation.*]

The normal routes for flying over Latvia are the following :

1. *Kaunas-Riga-Tallinn*: The place at which the Latvian-Lithuanian frontier crosses the Riga-Kaunas road, Lielvircava, Dandele, Petermuiža, Beberbeki, Spilve aerodrome, the northern part of the Kišu ezers (Lake Stintsee), the village of Langa, the Gulf of Riga as far as Ainaži.

2. The same route as far as Riga, and then in the direction *Riga-Smolensk*: Švarcek domain, Ikškile, along the river Ogre, Vec-Bebri, Jaankalsnava, Atašiene, Antonopole, Zilupe.

3. *Warsaw-Riga*: Turmonti, Ilze, Eglaine, Asare, Aži, Daudzeze, Tauerkalns, Birzgale, Baldone, Balozi, domain of Švarcek, Spilve aerodrome.

These routes may be regarded as fixed for all cases, and any changes in them will be notified to the League of Nations by telegraph or wireless.

Aircraft effecting transport duties of importance to the working of the League at times of emergency will be allowed to fly freely over Latvian territory even if registered in another State or manned by a crew of foreign nationality. For purposes of supervision, however, such aircraft must land at the Spilve aerodrome (near Riga).

It is understood that the necessary steps will be taken by the Latvian Government to ensure that the air transport in question is effected as rapidly as possible.

Similarly, in all cases in which, as a result of any incident or accident on the journey, an aircraft after landing is unable to continue its journey, the necessary steps will be taken by the Latvian authorities to ensure the continuation of the transport of delegates, mail, etc.

### 16. Lithuania.

June 25th, 1931.

[*Translation.*]

The Lithuanian Government is prepared, where necessary and as regards flights over its territory, to take the steps necessary to give effect to the Assembly resolution.

September 1st, 1931.

[*Translation.*]

Regarding the crossing of Lithuanian territory by aircraft effecting transport duties of importance to the working of the League of Nations, the normal routes for aircraft in Lithuania are the following :

1. Eydtkuhnen-Kaunas (following the railway)-Jonava-Ukmerge-Utena-Zarasai (following the road).
2. Tilsit-Taurage-Siauliai (following the road)-Joniškis, and afterwards in the direction of Riga (following the railway).
3. Tilsit-Šilute (Heydekrug)-Klaipeda (Memel) (following the railway), and further following the coast of the Baltic or the railway line Klaipeda-Kretinga-Skuodas in the direction of Latvia.
4. Kaunas-Kedainiai (following the river Nevezis-Kedainiai-Siauliai (following the railway).

These routes are fixed for normal times as well as for times of emergency.

The League of Nations will be immediately informed by the Lithuanian Ministry for Foreign Affairs of any change which may be made in these routes.

There are no prohibited zones, except the administrative Lithuanian-Polish line and the district of Alytus.

The aerodromes of Kaunas, Klaipeda and Šiauliai are appointed for the landing of the aircraft in question.

As regards the forced landing of such aircraft, the competent Lithuanian authorities will gladly take steps to ensure the continuation of the journey of delegates and mail of the League as rapidly as possible.

#### 17. Luxemburg.

April 1st, 1931.

[*Translation.*]

The Grand-Ducal Government is not in a position at the present moment to take measures to put into effect the resolution of the Assembly concerning the regime applicable to aircraft effecting transport duties of importance to the working of the League, since there is as yet no aerodrome and no air legislation in the Grand-Duchy.

However, as it is intended to establish an aerodrome in the near future and air legislation is in preparation, the Grand-Ducal Government will give the necessary instructions in due course with a view to the application of the Assembly resolution, noting, however, paragraph 9 of this resolution, which authorises any State to forbid aircraft to fly over all or part of its territory for reasons of national security.

August 21st, 1931.

[*Translation.*]

There has been no change in the situation since April 1st, 1931. Consequently, if the Grand-Ducal Government in the meantime grants authority to aircraft effecting transport of importance to the working of the League of Nations to fly over the territory of the Grand-Duchy, it must nevertheless reserve the right to prohibit such flights at any time and for reasons of national security. Should such right be used, the prohibition will probably extend over the entire territory.

As soon as the proposed aerodrome has been opened and the air legislation now in preparation has been promulgated, the Grand-Ducal Government will authorise aircraft effecting transport for the League also to land on the new flying-ground.

The above authorisations are, therefore, valid unless and until the Grand-Ducal Government notifies their cancellation.

The Government wishes to be informed in advance, when possible, of any proposed flight or landing by such aircraft.

#### 18. Netherlands.

July 2nd, 1931.

[*Translation.*]

The Netherlands Government would be prepared to take the following steps to give effect in the European Kingdom to the relevant resolution adopted by the eleventh session of the Assembly :

1. Aircraft carrying out transport duties of importance to the working of the League at times of emergency may be given the facilities which, under the Convention of October 13th, 1919, are granted to Government aircraft other than military, Customs or police aircraft belonging to one of the contracting parties, even where such aircraft belong to the League of Nations or to a State not party to the above-mentioned Convention.

To secure the above facilities, the following conditions must be complied with :

The Secretary-General of the League shall send in advance to the Government as detailed information as possible regarding the arrival of the aircraft (number, type, characteristics, points of entry into, or departure from, the country, place of destination, date and hour of arrival), together with the names and status of the persons in such aircraft. In urgent cases, where it would be impossible to supply all the information in time, the Secretary-General may notify the Government that aircraft of importance to the working of the League wish to fly across the Netherlands to Geneva, mentioning the countries from which they will arrive.

Aircraft shall not convey arms (except the professional equipment of the persons conveyed), or photographic or cinematographic apparatus, nor telescopes or other such instruments except such as are needed for purposes of navigation; they may use their wireless apparatus only for messages regarding navigation or the mission of the persons conveyed.

Aircraft and the persons travelling in them shall be liable to such supervision as the Netherlands Government may consider necessary, and, in particular, pilots shall land if the Netherlands authorities give orders or signals to that effect.

The Netherlands Government may have such aircraft conveyed by one or more Government aircraft.

2. Flying licences and certificates of airworthiness are issued by the competent Minister. Licences and certificates issued by a competent foreign authority shall be deemed to be equivalent to Netherlands licences and certificates. The Government is prepared to take similar action in regard to the licences and certificates for aircraft effecting transport duties of importance to the working of the League.

3. The necessary steps will be taken to give the said aircraft priority when landing and departing, during Customs inspection and when the aircraft has to take in fuel.

4. The Air Navigation Information Service will grant all possible facilities to such aircraft, and, in particular, will give priority to information affecting them.

5. No general rules may be laid down regarding prohibited zones and compulsory routes; but, while reserving the right to enact such provisions if necessary, the Government gives an assurance that such aircraft will be granted the greatest possible liberty.

6. Any provisions enacted in exceptional circumstances and restricting the freedom of aircraft of any particular nationality will be notified forthwith to the Secretary-General of the League of Nations.<sup>1</sup>

The Netherlands Government is prepared to consider any other steps which the Secretary-General may, under paragraph 10 of the Assembly resolution, wish to propose to Governments.

July 6th, 1931.

[*Translation.*]

With reference to its communication of July 2nd, 1931, the Netherlands Government states that this may be taken as applying, not only to the European Kingdom, but also to the overseas territories.

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<sup>1</sup> See note by the Secretariat, No. 5.

December 15th, 1931.

[*Translation.*]

The Netherlands Government is prepared to declare that aircraft effecting transport of importance to the working of the League of Nations at times of emergency will not, in general, be subject at any time to the restrictions that might be imposed on ordinary air navigation. If, in quite exceptional cases, provisions had to be enacted even for such aircraft, the Government would always be guided by the principles underlying the Assembly resolution.

On the other points raised in the Secretary-General's letter of July 22nd, 1931, the Netherlands Government accepts the interpretations and observations made by him.<sup>1</sup>

It must be clearly understood that, in regard to the transport of arms, only small arms such as revolvers and pistols may be transported, not machine-guns, bombs, air torpedoes, cannons, etc.

The Netherlands Government undertakes to issue immediately a list of frontier aerodromes where aircraft effecting transport of importance to the working of the League of Nations could land in the case arising of a prohibition covering the whole of the country.

**Note by the Secretariat No. 5.**

In view of the measures for identifying aircraft effecting transport of importance to the working of the League adopted by the Council after consulting the C.I.N.A. (see Chapter III, B), the remarks of the Netherlands Government regarding this question are not reproduced.

**Note by the Secretariat No. 6.**

The interpretations and observations made in the Secretary-General's reply of July 22nd, 1931, to the Netherlands Government's letter of July 2nd, 1931, included the following :

1. The destination of such aircraft would not always necessarily be Geneva, such transport might originate in Geneva, etc.
2. With regard to the paragraph in the Netherlands Government's letter prohibiting the carriage of photographic or cinematographic apparatus, the Secretary-General suggested that permission should be given for such apparatus to be carried, providing it was not used in flight over Netherlands territory.
3. The Secretary-General interpreted the Netherlands Government's reply as indicating that, in case of an obligatory landing at a frontier aerodrome, or if the aircraft, because of a forced landing through an incident or an accident *en route*, would be unable to continue its voyage, all necessary measures would be taken to assure the rapid continuation of the transport in question.

**19. Norway.**

April 28th, 1931.

The Norwegian Government intends to add a paragraph to the Norwegian Law on Aviation of December 7th, 1923, whereby

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<sup>1</sup> See note by the Secretariat, No. 6.



the King will be authorised to issue regulations on the regime applicable to aircraft carrying out transport duties of importance to the working of the League of Nations.

Such regulations will, therefore, be issued later on.

November 2nd, 1931.

[*Translation.*]

The Norwegian Government considers that the routes in question may, in general, pass anywhere, except over prohibited zones. In the event of a crisis affecting the safety of Norway, the Government reserves the right to modify this rule, and such modifications will be immediately notified to the League of Nations.

There are so many alternatives as to the actual routes that no particulars can be given without more detailed hypotheses or a concrete instance showing how such information should be compiled.

Notifications of changes made in the routes laid down will be transmitted to the League by the Norwegian Defence Department by post or telegraph as circumstances demand.

No other prohibition, local or total, is in general contemplated. The landing-places with a Customs office are Kjeller and Vaernes in the interior of Norway, and for seaplanes any port at which there is a Customs office. In certain circumstances, aircraft may also land in the prohibited zones of Horten, Kristiansand and Bergen.

In these cases, Norway will do everything to ensure that the air transport will be continued as speedily as possible. It may, however, often be difficult and sometimes impossible to arrange for transport to be continued by Norwegian aircraft.

## 20. Poland.

May 27th, 1931.

[*Translation.*]

The Polish Government is prepared to grant to the aircraft essential to the working of the League of Nations at times of emergency the same facilities for flying over its territory as are enjoyed by Government aircraft other than military, Customs or police aircraft. Certain facilities would also be granted in respect of Customs and passport formalities.

If a special category were created for aircraft belonging to and maintained by the League of Nations, the Polish Government would be prepared to grant them still wider facilities—namely: (a) to waive the production by passengers of any identification papers other than a certificate attesting that they are on a mission of importance to the working of the League; (b) to exempt the said travellers from all Customs formalities; (c) to exempt the Secretary-General of the League from the

obligation of notifying in every case the passage of the aircraft in question.

Air traffic agreements concluded between Poland and various adjacent States specify the routes and zones which may be crossed regularly or occasionally by aircraft. The Polish Government is prepared to supply the Secretary-General of the League with a list of such zones and routes, and would point out that, should the present system of routes for crossing Polish territory be found inadequate, fresh routes would be prescribed for aircraft effecting transport of importance to the working of the League.

The Government reserves the right, in cases of emergency, to alter or restrict the present or any future enlarged system of routes, with a view both to safeguarding its own territory and to protecting aircraft.

In case of accidents, aircraft effecting transport of importance to the working of the League would be given all the help and assistance accorded to Polish aircraft.

February 3rd, 1932.

The Polish Government communicated the following list of frontier aerodromes where aircraft effecting transport of importance to the working of the League of Nations could land in case the Government should decide to suspend the freedom of flight over Polish territory, in accordance with paragraph 9 of the Assembly resolution :

	N. latitude	E. longitude
1. Poznań . . . .	52° 25' 30"	16° 50' 30"
2. Bydgoszcz . . .	53° 6' 30"	17° 57' 30"
3. Katowice . . .	50° 14' 30"	19° 0' 30"
4. Cracow . . . .	50° 5' 15"	19° 59' 36"
5. Lwów . . . . .	49° 51'	23° 59'
6. Warsaw . . . .	52° 13'	21° 0' 47"

July 7th, 1932.

Until further notice, the following regulations relative to flight over Poland remain in force :

I. *Air Routes to be used for flying across Poland.*

§ I.

The following air routes are to be used by aircraft arriving from or departing for abroad :

(1) Coming from Berlin and proceeding to Poznań and *vice versa*—the railway line Zbaszyń-Poznań ;

(2) Coming from Breslau and proceeding to Warsaw and *vice versa*—the railway Oels-Kepno, and thence in a straight line to Łódź, Skierniewice, Warsaw ;

(3) Coming from Breslau and proceeding to Katowice and *vice versa*—the railway line Gleiwitz-Katowice ;

(4) Coming from Prague and Vienna :

(a) Proceeding to Katowice and *vice versa*—a straight line from Cieszyn to Katowice ;

(b) Proceeding to Cracow and *vice versa*—a straight line from Cieszyn to Cracow ;

(5) Coming from Bucharest and proceeding to Lwów and *vice versa*—the railway line Sniatyń-Kolomyja-Stanisławów-Lwów.

(6) Coming from Odessa and Kiev and proceeding to Lwów and *vice versa*—the railway line Podwołoczyska-Tarnopol-Lwów.

(7) Coming from Kiev and proceeding to Warsaw and *vice versa*—the railway line Sarny-Ostki and from Sarny in a straight line *via* Brześć on the Bug-Siedlce-Warsaw.

(8) Coming from Moscow and proceeding to Warsaw and *vice versa*—the railway line Stolpce-Baranowicze-Brześć on the Bug-Siedlce-Warsaw.

In cases which are not covered in (1) to (8) above, the air route to be used for flight shall be considered to be the shortest line connecting the point at which the Polish frontier is crossed with the point of arrival in, or departure from, Poland.

When Polish territory is crossed in transit, the air route to be used for flight shall be considered to be the shortest line connecting the point at which the Polish frontier is crossed on entry with that at which it is crossed on exit.

## § 2.

For national air traffic purposes, the air routes to be used for flying shall be considered to be those of the regular air lines existing or to be created.

In cases not covered by the above paragraph, the air route to be used for flying shall be considered to be the shortest line connecting the point of departure with the point of arrival.

## § 3.

All aircraft flying across Polish territory must follow the air routes specified in paragraphs 1 and 2 of this Decree, keeping clear of prohibited zones and complying with the Decree of the Minister of Communications, dated November 26th, 1928, concerning Regulations for the Safety of Air Traffic.

II. *Passport and Customs Aerodromes open to Foreign Air Navigation and Public Aerodromes open to National Air Navigation.*

§ 4.

Aircraft arriving in Poland from abroad must land, and aircraft leaving for abroad must depart, solely from one of the following passport and Customs aerodromes :

	N. latitude	E. longitude
1. Warsaw . . . . .	52° 13'	21° 0' 47"
2. Poznań . . . . .	52° 25' 30"	16° 50' 30"
3. Katowice . . . . .	50° 14' 30"	19° 0' 30"
4. Cracow . . . . .	50° 5' 15"	19° 59' 36"
5. Lwów . . . . .	49° 51'	23° 59'

§ 5.

In addition to the aerodromes specified in § 4, the following are declared to be public aerodromes open to national air navigation :

- |                      |                |
|----------------------|----------------|
| 1. Brześć on the Bug | 6. Łuck        |
| 2. Bydgoszcz         | 7. Mołodesczno |
| 3. Ciechanów         | 8. Tarnopol    |
| 4. Czestochowa       | 9. Wilno       |
| 5. Łódź              | 10. Zamość     |

**21. Portugal.**

April 2nd, 1931.

[*Translation.*]

The Portuguese Government proposes to adopt the measures mentioned in the Assembly resolution defining the regime applicable to aircraft carrying our transport duties of importance to the working of the League at times of emergency.

**22. Roumania.**

April 2nd, 1931.

[*Translation.*]

The Roumanian Government proposes to take the following measures, if there be occasion, to ensure air and motor transport of importance to the working of the League at times of emergency with the greatest rapidity and under the best possible conditions.

*A. General Measures for both Air and Motor Transport.*

The Secretary-General of the League having informed the Ministry for Foreign Affairs in due time (*a*) of the point where the frontier is to be crossed and the date of passage, (*b*) of the proposed route, (*c*) of the conventional marks used for speedy identification of the vehicle by day and by night and (*d*) of the number and names of the passengers, the Ministry for Foreign Affairs will immediately communicate all these particulars to the Ministry of the Interior, the Ministry of the Army (General Staff), the Ministry of Communications and the Civil Aviation Department. It will, further, appoint the person who is to receive the vehicle at Bucharest.

The Ministry of the Interior will immediately warn the subordinate authorities (prefectures, police stations, police agents) on the route to be followed, and will give them the instructions necessary to ensure rapid identification of the vehicle and assistance for it in case of need.

The Ministry of Communications (Postmaster-General's Office) will immediately arrange for and give priority to telegraphic and telephonic communications concerned with the above-mentioned transports.

The Ministry of the Army (General Staff) will immediately warn the frontier guards of the point where the frontier is to be crossed and also the probable day and hour of crossing. It will also warn the army corps and divisions on the route to be followed, so that they may render immediate assistance in case of necessity. Further, it will appoint a delegate to receive the vehicle at Bucharest in conjunction with the representative of the Ministry for Foreign Affairs.

*B. Special Measures for Air Transport.*

1. The General Staff will immediately notify the Inspectorate-General of Air Navigation of the arrival of the aircraft, its marks of identify and its proposed route.

2. The Inspectorate-General of Air Navigation will telegraph to the squadrons on the route of the aircraft to keep two passenger aeroplanes in readiness to provide transport to Bucharest in case of a forced landing or a landing ordered by the Government. In the case of night flights, the landing-grounds will be lit up by searchlights. A representative of the Inspectorate will await the aircraft at the Baneasa aerodrome.

3. Any aircraft flying to Roumania (with the exception of cases provided for under point 6) will land at Baneasa, the civil aviation airport, where it will be received by the three above-mentioned delegates of the Ministry for Foreign Affairs, the General Staff and the Inspectorate-General of Air Navigation.

When the formalities for the identification of the passengers on board the aircraft have been discharged, these persons will be conducted to the Ministry for Foreign Affairs. The aircraft and its crew will remain on the spot, and will receive all necessary technical assistance and supplies.

4. The Civil Aviation Department will be responsible for the landing of the aircraft by day and by night at the Baneasa airport, and will provide a hangar to shelter it, technical assistance and supplies. An aeroplane will be kept in readiness to continue the flight should the said aircraft find itself in difficulties.

5. The navigation regulations to be followed are those prescribed by Ministerial Decree No. 480, dated July 4th, 1929, published in the *Official Gazette*, No. 156, 1929, and the normal routes are the following :

(a) Belgrade - Bucharest, *via* Bazias - Berszarka - Turnu Severin-Craiova-Slatina ;

(b) Budapest-Bucharest, *via* Curtici-Arad-Lugoj-Turnu Severin-Craiova-Slatina ;

(c) Prague-Bucharest, *via* Halmi-Satu Mare-Cluj-Blaj-Sibiu-R. Valcea-Pitesti ;

(d) Warsaw-Bucharest, *via* Grigore Ghica Voda-Cernauti-Valea Siretului-Focşani-Buzau ;

(e) Sofia-Bucharest, *via* Nicopole-Bucharest or Prundul-Bellu-Bucharest ;

(f) Istanbul-Bucharest, *via* Prundul-Bellu.

Should any change be made in these regulations or routes, the Secretariat of the League will be notified by telegram at least twenty-four hours in advance.

6. If the Government should consider, in conformity with paragraph 9 of the Assembly resolution, that, for reasons of national security, aircraft should not fly over the national territory, the aircraft in question will be required to land at a frontier aerodrome, whence the flight will be continued by military or civil aircraft. At present, the following are the frontier aerodromes :

(a) For the western frontier : Satu Mare, Oradia and Turnu Severin ;

(b) For the southern frontier : Baneasa ;

(c) For the eastern and northern frontiers : Chisinau and Cernauti.

Generally speaking, aircraft would be forbidden to fly over the following areas of the national territory :

(a) The whole of Bessarabia, except the Husi-Chisinau corridor ;

(b) The whole of the Dobruja, except the Fetesti-Constanza corridor ;

(c) The whole of the Bukovina, except the corridor of the Warsaw-Bucharest air line ;

(d) The Sighet-Targu Lapușului-Reteag-Somcuta Mare-Tarnava Mare zone ;

(e) The Peles Ardud-Jibou-Hida-Gilau-Buru-Zlatna-Hunedoara-Faget-Radna-Siria-Otlaca zone ;

(f) The Ghecea-Buzias-Visag-Brebul-Prigor-Orsova-Jam zone ;

(g) The Vintul de jos-Oralt-Jibot-Sibiselul-Vechi zone ;

(h) The Bii-Sighisoara-Homorod-Prejmer-Timisul de jos-Lisa-Cornatel-Micasasa zone.

7. Aircraft in transit will, in principle, be free to fly over Roumanian territory. However, the Government reserves its right, for reasons of national security and under paragraph 9 of the Assembly resolution, to request the aircraft to land at a landing-ground to be specified either immediately the Secretary-General's communication has been received, or by signals or wireless while the aircraft is still *en route*.

It is understood that, in this case also, all measures will be taken to ensure the transport of the passengers and the continuation of the flight with the maximum rapidity.

### 23. Spain.

April 23rd, 1931.

[*Translation from the Spanish.*]

The competent authorities are of opinion that it is possible to meet the wishes expressed by the League of Nations as to what steps should be taken to ensure at times of emergency the air transport necessary to enable the League to take rapid action to safeguard peace.

September 17th, 1931.

[*Translation from the Spanish.*]

As regards the second paragraph of the resolution adopted by the last Assembly, three separate cases should be taken into consideration :

I. The case in which Spain takes no part in the conflict. — It seems unnecessary to fix definite routes which the aircraft effecting transport of importance to the League of Nations would be bound to follow, with the sole exception of the following prohibited zones ; Ferrol-Cadiz-Cartagena-Rias de Pontevedra and Vigo-Tarifa-Algeciras-Ceuta and the Island of Minorca.

2. The case of a conflict between Spain and another country which is not a neighbour. — The following routes across the territory and that of the Spanish Protectorate in Morocco would be fixed :

(a) Larache or Melilla-Seville-Madrid-Barcelona-French frontier ;

(b) Larache or Melilla-Seville-Madrid-Pamplona-French frontier ;

(c) Larache or Melilla-Seville-Cáceres-Portuguese frontier ;

(d) Portuguese frontier - Cáceres - Madrid - Pamplona-French frontier ;

(e) Portuguese frontier-Madrid-Barcelona-French frontier.

3. The case of a crisis between Spain and a neighbouring country. — There should be suppressed from the above the route or routes to the frontier of the country in conflict with Spain.

For cases arising under this scheme, the following would be considered as frontier aerodromes : Barcelona and Pamplona on the French frontier and Cáceres on the Portuguese, where aircraft effecting transport on behalf of the League must land on entering Spain.

Should the Spanish Government find it necessary to introduce changes in the routes given above, it will inform the Secretariat of the League as quickly as possible.

In the case of forced landing at a frontier aerodrome, the Spanish Government would take all necessary steps to ensure as rapidly as possible the resumption of the transport by the aid of delegates, mail, etc. At the same time, the Spanish Government is ready, in the case of forced landing or accident on the way which makes it impossible for the journey to be continued, to take all necessary steps to ensure as soon as possible the continuation of the transport of the delegates, mail, etc.

#### 24. Sweden.

May 26th, 1932.

[*Translation.*]

In confirmation of the communications made to the Secretariat by the Swedish delegation to the twelfth Assembly of the League, the Swedish Government transmitted a document containing provisions regulating air navigation in Sweden, together with a number of maps<sup>1</sup> and a list of Customs aerodromes.<sup>2</sup>

<sup>1</sup> Kept in the Secretariat archives.

<sup>2</sup> See Annex.



In order to attain the object contemplated by the resolution of the Assembly, it would hardly appear necessary to prescribe routes fixed in advance for air transport which is of importance to the working of the League of Nations at times of emergency, and is effected through Swedish territory.

As far as Sweden is concerned, there is no objection in principle to the application of the aircraft regime as laid down in the resolution of the eleventh Assembly. In particular, an assurance is given that, in the event of compulsory landing at a frontier aerodrome, or a forced landing, or, in general, in all cases in which an aircraft is not in a position to continue its journey, all the necessary measures would be taken to ensure the continuation of the transport of delegates, mail, etc., as rapidly as possible.

The hope is expressed that the above statements will give an assurance that, in circumstances necessitating urgent communications with the League, the regime of air transport recommended by the eleventh Assembly may be applied immediately as far as Sweden is concerned.

### Annex.

#### *Prohibited Zones.*

Air navigation over the following zones is forbidden unless a personal permit has been granted by the Government after examination of an application giving the reasons for which the permit is requested :

1. The Swedish zone to the east and north of a line starting from the national frontier pillar No. 272 to the Lake of Torne (Torne Träsk), following the north-eastern bank of the Lake of Torne and of the River Torne to Jukkasjärvi church, then the road leading to Gällivare as far as Mourjevaara inn, Sakajärvi farms and Nattavaara village ; then joining and following the eastern bank of the River Rane, to Stora Holm farm, then the eastern bank of Holmsvattnet, up to and following the eastern bank of Degervattnet, and, from there, Ljusa station, following the Ljusa railway line up to Lulea station and continuing up to the tower of Svartöberget, and thence a straight line to the frontier, passing by the lighthouse of Rödkallen.

2. The zone situated around the fortress of Boden, bounded on the east by the Ljusa railway line at Lulea station, and elsewhere by straight lines connecting the following points : Nederlulea church, northern extremity of Krokvattnet, Brännberg station, northern extremity of Langsjön, western extremity of Inre Holsvattnet and Ljusa station.

3. The zone around the fortress of Hemsö, bounded by straight lines connecting the following points : extreme north-eastern point of the island of Storön, south-eastern point of Lungö (lighthouse), Aelandsbro station, Sprängviken station and Nora church.

4. The zone situated around the fortress of Vaxholm, bounded by straight lines connecting the following points : extreme western point of Blidö, extreme western point of Stora Möja, Yxhammarskubben (lighthouse), Fjärdhällan (lighthouse), extreme southern point of Hersö, the extreme western point of Ingarölandet (Högklevsudden), Bogesund castle and the interior of the bay situated immediately to the south-east of Bergshamra village. Nevertheless, aircraft may fly over this zone by day on condition that they do not rise to a height exceeding 500

metres and that they pass over it at a distance of not more than 1,500 metres horizontally from a line connecting the extreme northern point of Resarö, the straits between Söder Ljusterö and Hummelmoraö and the extreme south-eastern point of Husarö.

5. The zone situated around Harsfjärden, bounded by straight lines connecting the following points : extreme eastern point of Langgarn, extreme southern point of Kappellön, extreme southern point of Stora Skramsö, manor-house of Häringe and Oesterhaninge church.

6. The zone around the places known as Sälbadarna or Sälgrunden—composed of six islands very near each other, in latitude  $58^{\circ} 16' 10''$  N. and longitude  $17^{\circ} 5' 30''$  E., situated at 2.7 sea miles—say, 5 kilometres—to E.N.E. of the fishing village of Harstena, and 8 sea miles, or 14.8 kilometres, N.N.E. of Häradskär lighthouse—a zone, bounded by a circle, having for centre the shoal farthest to the east of Sälbadarna, and a radius of 4 sea miles, or 7,408 metres ; nevertheless, flight over this zone is permitted on condition that aircraft remain at a height exceeding 2,000 metres.

7. The zone situated around the fortress of Karlskrona, bounded by straight lines connecting the following points : Jämjö church, the extreme southern point of Torhamn, Utlängan lighthouse, a point situated at latitude  $56^{\circ} 0' 50''$  N. and longitude  $15^{\circ} 29'$  E. being the junction point of two lines, one running true west from Utlängan lighthouse, and the other true south from Hasslö church, the extreme southern point of Göudde, Listerby church and Rödeby church.

8. The zone situated around the fortress of Aelvsborg, bounded by straight lines connecting the following points : Ryanabbe, extreme northern point of bay of Askimsviken (Valeviken) of Askimsfjorden, Brännö buoy (survey mark) and the southern point of Risholmen.

CUSTOMS AERODROMES.

*For Aeroplanes :*

	N. latitude	E. longitude (Greenwich meridian)	Longitude (Stockholm meridian)
Oestersund (Frösön) . . . . .	$63^{\circ} 11' 45''$	$17^{\circ} 59' 56''$	$3^{\circ} 34' W.$
Stockholm (Järfälla) . . . . .	$59^{\circ} 24' 50''$	$17^{\circ} 52' 30''$	$0^{\circ} 11' W.$
Linköping (Malmen) . . . . .	$58^{\circ} 24' 20''$	$17^{\circ} 59' 58''$	$3^{\circ} 32' W.$
Visby (Visborgs slätt) . . . . .	$56^{\circ} 44'$	$18^{\circ} 16' 30''$	$0^{\circ} 13' E.$
Malmö (Bulltofta) . . . . .	$55^{\circ} 36' 12''$	$13^{\circ} 3' 30''$	$5^{\circ} W.$
Gothenburg (Torslanda) . . . . .	$57^{\circ} 42' 15''$	$11^{\circ} 47' 15''$	$6^{\circ} 16' 15'' W.$

*For Seaplanes :*

Oestersund (Frösön) . . . . .	$63^{\circ} 11' 20''$	$17^{\circ} 59' 54''$	$3^{\circ} 36' W.$
Stockholm (Lindarängsviken) . . . . .	$59^{\circ} 20' 30''$	$18^{\circ} 8'$	$0^{\circ} 4' 30'' E.$
Kalmar (Aengö) . . . . .	$56^{\circ} 40' 15''$	$16^{\circ} 22' 30''$	$1^{\circ} 41' W.$
Malmö (Industrial harbour) . . . . .	$55^{\circ} 36' 12''$	$13^{\circ} 1' 40''$	$5^{\circ} 1' 50'' W.$
Gothenburg (Torslanda) . . . . .	$57^{\circ} 42' 15''$	$11^{\circ} 47' 15''$	$6^{\circ} 16' 15'' W.$

25. Switzerland.

May 2nd, 1932.

[*Translation.*]

The Federal authorities replied as follows :

1. Switzerland will grant facilities for the circulation of aircraft used for air transport of importance to the working

of the League of Nations as soon as it has received a communication from the Secretariat of the League regarding the state of emergency. As a rule, such facilities will extend only to aircraft whose passage over Swiss territory has been previously announced to the Swiss authorities by the Secretariat. Such aircraft must bear an identification mark. So long as aircraft are over Swiss territory they will be subject to Swiss regulations.

2. The extent of these facilities will vary according to whether the Federal Council has or has not ordered any restrictions on air traffic in view of the political situation at the time.

3. In so far as such restrictions have not been ordered, air traffic will be governed by conventional law. The aircraft of States which have not concluded any convention on air traffic with Switzerland will be placed on the same footing as aircraft of the most favoured nation, in so far as they are used for air transport of importance to the working of the League.

In application of the principles of conventional law, only civil aircraft registered in a State will be admitted (to the exclusion of military, police or Customs aircraft). An aircraft entering Switzerland must fly in a straight line to a Swiss Customs aerodrome. The departure of an aircraft must similarly take place from a Swiss Customs aerodrome. Traffic may also be carried on from the east, the north and the south to Geneva, or from Geneva in those directions.

4. If the Federal Council, with a view to national security, orders a restriction of air traffic, it will immediately notify the Secretariat of the League, which will provide for the transmission of such notification to the States concerned.

The aircraft mentioned under 1 and 3, effecting transport of importance to the working of the League, will be permitted to enter and leave Switzerland subject to the following restrictions :

Aircraft on entering Switzerland must land at the landing-places situated on the frontier where supervision facilities exist. These places must be reached by the shortest route. Instructions will be given to the aircraft for the continuation of the journey to Geneva ; if necessary, means of transport will be placed at their disposal at the expense of the League of Nations.

The departure from Switzerland must also take place from the above-mentioned landing-places situated on the frontier, and the shortest route must be taken to the frontier.

Certain facilities will be reserved, as an exception, for special cases. Aircraft must be equipped with telegraphy and with signalling appliances in order to prevent any misunderstanding and to ensure safety in the air. When an aircraft approaches the frontier, the crew must notify their presence by wireless.

Aircraft flying over Swiss territory may be given signals ordering them to land.

In view of these principles, traffic coming from abroad must proceed to the appointed landing-places and traffic from

Switzerland to foreign countries must leave from the same places, while traffic in the interior of the country will be regulated in each case by the instructions of the Federal authorities.

Points of arrival and departure	Aeroplanes	Seaplanes
From and to the territory of :		
1. Germany .	Basle-Birsfelden (first-class Customs aerodrome) or Altenrhein (second-class Customs aerodrome)	Customs landing-place at Altenrhein A landing-place on the Rhine in the Basle district will also be considered
2. France . .	Basle-Birsfelden (first-class Customs aerodrome) or Geneva-Cointrin (first-class Customs aerodrome)	Geneva (Eaux-Vives)
3. Austria. .	Altenrhein (Canton of St. Gall) second-class Customs aerodrome)	Altenrhein
4. Italy . . .	The creation of a Customs aerodrome in the Ticino will be considered	Lugano

As a rule, landing must take place by day.

5. When an aircraft effecting transport of importance to the working of the League of Nations requires assistance, such assistance will be granted immediately in accordance with the instructions of the Federal authorities but at the expense of the League of Nations.

## 26. Turkey.

December 24th, 1933.

[*Translation.*]

The Turkish Government would have no objection to authorising aircraft effecting transport of importance to the League of Nations to fly over Turkish territory, if they follow the usual air routes, provided, however, that particulars of the identity and horse-power of the aircraft in question and the identity of the passengers and crew are communicated to the competent authority a fortnight in advance. Arms and photographic apparatus belonging to the aircraft or its occupants would have to be sealed during the flight.

**27. Yugoslavia.**

July 23rd, 1931.

[*Translation.*]

The Yugoslav Government has no objections of principle to make with regard to the resolution adopted by the Assembly at its eleventh session, defining the regime applicable to aircraft effecting transport of importance to the League of Nations.

As regards the application of this resolution, the Yugoslav Government is of opinion that, (1) where aircraft registered in different States effect such transport, air communications should be provided, as far as possible, by aircraft and crews belonging to neutral (non-interested) States, and that (2) air communications by aircraft belonging to the League should be provided solely by crews of neutral (non-interested) nations.

January 23rd, 1932.

[*Translation.*]

The Government of Yugoslavia is, in principle, prepared to withdraw its original reservation regarding aircraft and motor vehicles<sup>1</sup> effecting transport duties of importance to the working of the League of Nations at times of emergency, according to which the crews of the said aircraft or motor vehicles must belong to neutral (non-interested) States. The Government, however, reserves the right to employ three kinds of supervision provided for the aircraft and motor vehicles in question and to exercise one of these three kinds according to the particular case.

All such aircraft must follow the routes fixed in advance in accordance with the "Regulations relating to the International Air Navigation of Civil Aircraft over the Territory of the Kingdom of Yugoslavia".<sup>2</sup> Any changes in the routes thus fixed will be communicated to the Secretary-General of the League of Nations without delay and by the most rapid means.

The supervision of the said aircraft will be effected at the aerodromes of Belgrade, Zagreb and Skoplje, or at such aerodromes as may from time to time be designated according to the requirements of the moment. The aircraft must therefore land at the above-mentioned aerodromes. If the Government for any reason whatsoever thinks fit not to authorise the continuation of the journey of the aircraft and crew, it will take all necessary steps to ensure the continuation of the air journey of the delegates by means of some other aircraft and crew. In the event of aircraft or motor vehicles being in difficulties during the crossing of Yugoslav territory, the Government will do all it can to help and assist the crew and passengers in order to ensure the continuation of the journey by the most rapid means, by placing other aircraft or motor vehicles, or other suitable means of transport, at their disposal.

<sup>1</sup> See Chapter IV, page 98.

<sup>2</sup> See Annex.

**Annex.**

**EXTRACT FROM REGULATIONS CONCERNING INTERNATIONAL AIR NAVIGATION BY CIVIL AIRCRAFT OVER THE KINGDOM OF YUGOSLAVIA.**

*Article 8. — Air Ports.*

The air ports in Yugoslavia open to international traffic shall be the following :

*Belgrade :*

Geographical position : Longitude 20° 24' E., latitude 45° 49' N.

Site : The left bank of the Save, 2 kilometres west of the town of Zemun.

*Zagreb :*

Geographical position : Longitude 15° 59' E., latitude 45° 48' N.

Site : The eastern outskirts of the town of Zagreb.

*Skoplje :*

Geographical position : Longitude 21° 28' E., latitude 41° 59' N.

Site : The right bank of the Vardar, on the south-eastern outskirts of the town of Skoplje.

*Article 9.*

The above-mentioned air ports shall be deemed to be Customs air ports.

All aircraft coming from foreign countries or proceeding to foreign countries from Yugoslavia shall land at or take off from one of the above-mentioned air ports. An aircraft may land or take off outside the Customs air ports only if a special permit has been obtained from the Ministries of the Army and Navy and of Finance.

.....

*Article 14.*

Aircraft coming from foreign countries or proceeding to foreign countries from Yugoslavia may cross the State frontier only at the points named in the permit issued for the flight.

*Article 15.*

Foreign aircraft may fly over the State frontier of Yugoslavia only above the following points :

- (a) Logatec (Italian frontier) ;
- (b) Maribor (Austrian frontier) ;
- (c) Subotica (Hungarian frontier) ;
- (d) Bela Crkva (Roumanian frontier) ;
- (e) Caribrod (Bulgarian frontier) ;
- (f) Djevdjelija (Greek frontier) ;
- (g) Debar (Albanian frontier).

*Article 16.*

Aircraft may fly over the frontier of the State only by day between sunrise and sunset. They must pass at a height such that persons on the ground may easily be able to distinguish the nationality and registration marks of the aircraft.

*Article 17. — Air Routes for Civil Aircraft.*

From the points at which they cross the State frontier to the Customs air ports and during the whole of their flight over Yugoslavia, aircraft may take only the following routes :

- (a) Logatec-Ljubljana-Zagreb-Pozega-Djakovo-Sremska-Mitrovica-Belgrade ;
- (b) Logatec-Ljubljana-Celje-Maribor ;
- (c) Maribor-Zagreb-Belgrade ;
- (d) Subotica-St. Becej-Belgrade ;
- (e) Bela Crkva-Belgrade ;
- (f) Caribrod-Pirot-Svrljig-Aleksinac-Paracin-Belgrade ;
- (g) Djevdjelija-Skoplje-Koumanovo-Vranje-Leskovac-Prokuplje-Stalac-Jagodina-Mladenovc-Belgrade ;
- (h) Debar-Gostivar-Skoplje, and thence by the route indicated above under (g).

As an exceptional measure, in bad weather and when the ceiling is low, and with a view to ensuring the safety of crews and passengers, flight over the riverside town of Slavonski Brod (on the Save) shall be permissible on the route mentioned under (a) and over the valley of the Nishava near the riverside town of Nish on the routes mentioned under (f), (g) and (h), and landing shall be permissible near the town of Slavonski Brod and on the " Trupalsko polje ", 10 kilometres north-west of Nish, in the case of a forced landing.

*Article 18.*

Flight over inhabited areas shall be permissible only at a height of less than 1,500 to 1,000 metres in the case of large towns and 500 metres in the case of smaller places.

*Article 19. — Prohibited Zones.*

Civil aircraft shall be forbidden to fly over the zones mentioned below :

- (1) The whole of the zone within 50 kilometres of the State frontier ;
- (2) The whole Adriatic coastline, between the Italian frontier (town of Susk) and the Albanian frontier (mouth of the Bojana river), including all islands and territorial waters ;
- (3) Kamnik (Slovenia) ;
- (4) Trbovlje (Slovenia) ;
- (5) Mostar (Herzegovina) ;
- (6) Kalinovik (40 kilometres south of the town of Serajevo in Bosnia) ;
- (7) Slavonski Brod (on the Save) ;
- (8) Osjek (20 kilometres west of the junction of the Drave and the Danube) ;
- (9) Novi Sad ;
- (10) Kragoujevac (Serbia) ;
- (11) Kraljevo (Serbia) ;
- (12) Krousevac (Serbia) ;
- (13) Nish (Serbia).

The above-mentioned places shall be held to include an area 15 kilometres wide around them.

B. IDENTIFICATION OF AIRCRAFT EFFECTING  
TRANSPORT DUTIES OF IMPORTANCE TO THE  
WORKING OF THE LEAGUE OF NATIONS  
AT TIMES OF EMERGENCY.

It has already been recalled that the International Commission for Air Navigation (C.I.N.A.) was requested by the Transit Committee to make technical recommendations both with regard to the facilities to be granted to aircraft effecting transport duties of importance to the working of the League at times of emergency and the identification of such aircraft.

The Assembly, at its eleventh session, held in 1930, decided that "all detailed regulations regarding . . . identification marks on aircraft showing that they are on the service of the League . . . shall be laid down by the Council of the League of Nations after consulting the competent bodies". In July 1931, the Chairman of the Transit Committee submitted to the Council a proposal regarding these identification marks, which was in accordance with the recommendation made by the C.I.N.A.

The Council adopted the following resolution in September 1931 :

"The Council,

"Having regard to the Assembly resolution of September 30th, 1930, concerning the regime applicable to aircraft engaged in transport of importance to the League of Nations at times of emergency, according to which 'all detailed regulations regarding . . . identification marks on aircraft showing that they are on the service of the League . . . shall be laid down by the Council of the League of Nations after consulting the competent bodies';

"Decides, in accordance with the proposal made by the Advisory and Technical Committee for Communications and Transit, on the recommendation of the International Commission for Air Navigation, that the following measures should be adopted for the identification of national aircraft engaged in transport of importance to the League of Nations at times of emergency :

"National aircraft engaged in transport of importance to the League of Nations at times of emergency shall be identified by the inscription, under the normal nationality and registration marks, of a black horizontal stripe, easily effaceable, of the thickness of the letters constituting these marks and underlining them completely.

"For radio communications the aircraft shall retain its normal call sign, preceded and followed in radio-telegraphy by the Morse sign for 'underlining' (---).

"In radiotelephony the normal call sign shall be used, preceded by the words 'League of Nations', replacing the name of the owner (company or private person).

"The abbreviated call sign, provided for in Article 14 of the General Regulations annexed to the International Radiotelegraphic Convention of Washington, shall be constituted :

"(a) In radiotelegraphy, by the first (a) and last letters of the complete five-letter call sign;

"(b) In radiotelephony, by the words 'League of Nations', replacing the name of the owner, followed by the last two letters of the registration mark..



“ In order to harmonise the radiotelegraphic regulations with the above provisions, the Chairman of the Advisory and Technical Committee for Communications and Transit is requested to address to the International Bureau of the Telegraphic Union, through the Secretary-General of the League of Nations, proposals with a view to the adoption by the International Telegraphic and Radiotelegraphic Conferences of Madrid of such modifications as may be necessary in the General Regulations and the Additional Regulations annexed to the Radiotelegraphic Convention of Washington.”

In the report of the Third Committee on communications of importance to the League of Nations at times of emergency, adopted by the Assembly at its 1931 session, the Third Committee noted that, with respect to the identification of aircraft, “ the resolution adopted by the Council applies only to aircraft possessing a nationality. It was not considered fit to raise at this time the question of aircraft belonging to the League of Nations.”

The appropriate measures were inserted in the General Regulations on Radiocommunications, annexed to the International Convention on Telecommunications, adopted in Madrid in 1932 and in force from January 1934.<sup>1</sup>

At the twenty-second session of the International Commission for Air Navigation, held in Lisbon in 1934, the modifications made at that time in the Regulations for the International Radioelectric Service of Air Navigation (C.I.N.A., 1931), included the same measures for the identification of aircraft effecting transport duties of importance to the working of the League that were incorporated in the General Regulations on Radiocommunications annexed to the International Convention on Telecommunications (Madrid 1932).

### C. LAY-OUT OF AN AERODROME NEAR THE SEAT OF THE LEAGUE.

A special Committee of Experts appointed by the Chairman of the Transit Committee, this latter Committee having been requested by the Council to study the question, examined in 1927 and in 1931, with the competent Federal and Cantonal authorities, the technical aspects of the question of the layout of an aerodrome near the seat of the League which would be suitable to accomodate aircraft effecting transport of importance to the working of the League at times of emergency.

The report of the 1931 session of the Committee of Experts was submitted to the Assembly in the same year. The Assembly noted that, while the technical examination of the question appeared to be concluded, it would seem that certain non-technical questions between the Swiss Federal Government and the Secretariat of the League had not yet been settled.

<sup>1</sup> Article 14, § 2 (e), § 3 (1) (a), (b), (2), “ General Regulations on Radiocommunications,” etc., pages 32 and 33, Berne, 1933.

The question remains on the agenda of the Transit Committee, which, at its eighteenth session, held late in 1933, noted a statement made by the Secretary-General of the Committee to the effect that the questions still outstanding related mainly to finance, because the Cointrin (Geneva) aerodrome could not be equipped in the manner desired unless the competent Swiss authorities or the League granted the necessary credits, an eventuality that was unlikely in the present circumstances. The Committee decided to suspend for the moment the studies relating to the installation of an aerodrome in the neighbourhood of the League, and to record this decision in the annual report on the work of the Communications and Transit Organisation to be transmitted to the fifteenth session of the Assembly (1934).

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## CHAPTER IV. — MOTOR VEHICLES EFFECTING TRANSPORT DUTIES OF IMPORTANCE TO THE WORKING OF THE LEAGUE OF NATIONS AT TIMES OF EMERGENCY

### FACILITIES TO BE GRANTED BY THE STATES MEMBERS.

At its session held in September 1930, the Transit Committee, in a report to the Council, made certain recommendations with regard to motor vehicles effecting transport of importance to the working of the League at times of emergency, at the same time expressing the opinion that "the Assembly should be enabled immediately to give an opinion on the above views".

A draft resolution, based on the recommendations of the Transit Committee, outlining the regime applicable to motor vehicles, presented in a report of the Third Committee, was adopted by the Assembly in 1930.

#### REPORT ADOPTED BY THE ASSEMBLY AT ITS ELEVENTH SESSION 1930.

The observations made in Chapter III, beginning on page 13, with regard to air transport apply, *mutatis mutandis*, to motor transport. The resolution concerning motor transport adopted by the Assembly, which is reproduced hereinafter, provides that the Secretary-General shall inform by telegram the Government of the country to be traversed of the place where the frontier is to be crossed by a motor vehicle and the place of destination. In the Third Committee's report to the Assembly, it was mentioned that, if, in the course of the negotiations provided for between the Secretary-General and the Governments, certain Governments should agree that these communications should be made to them either by the Secretary-General or by the Government of the country from which the motor transport begins, the text should not be interpreted as opposing such an arrangement, which would be more elastic than that laid down in the draft resolution adopted in the same year by the Assembly.

RESOLUTION ADOPTED BY THE ASSEMBLY AT ITS ELEVENTH  
SESSION, 1930.

“ The Assembly,

“ Recalling that the Members of the League of Nations are under an obligation to facilitate by all the means in their power the working of the League :

“ Adopts the following resolution :

“ 1. It is necessary that Members of the League, in order to discharge the above-mentioned obligation, should afford all facilities for the circulation of motor vehicles effecting transport of importance to the working of the League of Nations in times of emergency by placing at their disposal, as far as possible, an official representative of the country, with power to facilitate the journey, the final choice of the route to lie with authorities of the country traversed.

“ 2. Motor vehicles effecting transport of importance to the working of the League of Nations are motor vehicles used to convey agents of the League or persons entrusted by the League with a special mission, or League correspondence, or official representatives of States Members of the League, or delegations to the Council, Assemblies and Conferences of the League, and the correspondence of such representatives or delegations.

“ 3. The motor vehicles defined above shall bear a distinctive identification mark, either a plate marked ‘S.D.N.’ or a flag. The driver and the persons conveyed must be in possession of official documents indicating their status and mission and signed by or on behalf of the Secretary-General of the League, or by or on behalf of the Minister for Foreign Affairs of the country sending the mission. The driver shall also be provided with a document furnished by the authorities of the country from which the vehicle starts, indicating the destination of the vehicle and the proposed route.

“ 4. The Secretary-General of the League shall inform by telegram the Government of the country to be traversed of the place where the frontier is to be crossed and the place of destination, and will endeavour to indicate the time when the frontier will be crossed and the names of the driver and persons conveyed.

“ 5. Should the motor vehicle find difficulty in continuing its journey as the result of an accident or an incident on the road, or should the journey by car be begun after the persons concerned have entered the country by some other means of transport, the Governments must endeavour to place at the disposal of the missions a suitable vehicle and the necessary drivers, this vehicle to be regarded, from the time it is placed at the disposal of such a mission, as effecting transport of importance to the League of Nations.

“ 6. The above-mentioned vehicles must be provided with the regular road-traffic documents. Governments shall, nevertheless, be requested to allow them free passage even in the absence of Customs documents.

“ 7. With a view to the application of the foregoing provisions, the Secretary-General of the League of Nations shall immediately undertake the negotiations which may be necessary with the Governments of the States Members of the League, and shall report to the next Assembly on the steps taken to ensure the execution of the present resolution.”

REPORT ADOPTED BY THE ASSEMBLY AT ITS TWELFTH  
SESSION, 1931.

The Assembly adopted at its 1931 session the Third Committee's report on communications of importance to the League at times of emergency, which contained the following reference to the facilities to be granted to motor transport :

“ At its eleventh session, the Assembly also adopted a resolution concerning the regime applicable to motor vehicles effecting transport of importance to the working of the League at times of emergency. The resolution provided that the matter should be generally governed in the same manner as that concerning aircraft. The Third Committee notes with satisfaction that the regime applicable to motor transport, as desired by the eleventh Assembly, could be put into operation immediately.”

RESULT OF THE NEGOTIATIONS BETWEEN THE SECRETARY-  
GENERAL AND THE STATES MEMBERS.

The observations on page 18 of Chapter III, with reference to the result of the negotiations between the Secretary-General and the States Members on the aircraft regime, apply equally to the result of the negotiations on the motor transport regime.

**1. Austria.**

April 16th, 1931.

[*Translation.*]

The Austrian Government, whose attitude towards the resolution defining the regime applicable to motor vehicles is similar to that which it adopted in regard to the resolution concerning aircraft, is fully prepared to afford the motor vehicles in question the facilities necessary to enable them to travel through Austria as speedily as possible. In particular, the Austrian Government proposes, in accordance with the desire expressed in paragraph 1 of the resolution, to place at their disposal an official representative, provided that the telegraphic communication referred to in paragraph 4 reaches this Government soon enough to make it practically possible for it to detail one of its officials for that purpose. Furthermore, the Government will endeavour, should the motor vehicle be in difficulties (paragraph 5), to provide for a continuance of the journey of the persons conveyed therein by the most suitable and speedy means.

The Federal Government considers, however, that it must make a reservation as regards the nationality of the driver of the motor vehicle similar to that provided for in paragraph 9 of the resolution concerning the regime applicable to aircraft, and referring to aircraft manned by a crew of foreign nationality. For similar reasons, this Government would also attach importance to obtaining, in each individual case, the full details

provided for at the end of paragraph 4 of the resolution concerning the regime of motor transport as regards the driver and the persons conveyed.

As for paragraph 6 of the resolution, the Federal Government thinks it should reserve the right to notify its point of view later.

June 16th, 1931.

[*Translation.*]

With reference to its letter dated April 16th, 1931, in which the Austrian Government stated that it reserved its opinion with regard to paragraph 6 of the resolution concerning the treatment of motor-cars effecting transport duties of importance to the working of the League at times of emergency; the Government is prepared to grant vehicles of this category such Customs facilities as may be required by the circumstances of the case, provided their passage has been regularly notified to it in accordance with paragraph 4 of the resolution in question.

## 2. Belgium.

April 23rd, 1931.

[*Translation.*]

The Belgian Government would be prepared to take the following steps for the purpose of organising the regime of motor vehicles effecting transport of importance to the working of the League of Nations at times of emergency.

The following possibilities should be considered :

### 1. *Period of International Emergency preceding Mobilisation.*

*First case. — Delegates, nationals of foreign Powers, are obliged to pass through Belgian territory.*

Delegates, after being received at the frontier by the officials whose duty it is to supervise and control the crossing of the same, would be accompanied to the nearest permanent post in order that their official passes should be verified; they would then proceed to the place at which they are to leave the territory or to their destination within the territory.

The military authorities would detach a representative (an officer or an official) to accompany them, should they consider such a measure to be desirable.

*Second case. — Delegates who are Belgian nationals have to proceed to the seat of the League of Nations.*

The movement of Belgian delegates within the country would generally not give rise to any difficulty. Should, however, such a measure be necessary, the delegates might be escorted to the frontier should a request to that effect be submitted in sufficient time beforehand to the Department of National Defence.

2. *After Mobilisation has been decreed.*

*First case. — Foreign or Belgian delegates are called on to travel outside the army zone.*

Examination of passes and movement of delegates would be as set forth above (first and second cases in No. 1).

*Second case. — Foreign or Belgian delegates are required to travel in the zone of the armies or to cross that zone.*

After their passes had been checked by the nearest examining post, the delegates would be taken to the headquarters of the army corps operating in the zone which they had entered. They would then proceed either to the frontier or to the zone in the interior or to their destination, accompanied by an officer or a police official.

Should the motor vehicle effecting transport of importance to the working of the League of Nations be in difficulties as a result of an accident or incidents on the road, the escorting official would be able, on application to the nearest civil or military authorities, to obtain means of transport for the continuation of the journey.

Should the journey begin in the country as the continuation of a journey commenced by another means of transport, the delegates would be able to obtain a suitable vehicle and the necessary escorting personnel on application to the local military authorities—namely, the general headquarters in the army zone, the Commandant of the Province in the interior zone.

In order to increase the efficacy of these measures, it would be desirable for delegates of the League of Nations to be given a special pass. Furthermore, motor vehicles in the service of the League of Nations should be allowed to travel without a triptich and such vehicles should carry a flag and plate stamped by the League of Nations.

Lastly, it is desirable that the Government should be given sufficient notice of any journey to be made, and of the status, number and nationality of the persons concerned, their destination and the route that they desire to take.

**3. United Kingdom of Great Britain and Northern Ireland.**

June 29th, 1931.

His Majesty's Government in the United Kingdom will be prepared, if and when the need arises, to grant the facilities provided for in the resolution passed by the eleventh Assembly to motor vehicles effecting transport of importance to the working of the League at times of emergency.

#### 4. Bulgaria.

February 24th, 1934.

[*Translation.*]

##### A. *Arrangements of a General Character affecting both Air and Motor Transport.*

(See Chapter III, page 26.)

##### B. *Special Arrangements for Motor Transport.*

1. Motor vehicles will be met at the frontier by official representatives (an officer and an official of the police directorate). The latter will accompany them during the whole of their journey in Bulgaria. For that purpose, a place must be reserved for him in the vehicle effecting the transport.

2. The route through the country may be changed for reasons of national security. For the same reasons, the driver and the delegates must not be nationals of any State with which Bulgaria may be in dispute.

Should such be the case, a Bulgarian chauffeur will be available at the frontier and will drive the vehicle through the country.

#### 5. Czechoslovakia.

November 26th, 1931.

[*Translation.*]

A similar regime to that outlined in a communication of the same date regarding air transport will be applied to motor transport, provided that the arrival of the cars is notified in advance (see Chapter III, page 31). In case of transit across Czechoslovak territory, the route to be followed will be specified by the authorities of the country, who will also be entitled to appoint a representative to accompany the car.

December 14th, 1932.

[*Translation.*]

The communication of this date relating to air transport applies equally to motor transport (see Chapter III, page 32).

#### 6. Denmark.

April 23rd, 1931.

[*Translation.*]

The Danish Government is prepared to exempt motor vehicles effecting transport of importance to the working of the League of Nations at times of emergency from third-party



insurance, provided that they are indicated as such by distinguishing marks ("S.D.N." plates or a flag). Further, the personnel of the frontier and Aliens Supervision Services will receive instructions to the effect that the persons referred to in the Assembly resolution accompanying such motor vehicles shall be allowed to enter the country and remain therein without having passports or visas. Orders will also be given to the Customs offices to allow the motor vehicles in question to enter the country without depositing security for Customs duties or submitting documents allowing them to pass, and to exempt the persons conveyed therein from Customs examination of their persons and baggage.

Furthermore, the Customs offices will receive instructions to exempt motor vehicles bearing the above-mentioned distinctive marks from the obligation to obtain permission to remain in the country when the driver of the vehicle proves his identity in accordance with the regulations and, furthermore, has in his possession the ordinary driving licence (international road and driving certificate).

#### **7. Estonia.**

April 11th, 1931.

[*Translation.*]

The Estonian Government has instructed the Ministries of Justice and the Interior, of Ways and Communications, of National Defence and of National Economy, by Decree dated March 31st, 1931, to put into effect in all their subordinate institutions the necessary arrangements for the application of the Assembly resolution on the regime of motor transport.

#### **8. Finland**

March 27th, 1931.

[*Translation.*]

The Finnish Government declares that, from the beginning, it has been very favourable to the project contained in the Assembly resolution on the regime of motor transport. Since the project has thereby acquired a certain stability, the Government is always prepared, generally speaking, to grant as wide facilities as possible to motor vehicles ensuring the communications necessary for the working of the League of Nations and employed in the manner specified in the above-mentioned resolution. In the Government's view, however, it is naturally self-evident that the motor vehicles in question will not be given more favourable treatment than national vehicles, with respect to supervision and other conditions.

In conformity with its favourable attitude as mentioned above, the Government considers that an attempt should be

made to make the system outlined in the resolution as homogeneous and as firm as possible ; in this respect, it will be desirable to proceed through the Secretariat, as far as it may be deemed necessary, to make special arrangements or agreements or other compulsory provisions between the States Members of the League of Nations. The Finnish Government is not convinced that it is necessary for Finland also to take special preliminary measures, since it is hardly likely that motor journeys of this kind will be numerous where Finland is concerned. But, should the Secretariat of the League consider that preliminary arrangements should be made with regard to Finland also, the Government desires to state that it is prepared to do so in order to provide a guarantee, even if a purely formal one, that Finland will facilitate in every way the journeys and the transport mentioned in the resolution and give the officials and delegates of the League the assistance provided for therein.

In cases where preliminary arrangements have been concluded with Governments, the Finnish Government considers that, in the interests of the efficiency of the projected system, special care should be taken to ensure that the provisions dealing with the method of continuing a journey that has been interrupted by accident or for any other reason are so fixed that, in every case, the journey may be continued without delay or hindrance.

In this connection, the Finnish Government begs to submit to the Secretary-General the question whether an attempt should not be made to arrive at such an arrangement that, apart from the Secretary-General, the Government of the country concerned may, in special cases, give notice of a journey direct to the country of transit, since such an arrangement would help to avoid delays which might be very dangerous in urgent cases.

## 9. France.

February 26th, 1934.

[*Translation.*]

The introduction of the provisions adopted by the French Government in pursuance of the Assembly resolutions of September 30th, 1930, as well as Articles 2, 3, 5 and 12, refer both to air and motor transport (see Chapter III, page 40).

Article II of the French provisions refers solely to motor vehicles.

Motor vehicles used for communications of the League of Nations shall be allowed to cross the French frontier at all points normally fixed for such crossing.

If the Secretariat of the League of Nations has been unable for any reason, and particularly on account of urgency, to obtain in advance, through the French diplomatic or consular authorities, the regular traffic documents permitting the French

frontier to be crossed by a motor vehicle, any motor vehicle used for communications of the League of Nations shall be allowed to enter French territory on condition that, on crossing the frontier, it takes on board a French Commissioner. The latter shall perform the duties specified in Article 7 for Commissioners appointed to go on board aircraft. The use of this right is subject to the same conditions with regard to previous notice as those specified in Article 5 for aircraft.

## 10. Germany.

April 20th, 1931.

[*Translation from the German.*]

The German Government is prepared, in accordance with the resolution adopted by the Assembly, to facilitate, so far as lies in its power, the movement of motor vehicles effecting transport of importance to the working of the League at times of emergency. With a view to carrying out the above-mentioned resolution, the German Government has contemplated the following measures, which might perhaps be made the basis of an agreement with the Secretary-General of the League :

1. The German Government regards it as necessary that notice of every proposed passage of League of Nations delegates through German territory by motor-car should be given to the German Government through the Ministry for Foreign Affairs.

The notification should indicate the identification marks of the motor-car, the names of the League of Nations delegates and persons accompanying them, the place and time at which they propose to cross the frontier, and their destination.

2. The points at which the frontier could be crossed would be the following : Lörrach, Trier, Aachen, Flensburg, Schneidemühl, Neu Bentschen, Gleiwitz, Schandau a.d. Elbe, Passau, Kufstein, Constance, and, in the case of East Prussia, Marienburg, Stallupönen, Deutsch-Eylau.

3. The German Government will send an official to accompany the car so as to ensure safe and speedy transit through German territory. This official will meet the car at the point at which it crosses the frontier and directs its journey in accordance with the instructions of the German Government.

4. The German Government would have no objection to such cars being given a special identification mark and a special flag.

Should the League of Nations propose a special flag, it would be necessary to enquire into the possibility of such a flag being confused with similar national flags or German flags indicating commanding officers' cars. The use of a special flag will not, however, be of any great practical importance, so long as the car is accompanied by an official representative.

5. The League of Nations delegates and persons accompanying them must carry a League of Nations pass, making it possible to establish their identity and, furthermore, indicating the duty with which they are entrusted by the League, the place at which they are to cross the frontier and their destination.

6. The car must carry the identification marks laid down by the International Convention on Motor Traffic of April 24th, 1926, and the driver must be in possession of the international certificate provided in that Convention for the car and its driver.

7. The German Government is prepared to dispense with a deposit in respect of Customs duty on the car and to refrain from collecting the motor vehicle tax, on condition that motor traffic in these special cases is treated in the same way in other countries.

8. Should the car be prevented from continuing its journey as the result of an accident or other occurrence, the German Government will take steps to provide another suitable car and the necessary personnel so that the journey may be continued. The official representative accompanying the car will receive instructions to this effect.

9. Should the delegates of the League of Nations have begun their journey by another means of transport (railway or aircraft) and have to continue it in Germany by motor-car, the German Government will, if possible, supply a suitable car with personnel. In such cases, the German Government must be given sufficient notice of the arrival of the League of Nations delegates and of their wishes in respect of the continuation of their journey.

The conditions laid down under Nos. 1 to 6 in respect of the transport of League of Nations delegates by motor-car would also apply to the cases dealt with under Nos. 8 and 9.

## 11. Greece.

April 9th, 1931.

[*Translation.*]

The Hellenic Government is prepared to subject motor vehicles effecting transport of importance to the working of the League at times of emergency to the regime defined in the resolution adopted by the Assembly.

The Hellenic Government considers that there can only be one interpretation of paragraph 4 of the above-mentioned resolution in conformity with the principles laid down as to the definite choice of the route in the first paragraph of the same resolution—namely, that the point where the frontier is crossed shall be chosen only from among the points where access is authorised by "the Government of the country to be traversed".

## 12. Hungary.

April 23rd, 1931.

[*Translation.*]

The Hungarian Government is prepared to afford all facilities for the circulation of motor vehicles effecting transport of importance to the working of the League of Nations at times of emergency and to place at their disposal an official representative of the country with powers to facilitate the journey.

In order to make it possible to delegate such a representative, it is desirable that the Secretary-General should communicate the place and date of arrival at the frontier to the Hungarian Government by telegram at least twenty-four hours beforehand.

The Hungarian frontier may be crossed at the following points : Óroszvár (Hegyeshalom), Sopron, Szentgotthárd, Murakeresztur, Gyékényes, Magyarbóly, Kelebia (Horgos), Szeged, Gyula, Biharkeresztes, Beregsurány, Sátoraljaujhely, Hidasnémeti, Szob and Komárom.

The Hungarian Government considers it desirable that the official documents in possession of the driver and the persons conveyed, signed by, or on behalf of, the Secretary-General of the League, or by, or on behalf of, the Minister for Foreign Affairs of the country sending the mission, should be visaed by the Hungarian Diplomatic Mission accredited to the League of Nations or by the Hungarian diplomatic representatives accredited to the Government in question.

The Hungarian Government considers it to be indispensable that the names of the driver and of the persons conveyed should be communicated to it.

Should the motor vehicle find difficulty in continuing its journey as a result of accidents or incidents on the road, or should the journey by car begin in Hungary as the continuation of a journey begun by some other means of transport, the Hungarian Government is prepared to place at the disposal of the missions a suitable vehicle and the necessary drivers.

## 13. Italy.

August 25th, 1931.

[*Translation from the Italian.*]

The Italian Government is prepared to accord all necessary facilities for the circulation of motor vehicles effecting transport of importance to the working of the League of Nations, in connection with which it will have received the necessary information from the Secretariat of the League.

The Italian Government will place at the disposal of every such vehicle or group of vehicles a person under its orders instructed to accompany it on its journey, to indicate what

route has been prescribed by the Italian authorities and to make certain that the facilities granted are in fact made available.

The Italian Government is ready to come to an agreement with the Secretary-General as to the manner in which the principles set forth above are to be carried into effect.

**14. Latvia.**

April 17th, 1931.

[*Translation.*]

Having no objection to the provisions of the resolution on the regime of motor transport, the Latvian Government declares itself prepared, should the necessity arise, to facilitate, as far as possible, the passage across Latvia of motor vehicles effecting transport of importance to the League.

**15. Lithuania.**

June 25th, 1931.

[*Translation.*]

The Lithuanian Government is prepared to apply the regime defined in the Assembly resolution to motor vehicles effecting transport duties of importance to the working of the League at times of emergency. The Lithuanian Government wishes, however, to point out that "the place where the frontier is to be crossed", regarding which "the Secretary-General of the League shall", according to paragraph 4 of the resolution, "inform by telegram the Government of the country to be traversed", must be one of the places where the latter Government permits crossing to be effected.

**16. Netherlands.**

July 2nd, 1931.

[*Translation.*]

The Netherlands Government would be prepared to take the following steps to carry out the resolution relating to the regime applicable to motor vehicles adopted by the Assembly :

1. The Netherlands Government is prepared to afford all facilities for the circulation of motor vehicles effecting transport of importance to the working of the League of Nations at times of emergency by placing at their disposal, as far as possible, an official representative of the country, with powers to facilitate the journey, the final choice of the route to lie with the authorities of the country traversed.

2. The Netherlands Government has no objection to regarding as motor vehicles effecting transport of importance to the working of the League, motor vehicles used to convey agents of the League or persons entrusted by the League with a special mission, or League correspondence, or official representatives of States Members of the League, or delegations to the Council, Assemblies and Conferences of the League, and the correspondence of such representatives or delegations.

3. As regards the proposal that motor vehicles defined above shall bear a distinctive identification mark, either a plate marked "S.D.N." or a flag, the Netherlands Government would prefer that, next to the plate marked "S.D.N.", the vehicle should, at any rate, bear a flag, so as to make it possible to recognise the vehicle from a certain distance as one effecting transport for the League of Nations. The Netherlands Government agrees that the driver and the persons conveyed must be in possession of official documents indicating their status and mission and signed by, or on behalf of, the Secretary-General of the League, or by, or on behalf of, the Minister for Foreign Affairs of the country sending the mission.

4. It would be necessary for the Secretary-General of the League to inform, by telegram, the Netherlands Government of the place where the frontier is to be crossed and the place of destination and, if possible, to indicate the time when the frontier would be crossed and the names of the driver and persons conveyed.

5. Should the motor vehicle find difficulty in continuing its journey as the result of an accident or an incident on the road, or should the journey by car be begun after the persons concerned have entered the country by some other means of transport, the Netherlands Government would be prepared to place at the disposal of the missions a vehicle belonging to the Government and the necessary drivers. This vehicle would bear the flag mentioned above. Should the vehicle effecting transport for the League be unable to continue its journey owing to a serious accident, the Netherlands Government would convey the persons concerned to the frontier in a Government vehicle.

6. The above-mentioned vehicles must be provided with the regular road traffic documents. In the absence of Customs documents and at the request of the Secretary-General, the Netherlands Government would take the necessary steps to allow the vehicles to pass the frontier.

7. The Netherlands Government is prepared to examine any measures which the Secretary-General may suggest to the Governments in virtue of paragraph 7 of the Assembly resolution.

**17. Norway.**

June 16th, 1931.

The Norwegian authorities see no objection to the carrying out of the resolution adopted by the Assembly on the regime of motor vehicles effecting transport duties of importance to the working of the League at times of emergency.

The necessary assistance will be given by the Chief Engineers under the Directorate of Roads, by the public automobile experts and by the police and Customs officials at the frontier stations.

**18. Poland.**

May 27th, 1931.

[*Translation.*]

The Polish Government thinks that the provisions regarding persons conveyed by motor vehicles effecting transport of importance to the working of the League should be worded in the same way as in paragraph 7 of the resolution regarding air transport—namely, that the Secretary-General only should be entitled to notify the journey of persons entrusted with a mission by the League of Nations.

**19. Portugal.**

April 21st, 1931.

[*Translation.*]

The Portuguese Government declares itself in agreement with the measures proposed by the Assembly resolution concerning the regime applicable to motor vehicles effecting transport of importance to the working of the League at times of emergency permitting the temporary entry of motor vehicles without formality as soon as the Ministry for Foreign Affairs has given the necessary preliminary notification to the Customs and other authorities by describing the vehicles, so that they may be identified.

**20. Roumania.**

April 2nd, 1931.

[*Translation.*]

*A. General Measures for Air and Motor Transport.*

(See Chapter III, page 67.)

*B. Special Measures for Motor Transport.*

1. The vehicle will be met at the frontier by an official representative (officer or official), who will accompany it while



in Roumanian territory. A seat will accordingly be reserved for him in the vehicle.

2. The route across the country may be modified for reasons of national security.

3. For the same reasons, the driver of the car must not belong to a State with which Roumania may happen to be in conflict. In such a case, a Roumanian driver, if the Government deems it necessary, will hold himself in readiness at the frontier and will be responsible for transport through the country.

## 21. Sweden.

March 23rd, 1931.

[*Translation.*]

As far as Sweden is concerned, there is no reason why the proposed motor transport regime should not be put into force. It will, perhaps, be necessary to obtain explanations and further details on certain points at the time of the proposed negotiations between the Governments and the Secretariat, with a view to the promulgation of national regulations in execution of the above-mentioned resolution.

## 22. Switzerland.

September 18th, 1931.

[*Translation.*]

The Swiss Government ventures to remind the Secretary-General that the representative of the Federal Council on the Third Committee of the Assembly, when accepting this resolution, made the general reservation that the grant of facilities should not in any way prejudice the neutrality of Switzerland. This consideration would guide the Government in any application of the resolution in question. It will do everything in its power to facilitate motor transport of importance to the working of the League, but this would not imply in any way the abandonment of Swiss neutrality as recognised by the Declaration of London.

In accordance with the wishes expressed by the Secretary-General, the competent Federal authorities have given careful consideration to the carrying out of this resolution, should occasion arise, and submit the following observations :

The provisions of paragraph 1 of the resolution, to the effect that the Government whose country is crossed should, whenever possible, place an official representative at the disposal of the motor vehicles, are clearly of great utility. A measure of this

nature would be indispensable in the event of mobilisation, or if the car had to pass through an army zone. The country crossed should itself be able to arrange for the car to be accompanied by a representative.

Paragraph 6 provides that motor vehicles effecting transport of importance to the working of the League at times of emergency must be provided with the regulation road traffic documents. In so far as the State to be crossed is a party to the International Convention on Motor Traffic of April 24th, 1926, these documents might be the international traffic and driving permits. In the case of a State not party to this Convention, the regulation documents would be the national traffic and driving permits. It would further be advisable that the motor vehicle should carry its number plates, and, if the State to be crossed is a party to the Convention of 1926, the distinguishing mark of its country of origin.

Paragraph 6 also requests the Governments to allow free passage to motor vehicles even in the absence of Customs documents. In order to facilitate Customs formalities and to avoid any loss of time to the travellers, the telegraphic information to be supplied by the Secretary-General under paragraph 4 might be supplemented. The Secretary-General might also notify, for the information of the Customs authorities, the mark and police number of the car.

There remains the question of bearing the expenses involved. This aspect of the question, although of secondary importance, might well be discussed between the Secretariat and the various Governments. The Swiss Government is inclined to consider that, as a general rule, the country crossed should bear any additional expenses the mission might have to incur as a result of a decision by the authorities of that country. If, on the other hand, the journey had to be interrupted for reasons unconnected with any action by the country crossed, the cost involved would have to be borne by the League of Nations, or by the State on whose behalf the mission was undertaken.

### 23. Turkey.

December 24th, 1933.

[*Translation.*]

Motor vehicles effecting transport duties of importance to the working of the League of Nations at times of emergency would be subject to the same treatment as aircraft and to the same conditions as regards particulars required, arms and photographic apparatus. In the case of motor transport, however, the previous information should show, besides the particulars required from aircraft, the places at which the vehicles intend to stop on the various stages of the journey.

**24. Yugoslavia.**

July 23rd, 1931.

[*Translation.*]

The Yugoslav Government would be prepared to accept the Assembly resolution on the regime applicable to motor transport, with the following reservations :

Where motor vehicles registered in different countries or belonging to the League of Nations are employed on behalf of the League of Nations, the drivers and staff engaged in such transport should be of neutral (non-interested) nationality.

January 23rd, 1932.

[*Translation.*]

The communication of this date withdrawing the above-mentioned reservations applies equally to air and motor transport (see Chapter III, page 76).

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## CHAPTER V. — TELECOMMUNICATIONS WITH THE SEAT OF THE LEAGUE.

### A. THE LEAGUE WIRELESS STATION.

As early as 1926, the Council requested the Transit Committee to examine the question of placing eventually a radio-telegraphic station at the disposal of the League to enable it to communicate independently with the greatest possible number of States Members.

At its 1929 session, the Assembly adopted the following resolution :

“ The Assembly,

“ Desiring that the League of Nations should have means at its disposal, and under its direct management, at any rate in times of crisis, for independent radio-telegraphic communication with as many Members of the League as possible ;

“ Being desirous of facilitating at all times relations between the League of Nations and its Members, more particularly those at a distance from the seat of the League :

“ Instructs the Secretary-General to take the necessary steps for the provision, as early as possible, of a radio-telegraphic station, comprising, in any case, a post with a worldwide radius so far as this may be technically possible, in conformity with the proposals submitted to the Assembly by the Communications and Transit Committee.

“ The Swiss Government can be represented at this station in times of emergency by an observer, whose duties would be as laid down in the Council's resolution of March 9th, 1929.

“ The Assembly declares that the use of this station by the League of Nations in times of emergency can in no case be invoked against Switzerland as affecting her international responsibility.”

In Article 1 of the agreement between the Swiss Federal Council and the Secretary-General concerning the establishment and operation in the neighbourhood of Geneva of a wireless station, signed in 1930, “ Radio-Nations ” is defined as “ a wireless station, destined chiefly to meet the needs of the League of Nations in normal times and to ensure independent communications to the League at times of emergency ”. It is laid down that “ the ‘ Radio-Nations ’ station shall be operated in normal times by the ‘ Radio-Suisse ’ and, in times of emergency, shall pass under the exclusive management of the League ”.

The highly important radio-telegraphic and radio-telephonic services rendered to the League by “ Radio-Nations ” since its inauguration in February 1932, coincident with the opening of the Conference for the Reduction and Limitation of Armaments, especially in connection with certain disputes between States under the consideration of the League in 1932, 1933 and 1934, guarantee its effectiveness in the event of an emergency.

The wireless station has fulfilled all expectations and notably with regard to the rapid communication of important documents and in providing facilities for direct contact between the delegations of certain extra-European countries and their Governments, or the public opinion of their countries.

Regular radio-telegraphic communications are at the present time maintained with the Argentine, Brazil, China and Japan, while successful communications have also been made with Australia and the United States of America, more particularly with the latter country.

Satisfactory radio-telephonic conversations have been held with North and South America, China and Japan. Bilateral radio-telephonic communications have been made on several occasions with vessels in the port of Shanghai.

"Radio-Nations" is equipped to communicate with any extra-European country and could, in the event of a European crisis, as has already been ensured by successful experiment, effect communications with any European country, with the equipment of "Radio-Suisse".

The Information Section of the Secretariat of the League, as from September 1932, has broadcast a regular weekly bulletin dealing with the activities of the League of Nations. Recently a similar service was undertaken by the International Labour Organisation.

## B. TELEGRAPHIC COMMUNICATIONS.

In accordance with the proposals made by a special committee of the Transit Organisation, which were duly communicated by the Secretary-General of the League to the Conference on Telecommunications which met in Madrid in 1932, provisions were included in the Telegraphic Regulations annexed to the International Convention on Telecommunications under which telegrams regarding the application of Articles 15 and 16 of the Covenant, exchanged in case of a threat of war, between the President of the Council of the League or the Secretary-General, on the one hand, and a Minister member of a Government, a member of the Council of the League or a member of a mission despatched by the Council, on the other hand, would be granted priority over Government priority telegrams.<sup>1</sup>

In the report of the Second Committee on the work of the Transit Organisation between the thirteenth and fourteenth sessions of the Assembly, adopted by the Assembly in October 1933, it is stated that "in view of the consistently expressed desire of the Members of the League that communications with Geneva at times of emergency should be facilitated, it is clear that this new provision is to be taken as applying generally to any telegraphic communication at times of emergency, whatever article of the Covenant may be invoked".

<sup>1</sup> Article 78, § 4, Telegraphic Regulations, etc., page 97; Berne, 1933.

### C. TELEPHONIC COMMUNICATIONS.

Since the establishment of the League, telephonic communications between Geneva and the European States have been improved and extended materially, at the present time there being telephonic connections with all European countries except Albania. Furthermore, connections are available with a number of extra-European countries, including the following :

Algeria	Guatemala	Panama
Argentine	Indo-China	Peru
Australia	Mexico	Philippines
Brazil	Morocco (French and	Siam (Bangkok)
Canada	Spanish (Ceuta))	Syria
Chile	Netherlands Indies	Tunisia
Colombia	New Zealand	Union of South Africa
Costa Rica	Nicaragua	United States of America
Cuba	Palestine	Uruguay
Egypt		Venezuela

It has not been found necessary to provide for special measures at times of emergency.

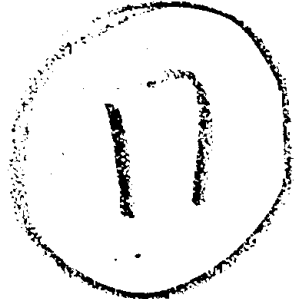
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Geneva, September 3rd, 1934.

**LEAGUE OF NATIONS**

**COMMUNICATIONS AND TRANSIT ORGANISATION**

**NATIONAL PUBLIC WORKS**



In the report on the work of the Communications and Transit Organisation adopted at its fourteenth session, the Assembly stated that "a continuous study of general questions relating to public works financed by States themselves, without recourse to foreign capital, would make it possible to collect the information which the various Governments consider they could furnish as to the experience acquired in the different countries, particularly as regards the effects of the execution of public works or of a particular category of public works on the resumption of economic activity and on unemployment. Such information would be particularly useful in order to enable Governments to judge of the possibility and desirability of pursuing, in present circumstances, a policy of carrying out programmes of public works on parallel lines. In the present period of distress, this question cannot fail to be of particular interest to public opinion and Governments in most countries."

At its seventy-sixth session, the Council also expressed similar views and concluded "that it would certainly be useful to collect without delay any preparatory information which might be required on this matter with a view to subsequent discussion".

In order to facilitate by the collection of suitable information, as desired by the Assembly and Council, any subsequent examination of the question of public works, including national public works, the Secretary-General, in a circular letter dated March 7th, 1934, requested the Governments to communicate to him the following particulars :

- I. A brief description of the main public works :
  - (a) Undertaken since the beginning of the year 1929 and now completed ;
  - (b) Now in course of execution ;
  - (c) The execution of which is at present in contemplation or schemes for which are in preparation.

The term "public works" is intended to include the various categories of work mentioned in the list reproduced below and the public works described should, as far as possible, be classified according to the categories shown in that list.

- II. The principal administrative methods followed or contemplated for the execution of the work referred to in I, and any legal provisions relating to such work.  
(Has the work in question been carried out, or is it being, or to be, carried out on behalf of or by the order of a central, regional or local or other authority, or on behalf of a company holding a concession from public services, or on behalf of private persons receiving a grant from the public authorities ? Is such work being carried out directly by the authorities, or by contract, etc. ?)

- III. The principal methods employed for financing such work.  
(Is the expenditure on the work charged to the ordinary or the extraordinary budget of the State, the budget of regional or local administrations, the budgets of public bodies, etc., or is it financed by an internal or external loan ? Security of such loans ; plans of repayment, etc.)

- IV. An estimate, as far as is possible, of the allocation of expenditure on the execution of the public works referred to in I, as between materials and equipment provided by national or foreign industries, on the one hand, and labour — that is to say, wages and miscellaneous social expenditure — on the other.

- V. The Government's opinion with regard to the effects obtained or expected from the execution of the public works referred to in I on the resumption of economic and industrial activities and on unemployment.

CLASSIFICATION OF PUBLIC WORKS BY CATEGORIES.

- (a) Roads and bridges.
- (b) Railway lines, including tramways, metropolitan railways, etc. (If possible, mention the more important construction works separately.)
- (c) Complete agricultural land reclamation (drainage, irrigation, construction of dwelling-houses and various new buildings, or establishment of entire new settlements, country roads and other works connected with land settlement).
- (d) Canals and other inland waterways (including improvement work on rivers, defensive work against floods, etc.). (Work not already included under (c).)
- (e) Land improvement work, bringing of new land under cultivation, reforestation, etc. (Work not already included under (c).)
- (f) Provision of drinking-water supplies and sewage disposal. (Work not already included under (c).)
- (g) Work carried out in sea and river ports, including mechanical equipment of such ports.
- (h) Work for the establishment of air ports.
- (i) Building and construction work forming part of a general plan and carried out (or to be carried out) with the participation or approval of public authorities, classified according to category (administrative buildings, dwelling-houses, etc.). (Work not already included under (c).)
- (j) Electric installations, hydro-electric and heating power centres, motive-power transmission.
- (k) Gasworks and long-distance gas supply.
- (l) Telegraph and telephone installations, wireless broadcasting stations.
- (m) Other work.

Although the Governments were requested to send the above particulars to the Secretariat by August 15th, so that all the replies received could be submitted to the Assembly, a considerable number of Governments had not yet replied by the time the present report was drawn up. This delay is doubtless due to the lengthy period of time required for the collection of the data required as a basis for the replies, as, indeed, is clear from some preliminary communications which have reached the Secretariat.

A detailed account of the information contained in the replies received will be published shortly, but it appeared advisable to inform the Assembly now of the general position of the question by means of a short summary of the replies which have already reached the Secretariat.

Up to the present, the Governments of the following countries have replied to the circular letter of March 7th, 1934 : Union of South Africa, United States of America, Australia, Belgium, United Kingdom, Bulgaria, Estonia, Finland, France, Haiti, India, Iraq, Luxemburg, Netherlands, Nicaragua, Poland, Portugal, Salvador, Switzerland, Turkey, Yugoslavia.

Of these replies, those from the Governments of the following countries alone deal with the substance of the question :

*Australia.*

The reply communicates the information furnished by New South Wales and Tasmania.

New South Wales sends a brief description of the public works carried out under the auspices of the Unemployment Relief Council, together with a list of the various categories of works, the expenditure incurred in respect of each category being specified. The reply also contains detailed particulars of the administrative organisation of those works and the methods of financing employed, and specifies the amount of the credits allocated thereto.

Information is furnished regarding the Emergency Relief Work Scheme and the conditions under which this scheme is to be carried out, the relevant legislative texts being attached. Lastly, the number of unemployed engaged in these works is also given.

The reply states that fuller particulars will be sent later ; these will be collected by the competent departments entrusted with the practical execution of the works.

Tasmania communicates a list giving particulars of the aggregate expenditure incurred in respect of the various categories of works carried out (roads and bridges, railways, sea and river ports) together with brief information regarding the organisation of the works and the methods of financing employed.

*Belgium.*

The reply is divided into four parts, dealing respectively with public works of the following categories :

- (a) Roads. — Brief particulars of the credits, spread over five years, allocated to special reconditioning of State roads ; general information concerning other (normal) road works and their administrative and financial organisation.



(b) Waterways. — Full particulars of the “large-scale works” coming within the province of the “Fonds spécial de grands travaux”, an autonomous public undertaking set up in 1928 to carry out, on behalf and for account of the State, certain specific large-scale works. The sums at the disposal of this fund and the expenditure incurred or contemplated in respect of these works are mentioned.

General information regarding the expenditure incurred each year in respect of ordinary and extraordinary hydraulic works, the following two categories of works being shown separately : canals and rivers, ports and coasts. These works include, *inter alia*, dykes and flood-protection works, improvement works, dredging, etc.

(c) Building. — List of the principal works carried out in this category, together with brief particulars of the method employed for financing them.

(d) 1. Electricity. — Very full particulars, in accordance with the questionnaire, concerning schemes for the construction of electric installations, hydro-electric and heating power stations and motive-power transmission stations which have been completed, are being carried out, or are projected, together with a map of Belgium showing the position of those works. Detailed list of the works in question and of their characteristics. Relevant legislative provisions.

(d) 2. Gas. — Particulars, in the same form as those relating to electricity, of gasworks and long-distance gas supply, together with a list of gas suppliers for each of the principal supply systems, and a map.

#### *United Kingdom.*

The Government feel some difficulty in answering the questionnaire in detail, by reason of the large number and wide diversity of the works normally carried out in the country by the central and local authorities, in addition to the special programmes undertaken between 1929 and 1931 with a view to providing work for the unemployed. The Government also consider that details confined to the period since 1929 would create a misleading impression, as they would fail to disclose the intense activity displayed at an earlier date, as regards both the execution of normal programmes and of special programmes prior to 1929.

The reply contains general information as to the total expenditure incurred since 1919 on housing, road schemes and telephone development. The execution of these works is being continued. A large number of different schemes have also been carried out by means of the grants made by the Unemployment Grants Committee set up for this purpose. The power of this Committee to make State grants has now expired, however.

In addition to these major works, a large number of smaller schemes have been carried out, usually with State aid or guarantees, by local authorities and public companies and undertakings ; these schemes related to land settlement, land drainage, fishery harbours, rural water supply, assistance for colonial development, etc.

The reply also gives general information as to the administrative organisation of the works and the methods employed for financing them. It likewise contains estimates of the amount of employment provided by the execution of these works.

In conclusion, the Government, while proposing to continue the normal execution of public works of value to the community, confirm their opinion, already expressed on several occasions during the discussions of the question of international public works, that the experiment of large-scale public works as a method of dealing with unemployment has not produced the results anticipated, and that, in these circumstances, they do not propose to repeat it.

#### *Bulgaria.*

The Government has sent five lists, containing information furnished by the various departments concerned, and dealing with :

(a) Roads and bridges. — Construction and reconditioning ; summary statement of expenditure on material and labour during the period 1929-1934.

(b) Water supply. — Same particulars as under (a).

(c) Public buildings. — List of the various categories of buildings erected since 1929 or in process of construction, with particulars of expenditure on material and labour, together with certain general information regarding the execution of these works and the number of days' work provided.

(d) Construction of tramways. — A brief account of the work done on the Sofia tramway system — lines and buildings — together with figures of expenditure on material and labour.

(e) Distribution of land to farmers. — Brief particulars of what the State has done in this respect for peasants unprovided or insufficiently provided with land as a contribution to the campaign against unemployment.

#### *Estonia.*

The reply gives an account of the organisation and co-ordination of the public works undertaken with a view to reducing unemployment, more especially through the creation of a Special Central Fund with its own Board of Management, the functions of which include the

distribution of the available funds among governmental and non-governmental bodies. Particulars of the numbers of unemployed engaged upon public works during the last ten years; number of days' work provided; rules governing the engagement of unemployed for public works.

There are also tables enumerating the various public works completed, in progress or projected, together with general information on this subject, including a statement of the expenditure entailed in each case and the number of days' work provided. The list includes the following categories of works: roads and bridges, railways, agricultural improvements and land reclamation, inland waterways, aqueducts and drainage, ports, air ports, various buildings, electrical installations, gas-works, telegraphs, telephones and wireless.

#### *Finland.*

The reply describes the organisation by the State and municipalities both of unrelated public works specially undertaken with a view to the relief of unemployment, and known as "relief works", and also of those described as "emergency public works", which correspond more closely to the purposes mentioned in the questionnaire, as they are designed, amongst other things, to attenuate the depression itself.

Particulars of the numbers of unemployed in Finland for the various years under consideration, together with the number of unemployed engaged upon relief works; funds used for each category of these works.

Detailed list of the various works already completed or now in progress in pursuance of the "emergency public works" programme, with particulars of expenditure. The list deals more especially with the following categories: roads and bridges, railways, miscellaneous building, improvement of watercourses and facilities for navigation, orders placed with industrial enterprises and municipal workshops, land improvements, land reclamation and forestry, land settlement.

#### *France.*

The Government has, in the first place, communicated a general note regarding the works undertaken with a view to relieving unemployment. It states the amount of the funds appropriated for this purpose, as also for the improvement of national technical equipment, together with the manner in which they have been apportioned among the budgets of the various Ministries.

General particulars of the organisation and financing both of normal public works and of those undertaken for the sole purpose of providing work for the unemployed; list of the various decrees on this subject, with special reference to State subsidies.

Works specially undertaken to reduce unemployment and carried out both by the departments and municipalities have included the following categories: miscellaneous building, road improvements, land reclamation, water supplies, various town-planning works, rural electrification, improvements in pasturage, forestry, etc.; particulars of the total expenditure incurred on the aforementioned works, the amount spent on wages and number of days' work provided.

In the last place, this general note contains particulars of the scheme of major works designed to reduce unemployment which the Government now proposes to carry out by drawing on the Guarantee Fund and Capitalisation Funds set up under the Social Insurance Law. Particulars are given of the funds available and the general organisation of this scheme, more particularly through the creation of a National Board for Major Unemployment Relief Works, which has already entered upon its duties.

The Government also supplies more detailed particulars of works connected with roads and bridges, telegraph and telephone installations and wireless broadcasting stations.

(a) Roads and bridges. — Detailed particulars of the work done on the system of "national roads" under the direct authority of the Ministry of Public Works. Total expenditure; expenditure on labour; number of workers employed.

List of the more important roads and bridges built in the course of recent years or at present in process of construction. Particulars of the future programme of works. Statement regarding the organisation of the work and the methods by which it is financed.

(b) Telegraphs, telephones, wireless. — The more important works carried out by the Ministry of Posts, Telegraphs and Telephones, with special reference to buildings and installations of various kinds (cables, exchanges, systems, etc.), together with particulars of the expenditure on labour and other items given separately in respect of each class of works. The list of these works is followed by detailed particulars of their organisation and financing. It is pointed out that, as the programme of major works undertaken with a view to modernising the equipment of the posts, telegraphs and telephones is now largely completed, the annual amount of such work will show a considerable decrease in the next few years.

According to the French Government's reply, further particulars may be expected with regard to the works mentioned under the other points of the questionnaire.

#### *Haiti.*

The Government has supplied copies of the annual reports of the Directorate-General of Public Works for the years 1927-28 to 1931-32, which give particulars of the various public works carried out and, more particularly, information regarding the organisation and activities

Coal Freights from Great Britain.  
(per 20cwt.)

	1932		1931		1929		1920		1914
	high	low	high	low	high	low	high	low	mean
Wales/Alexandria	8/-	5/9	8/9	5/6	14/-	8/9	82/6	20/-	13/-
Wales/Barcelona	10/-	7/6	9/9	6/9	13/6	11/-	67/6	20/-	11/7 1/2
Wales/Bordeaux	5/6	3/9	5/7 $\frac{1}{2}$	3/6	7/-	5/-	61/3	10/-	10.25 fcs.
Wales/Canaries	7/3	6/9	7/6	6/9	11/-	8/9	38/9	17/6	9/6
Wales/Colombo	10/6	9/-	10/6	10/-	19/-	15/3	105/-	25/-	14/9
Wales/Istanbul	7/4 $\frac{1}{2}$	7/-	7/6	6/9	14/-	10/6			7/9
Tyne, etc./Genoa	7/-	5/10 $\frac{1}{2}$	7/-	5/4 $\frac{1}{2}$	11/3	7/-	87/6	17/6	14/7 1/2
Wales/Marseilles	9/-	6/-	8/9	6/-	12/6	8/-	70/-	15/-	16.37 $\frac{1}{2}$ fcs.
Wales/Port Said	7/6	6/-	8/-	5/9	12/10 $\frac{1}{2}$	8/6	80/-	15/-	14/11 $\frac{1}{2}$
Wales/River Plate	9/9	8/9	10/6	9/-	18/6	11/6	58/9	22/6	15/7 1/2
Wales/Rio de Janeiro	8/9	7/10 $\frac{1}{2}$	9/3	8/-	17/-	10/9	55/-	26/6	15/-
U.K./U.S.A., Canada	10/-	6/-	10/-	6/-	15/-	6/6	-	-	-

From Fairplay, January 5th, 1933; January 7th, 1932; January 9th, 1930; January 6th, 1921.

(b) Railways. — Complete list of the works undertaken, with particulars of their organisation and financing, more especially through the creation of a special Railways Fund.

(c) Hydraulic works for agriculture. — The relevant information is embodied in a booklet entitled "Short Account of the Achievements of the Autonomous Association of Hydraulic Works for Agriculture", to which certain explanations are added. The booklet gives a short description of all the works completed, in progress or projected.

(d) Canals and rivers. — Brief particulars of the various kinds of works completed and proposed, with information regarding their organisation and financing, together with the total expenditure incurred.

(e) Water supplies. — List of the works carried out, with particulars of their organisation, more especially through the creation of a special fund; separate statement of expenditure in respect of each group.

(f) Ports. — List and description of the works undertaken, with a plan; information on organisation and financing, particulars of the funds appropriated and also of the expenditure on each separate undertaking.

(g) Buildings. — List of the works carried out, together with general information regarding their organisation and financing.

(h) Telegraphs, telephones, wireless. — Particulars are given of the length of telegraph and telephone lines laid down, together with a brief account of broadcasting stations already built or projected, also certain administrative and financial information and a statement of the total expenditure on each group of works.

The Government intimates in its reply that particulars of other public works may subsequently be supplied.

#### *Salvador.*

The Government has communicated certain general particulars of the position in regard to public works in Salvador. It is explained, for example, that, in so small a country, there can be no really extensive public works, and that those carried out have no appreciable effect on the unemployment problem. Certain general information is added regarding the administrative organisation and financing of road-building and certain other and less important categories of works.

#### *Switzerland.*

The Government has transmitted a report drawn up by the Industries, Arts and Crafts and Labour Office of the Federal Public Economy Department. The report is accompanied by a number of maps and the texts of laws regarding schemes for unemployment relief and subsidies in aid of relief works, together with a report by the Federal Posts and Railways Department.

These reports contain very detailed information, together with the various particulars mentioned in the questionnaire in respect both of normal public works and of so-called "relief works" already completed, in process of execution or projected by the Confederation, cantons and municipalities. The works in question fall into the following categories:

(a) Railways. — Installations of various kinds in respect of the permanent way, bridges, buildings, signalling system, etc., of the Federal railways; electrification of lines and work in connection therewith; purchase of rolling-stock for the Federal railways. Similar particulars in respect of other Swiss railways.

(b) Canals and other inland waterways and river ports. — General particulars of the works carried out.

(c) Air ports. — Miscellaneous works and installations at the country's air ports.

(d) Administrative buildings. — Brief description of the more important works.

(e) Electrical installations. — Some general information regarding this class of works.

(f) Gasworks. — Same particulars as under (e).

(g) Telephonic and telegraphic installations, broadcasting stations. — Brief description of the principal works.

The reply also includes a statement in respect of each category of works of the expenditure borne by the Confederation, either directly or by means of subsidies, together with that borne by the cantons and municipalities.

In conclusion, the reply transmits the information supplied by the Director of Building at the Federal Department of the Interior relating mainly to the constitution of a Central Works Co-ordination Board, the activities of which are devoted more especially to the seasonal distribution of public works. This Board will, however, be shortly absorbed by a new Federal body now in process of organisation — the Central Board for the Provision of Employment — which will investigate the problem of public works in all its aspects and co-ordinating such works throughout the country.

The Federal Council is at present considering the possibility of attempting to reduce unemployment by the promotion of new public works and is expected to submit a scheme to the Legislative Councils by the end of the year.

*Turkey.*

The reply states that, as unemployment has not assumed serious proportions in Turkey, the Government has not felt impelled to draw up any large-scale plan of public works for the purpose of reviving economic activity. It is therefore unable to reply to the questionnaire.

*Yugoslavia.*

The Government has sent a brief list showing the work of various kinds carried out by the War Ministry for the equipment of the country's civil air ports. The reply announces the subsequent despatch of information from the other departments concerned — viz., responsible for public works, communications, social welfare and public health.

\* \* \*

In addition to the above-mentioned replies to the questionnaire, the Governments of the *Union of South Africa*, *United States of America* and *Poland* have sent preliminary communications stating that full replies will be sent in the near future as soon as the necessary information can be collected by the competent services.

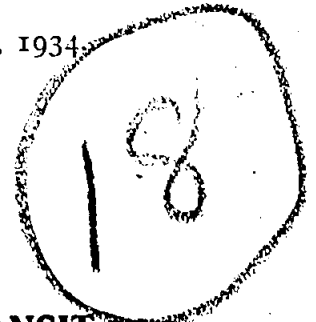
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[Communicated to the Council  
and the Members of the League.]

Official No.: **C. 482. M. 209.** 1934. VIII.

Geneva, October 31st, 1934

LEAGUE OF NATIONS



ORGANISATION FOR COMMUNICATIONS AND TRANSIT

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**ENQUIRY**

ON

**NATIONAL PUBLIC WORKS**

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Series of League of Nations Publications

**VIII. TRANSIT** ✓  
**1934. VIII. 8.**

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## INTRODUCTION.

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At its seventy-sixth session, the Council of the League of Nations, in taking note of the work of the Committee of Enquiry into Questions of Public Works and National Equipment set up by the Communications and Transit Organisation, and of the position in which the discussion of this question had been left at the London Monetary and Economic Conference, recorded its view that, quite apart from the question of public works which involve an appeal for foreign capital—with which the studies of the Committee had hitherto been concerned—a continuous international study of general questions relating to public works, including big programmes of work financed out of national resources, would undoubtedly be of great value, as permitting of a comparison, in the interests of all the Governments, of the experience acquired in the different countries, particularly as regards the effects of the execution of public works, or of a particular category of public works, on the resumption of economic activity and on unemployment. The Council concluded that it would certainly be useful to collect without delay any preparatory information which might be required on this matter, with a view to subsequent discussion.

The report adopted by the Assembly at its fourteenth session expressed similar views. It stated that such information as might be collected on the subject would be particularly useful and would enable Governments to judge of the possibility and desirability of pursuing, under present circumstances, a policy of carrying out programmes of public works on parallel lines.

The Secretary-General of the League, under these circumstances, requested the Governments by a Circular Letter, dated March 7th, 1934, to communicate to him the following particulars :

I. A brief description of the main public works :

- (a) Undertaken since the beginning of the year 1929 and now completed;
- (b) Now in course of execution;
- (c) The execution of which is at present in contemplation or schemes for which are in preparation.

The term " public works " is intended to include the various categories of work mentioned in the list reproduced below, and the public works described should, as far as possible, be classified according to the categories shown in that list.

II. The principal administrative methods followed or contemplated for the execution of the work referred to in I, and any legal provisions relating to such work.

(Has the work in question been carried out, or is it being, or to be, carried out on behalf of or by the order of a central, regional or local or other authority, or on behalf of a company holding a concession from public services, or on behalf of private persons receiving a grant from the public authorities? Is such work being carried out directly by the authorities, or by contract, etc.?)



III. The principal methods employed for financing such work.

(Is the expenditure on the work charged to the ordinary or the extraordinary budget of the State, the budget of regional or local administrations, the budgets of public bodies, etc., or is it financed by an internal or external loan? Security of such loans; plans of repayment, etc.)

IV. An estimate, as far as is possible, of the allocation of expenditure on the execution of the public works referred to in I, as between materials and equipment provided by national or foreign industries, on the one hand, and labour—that is to say, wages and miscellaneous social expenditure—on the other.

V. The Government's opinion with regard to the effects obtained or expected from the execution of the public works referred to in I on the resumption of economic and industrial activities and on unemployment.

#### CLASSIFICATION OF PUBLIC WORKS BY CATEGORIES.

- (a) Roads and bridges.
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- (c) Complete agricultural land reclamation (drainage, irrigation, construction of dwelling-houses and various new buildings, or establishment of entire new settlements, country roads and other works connected with land settlement).
- (d) Canals and other inland waterways (including improvement work on rivers, defensive work against floods, etc.). (Work not already included under (c).)
- (e) Land improvement work, bringing of new land under cultivation, reafforestation, etc. (Work not already included under (c).)
- (f) Provision of drinking-water supplies and sewage disposal. (Work not already included under (c).)
- (g) Work carried out in sea and river ports, including mechanical equipment of such ports.
- (h) Work for the establishment of air ports.
- (i) Building and construction work forming part of a general plan and carried out (or to be carried out) with the participation or approval of public authorities, classified according to category (administrative buildings, dwelling-houses, etc.). (Work not already included under (c).)
- (j) Electric installations, hydro-electric and heating power centres, motive-power transmission.
- (k) Gasworks and long-distance gas supply.
- (l) Telegraph and telephone installations, wireless broadcasting stations.
- (m) Other work.

A large number of replies to this Circular Letter have already reached the Secretariat and are the subject of the present document. They are from the Governments of the following countries :

Union of South Africa, Australia, Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Czechoslovakia, Denmark, Estonia, Finland, France, Greece, Haiti, Iraq, Italy, Latvia, Lithuania, Luxemburg, Netherlands, New Zealand, Nicaragua, Norway, Portugal, Salvador, Switzerland, Turkey, United States of America, Yugoslavia.

Other replies are awaited. The delay in their arrival is undoubtedly due to the considerable time required for collecting the necessary particulars. This is clear from certain preliminary communications received by the Secretariat. These replies will be published in an addendum to the present document.

The replies from the Governments are, in general, reproduced in full ; but certain details or particulars of a purely local character have been eliminated where the reply was too long to admit of its publication *in toto*. The replies were in some cases accompanied by printed documents. These have, in general, not been reproduced ; but extracts have been made from them where the subject-matter appeared to come more specifically within the scope of the enquiry. An index precedes the replies from Governments ; it enumerates, under the heading of each category of work mentioned in the annex to the Circular Letter, the countries whose replies fall directly into these categories. It is important to note, however, that the index includes only the documentation reproduced in the present volume. A list of the documents annexed to replies which have not been published or of which only extracts have been reproduced will be found at the end of this volume.

These documents are kept in the Records of the Secretariat. Additional information from these sources could be supplied to Governments upon request.

This study of national public works is the first which has been based on official information furnished on application by all Governments. It was accordingly essential to leave considerable latitude to the Governments in the preparation of their replies, and there could be no question of imposing any over-rigid scheme upon them. The Circular Letter was to be regarded therefore only as a means of facilitating the task of the Governments ; the latter were free to seek guidance, in so far as they thought possible, from the very general indications contained in the circular. The replies were bound, however, to vary considerably. Some of them are confined to a general statement ; others consist of brief statements with documents attached, giving more detailed information ; while others are comprehensive replies following closely the indications in the Circular Letter.

Under these conditions, it was thought better to publish the replies received as nearly as possible in their original form, without any attempt to draw up any systematic comparative statement based on the information contained in them. It was felt that it would not be possible, until after a study of the replies from the different Governments and possibly examination by some appropriate technical organisation, to proceed in the light of the results of the present initial enquiry to define more precisely the scope of the information required in the future, in the event of it being thought desirable to collect periodically documentary information covering the whole of the programmes of national public works.

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## UNION OF SOUTH AFRICA.

1. Memorandum by the Union Department of Public Works.
2. A brief statement by the Union Department of Lands of the policy contemplated by the Union Land Settlement Act, 1912, as amended from time to time.
3. Memorandum by the Union Department of Agriculture on anti-soil-erosion works and improvement of pasturage.
4. Memorandum by the South African Railways and Harbours Administration on :
  - (a) New construction ;
  - (b) Harbour works ;
  - (c) Telegraph and telephone installations ;
  - (d) Electrification.
5. Statement by the Union Department of Defence giving particulars regarding :
  - (a) Pietersburg municipal aerodrome ;
  - (b) Cape Town municipal airport ;
  - (c) Port Elizabeth municipal aerodrome ;
  - (d) Durban municipal aerodrome ;
  - (e) Johannesburg-Germiston municipal airport ;
  - (f) Kimberley municipal airport.
6. Memorandum by the Union Director of Forestry.
7. Memorandum by the Union Department of Irrigation.
8. Memorandum by the Director of Works of the South West African Administration.

Owing to financial stringency, the South West African Administration has up to the present been unable to carry out programmes of work which may strictly be classed as "National Public Works" and its main endeavours for the relief of unemployment have been confined to the reparation and construction of roads.

The Administration intends spending an approximate amount of £20,000 during the current financial year on roads in the territory.
9. Memorandum by the Electricity Supply Commission on electrical undertakings in the Union of South Africa.
10. Memorandum by the Union Department of Posts and Telegraphs.

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### I. PUBLIC WORKS DEPARTMENT.

#### INTRODUCTION.

(a) Before replying to the various questions, it is desirable to indicate briefly the relationship of the National (Union) Public Works Department to the provincial administrations and Government departments.



(b) The Union Public Works Department designs and erects (usually under contract) all buildings required by the Central Government departments—that is, *inter alia*, all administrative office buildings, law courts, police stations and barracks, gaols and prisons, post offices, buildings for agricultural experimental and research work, buildings required for district administration, etc. Bridges across rivers forming boundaries of provinces are also provided for and erected by the Central Department.

(c) The provincial administrations are responsible for internal roads and bridges and for hospitals and schools, except vocational schools. The services of the Central Public Works Department are available on request from the provinces, and two of the four provinces use these services almost exclusively (except for road construction), while the other two provinces have built up organisations of their own.

(d) At one time, the Central Department also erected hospital and university buildings, but the policy now is to give these buildings out to architects in private practice.

#### REPLIES TO QUESTIONNAIRE.

I (a) and (b). — No special programme of public works has been undertaken in the period of five years since 1929. A steady programme of erection of new buildings and bridges under the categories outlined in (b) above has been in progress. The average expenditure on new buildings, including inter-provincial bridges, during the five years has been approximately £600,000 per annum from funds provided by the Union Government and approximately £250,000 per annum for provincial services carried out by the Public Works Department in terms of paragraph (c) above.

The more important services commenced or dealt with in this five-year period were :

	Estimated total cost £
Pretoria : New block of administrative offices . . . . .	255,000
Johannesburg : New post office . . . . .	395,000
Cape Town : New police barracks . . . . .	125,000
Cape Town : Art Gallery . . . . .	60,000
Cape Town : Archives building . . . . .	55,000
Cape Town : New blocks of administrative offices . . . . .	180,000
Durban : New blocks of administrative offices . . . . .	100,000
Port Elizabeth : New police barracks . . . . .	34,000
Port Elizabeth : New magistrates' courts and office block . . . . .	72,000
Pretoria : Additions to Government printing works . . . . .	65,000
Pretoria : Police training depot (improvements) . . . . .	50,000
Durban : Additions to post office . . . . .	110,000
London : South Africa House . . . . .	300,000
Cape Town : New hospital buildings . . . . .	750,000
Pretoria : New hospital buildings . . . . .	400,000
Bloemfontein : New hospital buildings . . . . .	300,000
East London : New hospital buildings . . . . .	70,000

I (c). — For the year commencing April 1st, 1934, the Union Parliament authorised an exceptionally large programme of public works, the estimated total cost of which is approximately £2,000,000.

The programme comprises ordinary buildings and bridges falling under the categories outlined under (b) above. The outstanding services included in this programme are :

	£
Cape Town Research Laboratories . . . . .	30,000
New buildings and barracks for the Defence Department . . .	250,000
Johannesburg magistrates' courts and offices . . . . .	350,000
Pretoria magistrates' courts and offices . . . . .	100,000
Pietermaritzburg magistrates' courts and offices . . . . .	61,000
Additions to various mental hospitals . . . . .	100,000
Tuberculosis hospital in Natal . . . . .	60,000
Pretoria State Library additions . . . . .	26,000
Johannesburg : Miners' phthisis bureau and miners' training- schools additions . . . . .	68,000
Johannesburg : Additions to post office . . . . .	78,000
Various inter-provincial bridges . . . . .	130,000
Pretoria : Additions to administrative offices . . . . .	130,000

II. — The Union Public Works Department maintains a large professional staff. Usually, the various works are put out to contract for erection on designs and plans prepared by the department. Occasionally, large services are put out to competition amongst architects in private practice, and an assessor is appointed to select the winning design. Generally speaking, however, all public works are designed, and the erection is supervised, directly by officers of the department, the works being executed under contract let under stringent conditions of public tender.

III. — The works are financed under the ordinary budget of the State. The funds are obtained partly from current revenues and partly from loans. Loans are raised internally or externally, according to the needs.

IV. — The Department does not maintain statistics which would enable a categorical answer to be given to this question, but the department's experience is that, on an average over all services, labour and materials each represents approximately 50 per cent of the cost. This division takes no account of labour expended on the manufacture of building materials, brickmaking, stone quarrying, paints, etc., but represents the estimated division of building costs as between materials delivered on the site and labour for erection and construction.

V. — Although in more normal years the building activities of the Public Works Department represent only a small portion of the total activities of the building industry throughout the Union, the period from 1929 to March 1934 was one in which private building was at a low ebb, and undoubtedly the building programmes carried out by the Department had very beneficial effects in easing the acute effects on artisans and the building trade generally.

As indicated above, the Government, in March 1934, decided to embark upon an exceptionally large building programme, which will certainly help to restore confidence and trade and employment throughout the country. Signs of revival are already in evidence, and it is anticipated confidently that, by the end of the year, the industry will be in full employment again.

## 2. DEPARTMENT OF LANDS.

### BRIEF RECAPITULATION OF THE MAIN FEATURES OF THE PRINCIPAL LAND SETTLEMENT ACT IN OPERATION IN THE UNION OF SOUTH AFRICA.

Land settlement operations in the Union of South Africa are governed chiefly by the Land Settlement Act of 1912, as amended from time to time. This Act contemplates :

- (1) The rehabilitation of members of the farming community who, for various reasons, have become dispossessed of their farms and assets, but who, by thrift, have again acquired a certain amount of capital in the way of either cash or stock and who merely require land in order again to become independent ;
- (2) The placing on farms of members of the community who possess qualifications sufficient for utilising the land and who have the necessary capital.

It has not been possible, by means of the available suitable Crown land in the Union, to meet the requirements of those desiring to acquire land, and, to meet the demand of the landless, the legislation in question contemplates two main schemes :

1. The more popular, and certainly the more successful scheme, is the purchase of farms for prospective settlers on a contributory basis—the Government providing up to nine-tenths of the purchase price of the land and subsequently, when necessary, making advances for permanent improvements and for stock and equipment. Briefly, the procedure is for the applicant to obtain an option on the farm he desires to acquire, and then to submit this option, together with his application, to the department. If, after inspection, the department is satisfied as to the applicant's capital and qualifications and the purchase price and suitability of the farm for settlement purposes, the property is purchased and is allotted to the settler on lease for a period of forty years at the cost to the Government, plus two years' interest on such cost price. For the first two years, no further instalments of interest accrue. During the following eight years, interest, payable yearly in advance, accrues at 4 per cent on the allotment price, and, on the expiry of that period, the purchase price (less the amount contributed by the allottee towards the purchase price), together with interest at the rate of 4 per cent per annum, is payable yearly in advance in thirty equal instalments.

Contributions by the Government towards the purchase price are limited usually to £1,500 in each case. The amounts advanced for permanent improvements and for stock and equipment vary, but the maximum for this purpose is limited by legislation. Expenditure is met from loan funds provided by Parliament and, during recent years, the following sums were spent on the purchase of land :

	£
1929-30 . . . . .	487,662
1930-31 . . . . .	528,271
1931-32 . . . . .	286,886
1932-33 . . . . .	56,915

The security for the expenditure is the land and improvements. In regard to advances for stock and equipment, the dominium in the material purchased vests in the Government till the advance has been repaid.

2. The Government, from time to time, purchased large blocks of land suitable for dry-land farming and subdivided these into small holdings ; but, generally speaking, this method of rehabilitating the farming community has not proved successful. Latterly, therefore, the policy of the Government, so far as closer settlement is

concerned, has concentrated on irrigation settlement in various parts of the country. A suitable site having been selected for this purpose, the land destined for irrigation is purchased. The preliminary activity, embracing the building of the dam and the canal systems, is performed by the Irrigation Department, and, only when that department has completed its work, the scheme is handed over to this department for settlement purposes. The land is then divided into holdings varying from 10 to 30 morgen (with communal grazing in addition), and the purchase price of these holdings must equal the cost of the land, plus the costs of transfer, subdivisational charges and other necessary expenditure thereon. Applications for allotment are invited by means of advertisement, and, after consideration of the applicants by a Board established for this and other purposes, the successful applicants take occupation on a lease basis. The latest amending legislation provides that the settler shall be entitled to exercise his option of purchase at any time within a period of ten years, and, once such option is exercised, the purchase price becomes payable over a period of thirty years, with interest at 4 per cent. Personal occupation of the holding is compulsory. The land comprising the settlement is purchased from moneys provided by Parliament on the loan vote, and advances are made to settlers (also from the loan vote) to enable them to clear the land where necessary, to build their houses and the required outbuildings, and to purchase stock and equipment.

The security in these cases is naturally the same as that under the Contributory Scheme.

During recent years, four irrigation settlements have been laid out, but these are not of an extensive nature. They contemplate absorbing 85, 37, 33 and 23 settlers respectively. The expenditure incurred or contemplated by the department on the purchase of land and on subdivisational survey, etc., will amount to approximately £29,700, £45,600, £35,100 and £48,300 respectively.

The expenditure on advances for permanent improvements and for stock and equipment during recent years has been as follows :

	£	s.	d.
1929-30 . . . . .	88,114	11	1
1930-31 . . . . .	24,409	12	9
1931-32 . . . . .	50,936	7	2
1932-33 . . . . .	14,061	10	11

Apart from the main Land Settlement Act of 1912, provision has also been made by Act 38 of 1924 for the establishment of what are known as probationary settlement areas, and an extensive scheme is at present in existence under irrigation on the banks of the Orange River. The provisions of this legislation empower the Minister to receive applications from indigents who are regarded as likely to be suitable, when trained, to become lessees of holdings under the principal Act. Successful applicants are given rights of temporary occupation and undergoing a course of training for periods up to five years. During this probationary period, monthly allowances are paid to the probationers, and, in addition, they receive a share of the crops grown by them. Supervision is exercised by a Committee of Control, and, when that body is satisfied as to the merits of a probationer, he is given a plot on lease in terms of the main Act. Expenditure on land and for clearing and for preparatory work for houses, etc., is made from moneys provided by Parliament on the loan vote, while sums spent on allowances and for the purchase of seed and equipment form a charge against the ordinary revenue appropriation. The expenditure on the scheme in question, which contemplates the ultimate settlement of 650 families, has, in recent years, been as follows :

*From Loan Funds.*

	£	s.	d.	
Land and survey (including "Karos" purchased in 1914-15 for £17,820 and "Uitdraai" purchased in 1929-30 for £30,190 18s. 8d.). . . . .	74,353	6	1	
Irrigation works . . . . .	39,533	8	6	
Development . . . . .	260,161	2	5	
 Roads and bridges :				
	£	s.	d.	
Roads . . . . .	347	2	7	
Bridges . . . . .	<u>7,500</u>	0	0	
	7,847	2	7	381,894 19 7

*From Revenue Vote.*

Salaries . . . . .	10,589	16	2	
Subsistence and transport . . . . .	2,770	14	5	
Maintenance of settlement works . . . . .	4,069	19	1	
Probationary lessees (including maintenance allowances and other recoverable expenditure, amounting to £18,004 13s. 7d.). . . . .	56,520	2	8	
Committee of Control . . . . .	821	13	5	
Contribution to divisional councils for construction of roads . . . . .	<u>2,400</u>	0	0	
		77,172	5	9
				<u>£459,067 5 4</u>

As already indicated, the schemes outlined in this memorandum do not, generally speaking, directly contemplate relief for the unemployed ; but, in providing avenues for permanent independence for a class that, without assistance, would possibly become submerged, the tide of unemployment is undoubtedly stemmed.

### 3. DEPARTMENT OF AGRICULTURE.

#### CATEGORY (c) (ANTI-SOIL-EROSION WORKS AND IMPROVEMENT OF PASTURAGE).

I. — The problem of dealing with soil erosion has become of such tremendous importance in various parts of the Union that the Union Government decided last year to declare it a matter of national importance. The Department of Agriculture was instructed to take active steps to combat the evil and to reclaim waste areas as far as is economically possible.

II. — Works requiring technical advice are planned and surveyed by engineers whose services are available at no cost to the owner. Such works can be undertaken by the farmer either :

- (a) At his own expense ;
- (b) With a Government loan ; or
- (c) By unemployed Europeans.

(a) Where the landowner prefers to undertake anti-soil-erosion works at his own expense, he is paid a bonus of 25 per cent up to a maximum of £62 10s. in each individual case on all work completed to the satisfaction of the department.

(b) Special loans to a maximum of £250 in each individual case can be obtained from the Government for the construction of anti-soil-erosion works. Such loans are repayable over a period of thirty years and bear interest at the rate of 3½ per cent annually. A subsidy is also paid by the State in such cases, so that, for every £100 loaned, he will be required to repay £75 only.

(c) In order to ease the unskilled unemployment position, it is considered that this cannot be done to better advantage than to encourage the use of such labour on construction works of national importance, and it has been decided to subsidise the utilisation of such labour for anti-soil-erosion works, approved by the department, to the extent of seven-eighths of the wage-bill involved. The remaining one-eighth is registered as a quitrent against the deed of transfer of the property concerned, repayable without interest over a period of fifty years. The necessary legislation to cover the expenditure is contained in the Finance Act 64 of 1934.

III. — The expenditure is charged to the ordinary budget of the State, and the question of the security of such loans and the terms of repayment were dealt with under II.

IV. — The expenditure in connection with the anti-soil-erosion campaign is estimated to cost £223,000 during the financial year ending March 31st, 1935. Of the amount mentioned, £160,000 has been provided for the payment of wages to unemployed Europeans. Materials and equipment which may be necessary for the erection of the works are supplied by owners and are mostly of local manufacture.

V. — The object in view of the scheme is to remove the causal factors of soil erosion and to repair as much as possible the existing damage. It is anticipated that the measures taken will considerably tend to conserve water and improve pasturage generally, thereby making farming less precarious and in many cases more profitable.

#### 4. RAILWAYS AND HARBOURS : INFORMATION REGARDING NEW CONSTRUCTION AND OPEN LINES WORKS.

##### NEW RAILWAYS COMPLETED.

*Act No. 8 of 1929.*

##### *Koopmansfontein-Postmasburg Line.*

(1) Work commenced : August 30th, 1929.

Work completed : November 1st, 1930.

Length of line : 65 miles 58 chains.

Width of formation is 16 feet on banks and 18 feet in cuttings.

New 80-lb. rails on new steel sleepers laid 2,112 to the mile.

Total cost : £304,417.

(2) The work was carried out under the direction of a resident engineer with a construction staff with quarters on the site of the work.

The actual construction of the line was let to contract.

(3) The cost of constructing this branch line was, in terms of an agreement, financed by a private company. The principal sum is repayable to the company.

(4) Without considerable research, unable to ascertain readily the particulars desired.

(5) Line was constructed to serve the manganese ore deposits at Postmasburg.

*Witvlei-Gobabis Line.*

(1) Work commenced : June 1929.

Work completed : November 6th, 1930.

Length of line : 31 miles 43 chains.

Width of formation is 14 feet.

Second-hand 45-lb. and 40 $\frac{1}{4}$ -lb. section rails with second-hand steel sleepers laid 1,760 and 2,092 to the mile respectively.

Cost : £65,025.

(2) The work was carried out under the supervision of a district engineer with staff on the site of the work.

The actual execution of the work was carried out mainly by a series of contracts.

(3) The work was financed under the Railways and Harbours Capital and Betterment Estimates U.G.12, 1929 and subsequent years.

(4) Particulars desired are not readily available.

(5) Line was constructed to provide transport facilities for local farmers.

*Act No. 28 of 1929.*

*Dordrecht Deviation.*

(1) Work commenced : September 10th, 1931.

Work completed : October 19th, 1932.

Length of line : Approximately 8 miles 53 chains.

Width of formation is 14 feet in both cutting and on embankments.

Second-hand 80-lb. section rails on new 60-lb. steel sleepers laid 1,716 per mile.

Cost at date : £46,854.

(2) This work was supervised by departmental officers, and the earthworks, platelaying and ballasting were carried out by civilised labour.

(3) The work was financed under the Railways and Harbours Capital and Betterment Estimates U.G.12, 1929 and subsequent years.

The cost is being recovered by means of surcharges.

(4) Reliable figures are not available.

(5) The deviation was constructed in order to serve the township of Dordrecht.

*Act No. 43 of 1931.*

*Northam-Thabazimbi Line.*

(1) Work commenced : March 6th, 1933.

Work completed : February 26th, 1934.

Length of line : Approximately 28 miles 64 chains.

Width of formation is 14 feet in cuttings and on embankments.

The line is laid with class 3, 80-lb. section rails of various lengths with new 60-lb. section steel sleepers laid 1,980 per mile.

Parliamentary vote : £149,146.

(2) The construction work was carried out under the supervision of an engineer-in-charge, the earthworks, platelaying and ballasting being carried out by civilised labour under butty-gang conditions. The remainder of the work was mostly let to contract.

(3) Work was financed out of Railway and Harbour Capital Funds.

(4) Figures are not available.

(5) Line was built under an agreement with the South African Iron and Steel Industrial Corporation for the conveyance of iron ore.

*Act No. 33 of 1925.*

*Molteno-Jamestown Line.*

(1) Work commenced : April 10th, 1929.

Work completed : June 3rd, 1931.

Length of line : 41 miles 73 chains.

Width of formation is 14 feet in cuttings and on embankments.

Second-hand 60-lb. section rails on new steel sleepers, 1,760 per mile.

Cost : £214,141.

(2) Work was carried out under the direction of a district engineer and staff resident near the works.

The actual construction work was carried out partly under civilised labour conditions and partly by contracts.

(3) Financed out of Railway and Harbour Capital and Betterment Works Funds.

(4) Information required is not readily ascertainable.

(5) Line was constructed to provide transport facilities.

*Parys-Vredefort Line.*

(1) Work commenced : April 19th, 1929.

Work completed : April 24th, 1930.

Length of line : 10 miles 62 chains.

Width of formation is 14 feet in cuttings and on embankments.

New 60-lb. section rails 33 feet long on steel sleepers, 1,920 to the mile.

Cost : £52,989.

(2) The work was carried out under the direction of an engineer-in-charge with staff and partly under civilised labour conditions and partly by contracts.

(3) Financed out of Railway and Harbour Capital and Betterment Works Funds.

(4) No reliable information available.

(5) Line was constructed to provide transport facilities.

*Chailey-Mount Alida Line.*

(1) Work commenced : November 29th, 1929.

Work completed : July 1st, 1931.

Length of line : 25 miles 15 chains.

Width of formation is 14 feet in cuttings and on embankments.

Second-hand 60-lb. section rails on steel sleepers, 1,760 per mile.

Cost : £108,015.



- (2) The work was carried out by a resident engineer and staff, resident on the site of the works, partly under civilised labour conditions and partly by contract.
- (3) Financed out of Railway and Harbour Capital and Betterment Works Funds.
- (4) Without considerable research, unable to ascertain readily the particulars desired.
- (5) Line was constructed to provide transport facilities.

LINES IN HAND.

*Act No. 43 of 1931.*

*Kleinstraat-Matrosberg Loop Line.*

- (1) Work commenced : September 22nd, 1931.  
Estimated date of completion : September 22nd, 1934.  
Length of line : Approximately 7 miles 64 chains.  
The line is being laid with new 96-lb. rails on new steel sleepers, 2,112 to the mile.  
Estimated cost : £123,439.

(2) This work is being carried out under the ægis of an engineer-in-charge with a construction office near the work. A portion of the earthworks was carried out under butty-gang conditions, but there were three large cuttings which were let to contract employing civilised labour. The platelaying and ballasting were also let to contract.

- (3) Financed out of Railway and Harbour Capital and Betterment Works Funds.
- (4) Reliable figures not available.

(5) The loop line is being constructed to facilitate the working of coastwise traffic over the Hex River Mountains.

*Point-Congella Line.*

- (1) Work commenced : June 20th, 1932.  
Probable date of completion : June 1935.  
Length of line : Approximately 1¾ miles (double track).  
New 96-lb. section rails on new wood sleepers, size 7 feet by 10 inches by 5 inches, 2,120 to the mile.  
Parliamentary vote : £224,024.

(2) This work was authorised by Act No. 43 of 1931 and is being supervised by the technical officers attached to the System Manager's Office, Durban, but acting under orders from the chief civil engineer. The accounting work is being done by the local accountant at Durban.

The work in hand is being carried out directly under the supervision of the Administration, the cost of unskilled labour being a charge to the Department of Labour, from whom it is recovered, the men being paid a daily rate.

- (3) Financed out of Railway and Harbour Capital and Betterment Works Funds.
- (4) Particulars desired are not available.
- (5) Line is being constructed to facilitate working at Durban.

*Mimosa-Alicedale Deviation.*

- (1) Work commenced : August 31st, 1931.  
Probable date of completion : July 31st, 1934.  
Length of line : Approximately 19½ miles.  
Second-hand 80-lb. section rails on new steel sleepers, 2,112 per mile.  
Parliamentary vote : £191,331.
- (2) The work is being carried out by an acting district engineer with departmental staff temporarily resident on the works.  
The earthworks, platelaying and ballasting were carried out for the greater part by civilised labour, the tunnel work being let to contract, also employing civilised labour.
- (3) Financed out of Railway and Harbour Capital and Betterment Works Funds.
- (4) Figures are not readily available.
- (5) This deviation is being constructed with a view to overcoming heavy grades and curvatures existing on the midland main line between Mimosa and Alicedale.

*Act No. 3 of 1933.*

*Germiston-Elsburg Loop Line.*

- (1) Work commenced : September 19th, 1932.  
Estimated date of completion : June 30th, 1934.  
Length of line : Approximately 3 miles 11 chains (double track).  
Second-hand 80-lb. section rails on wood sleepers, size 7 feet by 10 inches by 5 inches, 2,112 per mile.  
Parliamentary vote : £126,969.
- (2) This work is being supervised by departmental engineer and construction staff. The earthworks, platelaying and ballasting are being carried out by European labour, the cost of the unskilled labour being subsequently recovered from the Labour Department.
- (3) Financed out of Railway and Harbour Capital and Betterment Works Funds.
- (4) Figures are not readily available.
- (5) Loop is being constructed to facilitate traffic working.

*Act No. 25 of 1933.*

*Springs-Nigel Line.*

- (1) Work commenced : September 5th, 1933.  
Estimated date of completion : January 31st, 1935.  
Length of line : Approximately 21 miles 22 chains.  
Second-hand 75-lb. rails on new steel sleepers, 2,200 per mile.  
Parliamentary vote : £141,500.
- (2) This work is being carried out by an acting district engineer with construction staff temporarily resident near the works.  
The earthworks are being carried out under the piecework butty-gang conditions, the cost of the unskilled labour being subsequently recovered from the Labour Department.
- (3) Financed out of Railway and Harbour Capital and Betterment Funds.

- (4) Reliable figures are not readily available.
- (5) Line is being constructed mainly to serve gold-mining developments in the Springs-Nigel area.

*Twinplaats-Marble Hall Line.*

- (1) Work commenced : September 1st, 1933.  
Estimated date of completion : August 31st, 1934.  
Length of line : Approximately 36½ miles.  
The line is being laid with second-hand 60-lb. section rails with new steel sleepers, 1,980 per mile.  
Parliamentary vote : £123,199.
- (2) This work is being carried out under the supervision of an acting district engineer and staff who are resident on the site of the work. The earthworks, platelaying and ballasting are being carried out by civilised labour, the cost of the unskilled labour being recovered from the Department of Labour.
- (3) Financed out of Railway and Harbour Capital and Betterment Works Funds.
- (4) Particulars desired are not readily available.
- (5) This railway is being built mainly to provide suitable transport facilities for the conveyance of marble and limestone, but it will, at the same time, prove of considerable benefit to the farming community.

*Stanger-Tugela Improvements.*

Stanger-Darnall Section :

- (1) Work commenced : March 20th, 1929.  
Work completed : September 12th, 1930.  
Length of line : Approximately 5¾ miles.  
The line is laid with 80-lb. section rails on wood sleepers, size 7 feet by 10 inches by 5 inches, 2,112 to the mile.  
Total cost : £83,439.

Darnall-Tugela Section.

- (1) Work commenced : July 1932.  
Probable date of completion : August 1934.  
Length of line : Approximately 8 miles 55 chains.  
New and second-hand 80-lb. section rails on wood sleepers, size 7 feet by 10 inches by 5 inches, 2,112 per mile.  
Estimated cost : £136,447.
- (2) This work is being carried out under the supervision of an acting district engineer and staff, the accounting work being done by the local accountant, Durban. The work is being carried out under a series of contracts using unrestricted labour.
- (3) Financed out of Railway and Harbour Capital and Betterment Works Funds.
- (4) Reliable figures are not readily available.
- (5) Work is being undertaken to facilitate traffic working.

*Mount Vernon-Cliffdale, doubling Existing Line.*

- (1) Work commenced : February 27th, 1931.  
Length of line : 24 miles 40 chains.  
New 96-lb. rails on new wood sleepers, size 7 feet by 10 inches by 5 inches, 2,112 per mile.  
Estimated cost : £380,941.
- (2) This work is being carried out under a district engineer and staff, under a series of contracts using unrestricted labour.
- (3) Financed out of Railway and Harbour Capital and Betterment Works Funds.
- (4) Particulars desired are not readily available.
- (5) Doubling existing line.

*East London-Chiselhurst Deviation.*

- (1) Work commenced : September 4th, 1933.  
Probable date of completion : September 4th, 1935.  
Length of line : Approximately 2 miles 49 chains (double track).  
The line is being laid with 96-lb. section rails on wood sleepers, 7 feet by 10 inches by 5 inches, 2,112 per mile.  
Estimated cost : £126,000.
- (2) This construction is being carried out under the supervision of an engineer-in-charge and staff. The earthworks are being carried out under civilised labour butty-gang system.  
The larger concrete work in overhead road bridges and subways is being let to contract.  
The cost of unskilled labour is being recovered from the Labour Department.
- (3) The work is being carried out under agreement with the East London City Council, the Labour Department and the Administration, all of which are sharing in the cost.
- (4) Reliable figures are not readily available.
- (5) Deviation is being constructed to relieve unemployed distress and to facilitate traffic working.

HARBOURS.

(g) (a) *Works undertaken since 1929 and completed.*

*Table Bay Harbour : Sea Port, Cape Town.*

Renewal of timber superstructure on the old south breakwater and shortening of breakwater. — Commenced in September 1930 and completed in November 1932. The shortening of this breakwater by 140 feet was undertaken to facilitate the entry of ships into the Alfred Basin and the remaining portion of the breakwater was faced on the channel side with a new timber structure. The work was carried out by the Administration.

Provision of 60-ton floating crane. — Put in hand in December 1929 and completed in December 1931. Built under contract. Provided to facilitate handling of cargo and increase the floating equipment of the harbour.

Extension of fruit-handling facilities. — Commenced in April 1931 and completed in August 1933. Necessitated by the increase in export fruit traffic. Work carried out by the Administration.

Additional refrigerator compressor. — Commenced October 1932 and completed in October 1933. Provided to meet the increased export fruit traffic. Work done departmentally by the Administration.

The fruit-handling facilities are temporarily housed in the existing cargo shed on the East Pier, where the mail-boats are berthed. Consideration is now being given to the erection of a permanent pre-cooling store on the new basin.

*Durban Harbour: Sea Port.*

Reconstruction of "D", "E" and "F" cargo sheds. — Commenced in March 1929 and completed in June 1930. Necessitated to meet modern requirements and increased traffic. Work carried out by the Administration.

Provision of one 80-ton mobile crane and eleven 4-ton electric wharf cranes. — Authorised in November 1929 and all installed by December 1932. The cranes were supplied under contract and erected by the Administration. Necessitated by modern requirements.

Provision of two 4-ton electric cranes. — Authorised in April 1931 and put into service July 1933. Supplied by contract and erected by the Administration. Necessitated by modern requirements.

Provision of one 25-ton floating crane. — Authorised in April 1931 and ready for use in December 1932. Supplied by contract. Required to augment the floating equipment of the harbour.

Wharfage at Congella. — Constructed to meet growing demands for accommodation of cargo-boats. Commenced July 1932 and completed in March 1934. Work carried out by the Administration.

Provision of twin-screw hopper dredger. — Authorised in January 1930 and delivered in October 1930. Supplied by contract.

Provision of sea-going hopper dredger. — Authorised in February 1930 and delivered in February 1931. Supplied by contract.

The above dredgers were provided to assist existing craft and meet increased dredging requirements occasioned by the establishment of deep-water berths at Congella and the facilities for bulk oil traffic at Island View.

*Algoa Bay: Sea Port, Port Elizabeth.*

Repairs to north jetty. — Heavy repairs to the north jetty were authorised in January 1930 and effected in September 1931, the work being done by the Administration.

Pre-cooling store. — Sanction was given in February 1931 for the provision of a pre-cooling store on the Dom Pedro jetty to meet demands for the export of fruit from Port Elizabeth. The work was commenced in May 1931 and completed in July 1932, and was carried out by the harbour engineer.

Waterborne sewerage. — The installation of waterborne sewerage in the harbour area was undertaken in April 1931 and completed in May 1931. The work was carried out by contract.

Additional lighters. — The provision of additional lighters to meet increased traffic was undertaken in October 1930 and completed in June 1931, the work being done by the Administration through the Mechanical Department.

*Buffalo Harbour: Sea Port, East London.*

Electric cranes. — Authorized in February 1930 and completed in August 1931. Supplied by contract and erected by the Administration. Required to meet modern demands occasioned by the improved facilities at East London.

First Creek bridge. — Commenced in June 1931 and completed in December 1932. Work done by the Administration. Built to replace old timber structure.

Coaling jetty. — Commenced in January 1932 and completed in March 1933. Work carried out by the Administration, to assist shipping.

Protective concrete pitching of western training wall. — Commenced in January 1929 and completed in April 1929. Work carried out by the Administration. Efficiency measure.

*Walvis Bay: Sea Port.*

Provision of fog siren and tower at Pelican Point. — Commenced in December 1930 and completed in January 1932. Work done by the Administration. Safety measure.

(g) (b) *Works undertaken since 1929 and not yet completed.*

*Cape Town: Table Bay Harbour.*

Cape Columbine lighthouse, etc. — The erection of a lighthouse, etc., at Cape Columbine was undertaken in April 1934 and is being carried out by the Administration as a safety measure to passing ships.

*Port Elizabeth Harbour.*

Closing of Dom Pedro jetty. — This forms part of the scheme to provide Port Elizabeth with an enclosed harbour. The work was started in February 1932 and is now nearing completion. The work is being done by the Administration.

Enclosed harbour scheme. — This scheme aims at giving Algoa Bay an enclosed harbour in keeping with the trade of the port and reasonable future development. It is the accepted scheme of various proposals. Authorized in September 1931, the work was started in May 1932 and is being carried out by the Administration.

The scheme includes the closing-in of the Dom Pedro jetty and the extension of the breakwater, while a north arm will be constructed to give an entrance of 400 feet into the sheltered waters of the harbour. Wharves and quays will be built inside the harbour area to meet requirements and will be equipped with suitable facilities.

New tug. — Authority for the purchase of a new tug for Port Elizabeth was given in December 1933 and is due for delivery about August 1934. The tug will be supplied under contract.

*East London Harbour.*

New tug. — Authorized December 1933 and due for delivery about August 1934. To be supplied under contract.

"C.W. Malan" Basin. — Commenced in March 1930, this work is still in hand and is being done by the Administration.

The work aims at creating a water area 35 feet at L.W.O.S.T. of sufficient size in which to swing vessels up to approximately 720 feet in length. This turning basin will be equipped with wharves and suitable handling facilities for loading and unloading ships at the wharves. The object is being achieved by dredging out of either side of the river banks, in the dry on the east bank and by dredger.

Berths for oil-tankers are being provided on the west bank.

(g) (c) *Contemplated New Works.*

*Cape Town Harbour.*

New Basin. — In order to accommodate larger ships which are being built for the Union Castle Mail Steamship Company, it is found necessary to develop the New Basin at Cape Town. The question is now receiving consideration and suggested schemes have been put forward.

These include new wharves or quays with attendant sheds and handling facilities.

Pre-cooling store. — A permanent pre-cooling store is contemplated for handling fruit traffic at Cape Town Harbour.

*Port Elizabeth Harbour.*

Pre-cooling store. — It is proposed to erect a pre-cooling store to serve the enclosed harbour, when sufficiently advanced, for handling fruit traffic at Port Elizabeth.

*East London Harbour.*

Pre-cooling store. — Plans and specifications are now in hand for the erection of a pre-cooling store at East London for handling fruit traffic.

*General.*

All new harbour works, replacements and renewals are financed from the railway and harbours vote authorised by Parliament each year, and taken from loan funds, Betterment Fund, surrender of working capital in excess of requirements, credits in respect of assets written out of capital account, etc., recoveries from municipalities and other sources as contributions towards cost of various works.

(l) TELEGRAPH AND TELEPHONE INSTALLATIONS.

The Administration possesses long-distance telegraph and telephone communication circuits from its headquarters in Johannesburg to all the important depot stations and principal centres. Following on this, the physical are being duplicated by carrier-wave circuits, of which three are already in existence.

The most important system headquarters have automatic telephone exchanges installed, of which there are four—viz., Johannesburg, Cape Town, East London and Durban.

The only wireless installations at the present time are those in connection with harbour and lighthouse activities.

Radio beacons are now being installed at one of the most important lighthouses—i.e., Cape Columbine.

(j) ELECTRIFICATION OF RAILWAYS.

*Natal Province.*

Between 1923 and 1927, the electrification of a section of the Natal main line—namely, from Pietermaritzburg to Glencoe Junction — was undertaken, involving 170 route miles of track.

During 1930-31, an extension of 25 route miles was electrified from Pietermaritzburg to Cato Ridge, while work is at present proceeding on the electrification of the line from Ladysmith to Harrismith, a distance of 61 miles.

*Cape Province.*

During 1929, certain suburban sections were electrified around Cape Town totalling 21 route miles.

During 1933-34 a further 12½ route miles were electrified between Salt River and Bellville and 9½ route miles between Maitland and Diep River.

These sections now comprise a total of 43 route miles.

In both the above instances, the transmission lines, sub-stations and power stations are owned by the Electricity Supply Commission.

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5. DEPARTMENT OF DEFENCE.

PIETERSBURG MUNICIPAL AERODROME.

The aerodrome was constructed in 1929-30 at a cost of £1,500. The work was done departmentally and paid for out of municipal revenue, with the exception of the marking out, which was done at the expense of the Shell Company.

The allocation of expenditure is estimated as follows :

	£
Materials. . . . .	500
Wages . . . . .	1,000

CAPE TOWN MUNICIPAL AIRPORT.

I (a). — A landing-ground in form of a circle 600 yards in diameter with three runways 200 yards by 100 yards towards the north-east, north-west and south-east.

One hangar 150 feet in length by 110 feet span with an annex 150 feet by 20 feet throughout the whole length of one side, divided for use as offices, workshops, stores and garages.

A concrete apron 100 feet by 100 feet is provided at each end of the hangar to facilitate the entry and leaving of machines.

Passengers' waiting-room; control room; quarters for caretaker; lavatory accommodation; store for inflammables; electrical equipment and apparatus for night-flying operations.

I (b). — Extension of landing-ground between runways to give a circle 800 yards in diameter.

Residence for superintendent.

I (c). — Labourers' cottages and entrance gates; restaurant; additional lavatory accommodation; additional administrative buildings.

II. — The Cape Town Municipality were responsible for all the above works, the preparation of the landing-ground being undertaken departmentally and partly by relief labour, whilst the erection of the buildings and installation of the electrical



equipment and apparatus were put out to contract. In addition, the following works have been carried out by other bodies :

*By the Union Government.*

Meteorological station on the west side of the landing-ground ;  
Wireless station on the south-east corner of the aerodrome site.

*By private oil companies on land leased by the Cape Town Municipality.*

One refuelling station ;  
Petrol pumps and tanks.

The powers of the Cape Town Municipality for the establishment of the aerodrome are contained under Ordinance No. 4 of 1930.

III. — Principally by loan raised by the Cape Town Municipality secured by its revenue and assets and repayable over a period of thirty years. A portion of the total expenditure was also found from the general revenues of the municipality.

IV. — The works for which the Cape Town Municipality were responsible involved an expenditure up to December 31st, 1933, of £55,852, which can be subdivided as under :

	£	s.	d.
Materials . . . . .	16,606	12	11
Wages and salaries . . . . .	17,144	8	3
Cartage . . . . .	749	1	9
Electric light installation . . . . .	749	0	3
Sundries . . . . .	844	0	9
Contract work in connection with which no allocation can be given as between labour and materials :			
Erection of hangar . . . . .	10,663	10	3
Erection of temporary hangar . . . . .	669	16	0
Illumination equipment . . . . .	7,159	15	2
Electric light installation . . . . .	232	5	0
Erection of control room . . . . .	988	13	7
	<u>£55,852</u>	<u>3</u>	<u>11</u>

PORT ELIZABETH MUNICIPAL AERODROME.

I. — An airport is now under consideration, consisting of an aerodrome 1,000 yards square. Hangars and equipment will be provided later, and arrangements are proceeding regarding the establishment of an aeradio station by the Government.

II. — The construction of the aerodrome is being carried out by the order of the local authority (Port Elizabeth City Council) in order to provide an airport with a view to stimulating air transport and communication. The work is being carried out by contract.

III. — The work is being financed by a loan of £16,000, which is being borrowed by the local authority. Stock is to be issued, interest to be paid at a rate not exceeding 4½ per cent per annum, and a sinking fund instalment of 1¾ per cent will be set aside

each year, which, estimated to earn 4 per cent per annum at compound interest, should provide an amount to repay the loan in thirty years.

IV. — The contractors state that the allocation of expenditure is approximately as follows :

	£
Materials and equipment . . . . .	2,500
Labour . . . . .	<u>9,500</u>
	£12,000

The balance of the loan will be used on road construction, water and electricity services later.

#### DURBAN MUNICIPAL AERODROME.

I (a). — An area on a large swampy tract of ground known as the Eastern Vlei, situate on the seaward side of the town, was reclaimed and has been levelled to a size adequate for an aerodrome.

I (b). — This reclamation and levelling has been extended to meet the needs of the Union Airways' Service.

I (c). — Further levelling and extension is now taking place to accommodate the needs of the Department of Defence.

II. — The work is carried out by the local authority from the council's own funds.

III. — The cost of this work is financed from loan moneys and charged to capital account. Subsidies are received from the Central Government towards the employment of European instead of coloured labour. The policy of the council in employing European labour is purely a temporary measure to reduce unemployment. Loans are secured by the town estate and the right to levy a special rate assessment for repayment of principal and interest. The redemption of loans is based on the sinking-fund principle over a period of thirty years.

IV. — Labour constitutes the largest portion of the expenditure involved. Other expenditure consists of (a) stone, stores and sundry plant ; (b) transport costs ; (c) departmental work, and (d) administrative costs. Labour represents approximately three-fourths of the total expenditure involved. Materials and equipment are purchased locally and also imported, where necessary, from the United Kingdom.

#### JOHANNESBURG-GERMISTON MUNICIPAL AIRPORT.

I (a). — Land to the extent of 1,100 acres has been purchased by the joint municipal councils of Johannesburg and Germiston for use as a public airport. Offices, residences, hangars, aerial beacon and night-lighting equipment, roads, etc., have been constructed and erected at an approximate cost of £80,000.

I (b). — At present in course of erection, hangars and administration buildings to the value of £40,000.

I (c). — Further hangar and administration buildings are proposed to be erected in the immediate future at an estimated cost of £50,000.

II. — The above works have been and will be carried out on behalf of local authorities by contracts with ordinary commercial firms.

III. — The above works are financed by local authorities from internal loans.

IV. — Unable to estimate.

#### KIMBERLEY MUNICIPAL AIRPORT.

I (a). — At the end of the year 1930, because of the anticipated inauguration of the trans-African air service by Imperial Airways, Limited, the Kimberley Municipality was urged by the Union Government authorities to modernise the then existing aerodrome at Kimberley, which aerodrome belonged to a mining company. At that date the landing-ground was 1,000 yards (914 metres) square, and its only equipment was a wind-cone on a 25-foot. mast.

In 1931, the municipality acquired the old aerodrome and also adequate surrounding land for buildings, parking, etc., the total area being 464 acres (188 hectares).

The size of the landing-ground itself was increased to 1,200 yards (1,097 metres) by 1,000 yards (914 metres). A large, modern steel hangar was built. A three-inch main connecting with the town water supply was laid to the aerodrome. A residential superintendent was appointed with a small staff. A meteorological observatory was built and staffed by the Government. A good supply of electricity was brought to the site. The best fixed aviation lighting system was installed, which was the forerunner of two similar systems at important aviation centres on the trans-African air route in the Union. The whole area was fenced. Refuelling sites were allotted to oil companies. Boundary marking was completed. An additional wind-indicator was installed. A hard road was made to the aerodrome. A telephone was installed. A rest-house with electric kitchen was built, and lavatories with water-borne sewerage were installed. A control house containing a pilot's information office was built. Fire-fighting appliances were provided. Three runways were rolled by a 15-ton roller across the landing-ground. In 1932, the aerodrome received a first-class licence from the Union Government, and was officially designated " Airport ".

I (b). — Radio station. — The Union Government has decided to instal a modern wireless station on the airport in the near future. The site has been marked out and all the equipment placed on order.

I (c). — Depends on future assistance by the Union Government towards popularising the airport. In view of the costly pioneering work already carried out, the Government's practical assistance to date has been disappointing in the extreme.

II. — The supply and the erection of the hangar were carried out by municipal contract. The supply and installation of the lighting system were carried out by municipal contract. The remainder of the work was carried out departmentally by the municipality.

III. — Except for the proposed radio station, the whole of the improvements programme undertaken by the municipality in and since 1930 have been carried out to date with funds raised by a municipal loan of £25,000, and from revenue derived from the municipal airport fees and rentals. The security for this loan is the rates and general revenue of the municipality, and the provisions of the " Public Bodies Debts Act " of 1867 are applicable.

The method of payment of this loan is at par on March 30th, 1957, a sinking fund being accumulated for that purpose as per Ordinance 10 of 1912, Section 184. The State has not hitherto borne any of the expenditure.

IV.

Materials and equipment		Labour	
<i>Hangar.</i> — Fabricated at Durban, of	£	South African, for fabri-	£
British material . . . . .	4,277	cation and erection . . .	2,000
<i>Lighting equipment.</i> — Fabricated in			
Germany, but supplied through an		South African . . . . .	600
English company with Cape Town agency	7,302	Laid by South African	
		labour . . . . .	600
<i>Water main.</i> — British material . . . . .	1,314	Laid by South African	
		labour . . . . .	150
<i>Electricity supply cable.</i> — British material .	1,766	Erected by South African	
<i>Fencing and levelling landing-ground.</i> —		labour . . . . .	250
British material . . . . .	250		
<i>Buildings.</i> — British and South African		South African . . . . .	1,600
materials . . . . .	2,443	South African . . . . .	454
<i>Miscellaneous.</i> — Mostly British material .	1,000	South African . . . . .	690
<i>Road-making</i> . . . . .	—	South African . . . . .	150
<i>Apron.</i> — South African . . . . .	150		
		Total . . . . .	£25,000.

*Radio station.* — See particulars under I (b).

6. MEMORANDUM BY THE UNION DIRECTOR OF FORESTRY.

REAFFORESTATION.

I. — To secure due understanding of the position regarding afforestation in South Africa in so far as the latter has formed a State enterprise of major importance, it is necessary to go back a little further than the year mentioned.

Prior to the financial year 1916-17, the acreage annually afforested by the Union Government did not exceed in the aggregate about 2,000 acres, this total being composed of a few acres here and a few acres there at small centres dotted all over such portions of the Union as had been proved suitable for tree-growing, native labour being largely used in the work.

From the year just mentioned onwards, the Government's afforestation programme was definitely enlarged, and a policy under which white labour was to be used for most of the larger schemes was adopted.

In 1918-19, for the first time, Loan Fund moneys were made available in the present connection. Up to that time, the funds needed for forestry work were found from current taxation.

During the five-year period 1916-17 to 1921-22, the acreage afforested had risen steadily, till it stood in the last-mentioned year at 5,800 acres.

In 1922-23, measures in relief of unemployment had become pressing, and, as one of these, a larger afforestation programme—namely, 10,000 acres per annum—was entered upon. Since then, a further acceleration of the State's tree-planting operations

has been made, and at the present time the annual programme stands in the neighbourhood of 20,000 acres.

The larger schemes—one or more of which is commenced every year—are started in various parts of the Union, being naturally located in those areas where rainfall, soil and other conditions are suitable. Some of them will be completed, so far as actual planting goes, in ten to fifteen years from the date of inception, others will run for from twenty to twenty-five years, or even longer. Four new schemes of the kind are under consideration at the moment, and funds for the erection of the necessary building accommodation, etc., and for a start of operations are set down on the draft Loan Estimates for 1934-35.

For almost all the larger schemes just referred to, poor white labourers will be employed with a view to the relief of existing unemployment among that class, the centres being known as White Labour Forestry Settlements.

Over and above the afforestation carried out by the Central Government, it is known that municipalities, mining companies and even private individuals have in many instances gone extensively in for afforestation schemes; but particulars in regard to these of the nature referred to by the Secretary-General are not available to this department.

II. — The schemes in question are planned and executed entirely by the Union Government, acting through its Department of Forestry, which latter falls under the Minister of Agriculture.

The actual work is done under the direct supervision of officers of the Department of Forestry under the instructions of the Director of Forestry. Where supplies of building material, tools or implements, etc., become necessary, these are arranged, as the case may demand, by formal or informal tenders for the specific material or articles. At times, the needs are met through general contracts arranged by the Government Controller of Supplies.

The labour strength at the settlements and other plantations is utilised on the clearing, picking, felling, planting and other operations at a daily wage or at specified piecework rates, the latter being fixed so as, in general, to give a slight advantage to the hard worker. Ploughing is sometimes done departmentally; sometimes it is thrown open to public tender.

The work initiated, controlled or undertaken by the Department of Forestry of the Union is done under the provisions of the Forest Act No. 16 of 1913 and amending legislation.

III. — The Government's forestry schemes are financed from two sources :

(a) At the older and usually the smaller plantations all expenditure is met from the country's current revenue. In the case of these, the work consists, and has for some time consisted, almost entirely of maintenance. Small extensions in the planted area, however, take place here and there as found desirable and possible.

(b) The new or larger forestry schemes where extension on a considerable scale is going on or is in contemplation are financed from loan votes. No Central Government loan is raised specifically for afforestation; but the provision needed annually is made on the Estimates of Expenditure out of Loan Funds. Such Loan Funds are obtained from issues of loan (external or internal as the interests of the State may decide), the proceeds of gold-mining leases, etc.

IV. — Particulars have not been maintained such as would enable anything like accurate information on the point here raised to be supplied. It is, however, suggested

that, as a rough estimate, the total expenditure (exclusive of any disbursements on the purchase of land) would fall to be divided as follows :

	Per cent
Materials and equipment . . . . .	25
Labour . . . . .	75

V. — It is the opinion of the Government that the employment afforded in connection with the State forestry works referred to above has contributed materially to the resumption of economic and industrial activities, with corresponding relief on unemployment.

The following schedule, indicating the daily paid labour employed at the present time on the said forestry works, is subjoined in support of the foregoing statement :

	At white labour forestry settlements	At other forest stations	Total
(a) Europeans :			
(i) Foremen . . . . .	66	162	228
(ii) Labourers . . . . .	1,358	901	2,259
(b) Coloured :			
(i) Foremen . . . . .	—	3	3
(ii) Labourers . . . . .	11	262	273
(c) Native labourers. . . . .	169	4,049	4,218
(d) Asiatic labourers . . . . .	—	13	13
Total . . . . .	1,604	5,390	6,994

*N.B.* — 1. Approximately 1,800 families are accommodated permanently in dwellings situated on the forest estate.

2. In addition to the labour employed as above by Government on forestry works, the State forests afford employment to a large complement of labourers and supervisors in private service, engaged in connection with the exploitation of the forests on such operations as felling, preparation and extraction of timber and the transport thereof to rail.

3. As many of the younger plantations are now also entering the exploitation stage, employment of the nature referred to under 2 will increase rapidly in the near future.

#### 7. MEMORANDUM BY THE UNION DEPARTMENT OF IRRIGATION.

	Cost £	Acres irrigable
I (a).		
Buchuberg Scheme, Orange River . .	600,000	10,000
N'Kwaleni . . . . .	70,000	4,500
Marico-Bosveld . . . . .	260,000	5,000
Bospoort . . . . .	40,000	800
I (b).		
Olifants River . . . . .	400,000	10,000
Rust-der-Winter . . . . .	150,000	5,000
Pongola . . . . .	170,000	12,000
Vaal-Hartz . . . . .	3,500,000	100,000
I (c).		
Loskop, Transvaal . . . . .	1,500,000	30,000

II. — The works in Group I (a), (b) and (c) above have been carried out by order of the Central Authority—*i.e.*, the Union Government. No large contracts have been let for any portions of these works, but petty contracts and piecework have been instituted wherever possible on works carried out by departmental organisation.

III. — The above works have been financed by the extraordinary or loan budget of the State, certain sums sufficient for carrying on the work for twelve months having been voted by Parliament at the commencement of each financial year. The loan programme of the Union Government has in the past been financed partly by external loans and partly by internal. The tendency at the present time is to endeavour to raise funds within the Union of South Africa.

IV. — Materials and equipment provided by national industries would amount to approximately 25 per cent of the above figures, and that having origin in foreign industries approximately 5 per cent. Labour and miscellaneous social expenditure will account for the remaining 70 per cent.

V. — The opinion of the Union Government is that the construction of irrigation works is a sound investment on which to spend money for the relief of unemployment, in that the conservation of water is of vital importance to the future of the Union territory, which suffers periodically from severe drought.

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8. MANDATED TERRITORY OF SOUTH WEST AFRICA :  
MEMORANDUM BY THE DIRECTOR OF WORKS OF THE SOUTH WEST  
AFRICAN ADMINISTRATION.

(a) ROAD BUILDING AND MAINTENANCE.

Since 1931, the Administration of South West Africa has employed on an average between 200 and 300 European labourers on the building and improvement of main roads in the territory. This work has absorbed the major portion of our unemployed since the beginning of the depression. The expenditure of approximately £20,000 per annum has been met out of loan funds. The work is confined largely to drainage and surface improvement, and the placing of road metal is only done on special sections. The main roads are approximately 6,000 miles in extent.

(b) THE OMATJENNE IRRIGATION SCHEME.

This is a water-conservation scheme intended for irrigation settlement. It consists of an earthen dam constructed 12 miles from the village of Otjiwarongo in a region with an annual rainfall of 15 inches. The capacity of the dam is 248 million cubic feet. The scheme will probably accommodate twenty settlers, who will combine irrigation and other farming.

The work was carried out by the Administration with European relief labour. The scheme, with canal system, will be completed during this winter. The dam embankment was constructed with scrapers and oxen and donkeys. The facing of the dam was done in stone pitching and lime mortar, the lime being produced locally.

(c) WALVIS BAY FLOOD PROTECTION.

Walvis Bay, the main harbour for South West Africa, lies on low-lying ground in the locality where the Kuisib flows into the Atlantic. The Kuisib River comes down in flood only in abnormal rainy seasons, and breaks through a range of shifting sand-dunes east of the harbour. During the last rainy season (1933-34), the town was frequently inundated by flood water. It is intended to build an embankment round the town as a protection against the floods, and generally raise the ground level within the town. The scheme has still to be investigated and surveyed. No decision has yet been made regarding the methods of construction and finance.

9. MEMORANDUM BY THE UNION ELECTRICITY SUPPLY COMMISSION.

ELECTRICAL UNDERTAKINGS.

Since the beginning of 1929, the following new electricity schemes and extensions to existing schemes were undertaken in the areas of local authorities in the Union. The figures in parentheses are the estimated capital expenditures on the schemes.

*New Schemes.*

1929 : *The Cape.* — Douglas (£6,000), Heidelberg (£4,000), Wolseley (£5,000).  
*Transvaal.* — Balfour (£1,600), Bethal (£22,000), Bloemhof (£9,000 and £4,000), Louis Trichardt (£22,000), Maquassi (£700), Ventersdorp (£8,000).

*Orange Free State.* — Clocolan (£14,000), Dewetsdorp (£7,500).

*Natal.* — Paulpietersburg (£8,000), Port Shepstone (£9,000).

1930 : *The Cape.* — Bredasdrop (£9,000), Gordon's Bay (£4,000), Kuruman (£11,000 and £2,000), Montague (£10,000), Port Alfred (£11,500), Victoria West (£6,000).

*Orange Free State.* — Koffiefontein (£2,000), Marquard (£8,000).

1931 : *The Cape.* — Hopefield (£1,850), Porterville (£6,000).

*Transvaal.* — Coligny (£500), Piet Retief (£8,000).

*Orange Free State.* — Bothaville (£7,000).

1932 : *Natal.* — Eshowe (£13,000).

1933 : *The Cape.* — Franschhoek (£11,000).

Grand Total £231,650.

*Extensions.*

1929 : *The Cape.* — Cradock (£15,500), Dordrecht (£1,800), Fort Beaufort (£4,900), Middelburg (£12,000), Port Elizabeth (£339,500).

*Transvaal.* — Mafeking (£12,650), Rustenburg (£2,500).

*Orange Free State.* — Ladybrand (£7,000).

*South West Africa.* — Windhoek (£3,000).



1930 : *The Cape*. — Heidelberg (£4,800), Kingwilliamstown (£22,000), Kokstad (£4,700), Queenstown (£30,000), Tarkastad (£2,600), Tulbagh (£1,750), Umtata (£17,000).

*Transvaal*. — Benoni (£32,000), Klerksdorp (£32,500), Lydenburg (£4,000), Pretoria (£350,000), Springs (£20,000).

*Orange Free State*. — Ficksburg (£2,750).

*Natal*. — Dundee (£6,000), Glencoe (£1,600).

1931 : *The Cape*. — Graaff Reinet (£30,000).

*Transvaal*. — Brakpan (£26,000), Breyten (S.A.R.) (£12,000), Johannesburg (£100,000), Nelspruit (£14,000).

*Orange Free State*. — Boshof (£400).

*Natal*. — Durban Corporation : South Coast Natal (£21,000), Vryheid (£35,000).

1932 : *The Cape*. — Alice (£13,000), Beaufort West (£2,000), Bedford (£1,500), Caledon (£2,000), Grahamstown (£44,000), Montagu (£1,250), Mossel Bay (£8,000), Riversdale (£2,825), Worcester (£16,750).

*Transvaal*. — Randfontein (£2,500).

*Orange Free State*. — Senekal (£4,000), Winburg (£10,000).

*Natal*. — Port Shepstone (£2,500).

1933 : *The Cape*. — Colesberg (£2,000), Fauresmith (£2,000), George (£11,800), Humansdorp (£2,000), Robertson (£10,500).

*Orange Free State*. — Kroonstad (£80,000), Parys (£25,000).

*South West Africa*. — Upington (£6,300).

Grand Total : £1,408,875.

*Under consideration.*

1934 : *The Cape*. — Oudtshoorn (£31,000), Villiersdorp (£2,000).

*Natal*. — Harding (£6,000).

Grand Total : £39,000.

The method generally employed for financing these works is by means of external loans from the Public Debt Commissioners, insurance companies, building societies and the like.

ELECTRICITY SUPPLY COMMISSION UNDERTAKINGS.

The extensions to the Commission's undertakings in the Cape, Natal and Transvaal provinces since the beginning of 1929 are as follows :

*Additional Generating Plant in Kilowatts provided since 1929.*

Undertaking	In service		Under construction		On order		Total
	Number of sets	Capacity Kw.	Number of sets	Capacity Kw.	Number of sets	Capacity Kw.	
Witbank (Transvaal)....	1	20,000	—	—	—	—	20,000
Salt River (Cape Town) ..	1	20,000	1	20,000	1	20,000	60,000
Congella (Durban)..... {	1	12,000	}	—	—	—	32,000
	1	20,000					

The work of erecting the plant has, almost in every case, been done by the overseas contractor supplying the equipment, or his local agent.

In connection with new works, the Commission has made application to the Electricity Control Board to establish a new power station near Vereeniging, in the Transvaal, with an initial installation of 106,000 kw. but designed for an ultimate capacity of 300,000 kw.

As regards finance, the Commission originally received advances from the Treasury, which were subsequently consolidated into two loans of £3,000,000 and £5,000,000 in 1930. To finance the extensions to its undertakings, the Commission, in 1933, raised a loan of £500,000 by the issue of local registered stock at par, redeemable 1953-63 with interest at  $4\frac{3}{4}$  per cent. Later in the year another loan of £2,500,000 was raised by the issue of local registered stock at 101, redeemable 1953, bearing interest at the rate of  $4\frac{1}{2}$  per cent, for the purpose of repaying £2,250,000 of the original Treasury loans, the balance of £250,000 being required to finance extensions to its undertakings. In March of this year, a third loan of £6,750,000, bearing interest at  $3\frac{3}{4}$  per cent, redeemable 1954-64, was issued at 98 to repay the balance of the loans from the Treasury and to finance further extensions to the undertakings to the extent of £1,000,000.

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#### 10. MEMORANDUM BY THE UNION DEPARTMENT OF POSTS AND TELEGRAPHS.

I. — During the period April 1st, 1929, to March 31st, 1934, the internal long-distance telephone system of the Union has been modernised by the installation of additional "repeater" stations, "carrier-current" systems, and improvements to existing or provision of new trunk lines. Intercommunication between practically all parts of the Union is now possible.

Simultaneously, telephone communication with Northern and Southern Rhodesia and Portuguese East Africa, by means of land lines, has been provided, while, by the aid of the "beam" wireless stations at Cape Town and in England, similar facilities are now available between the Union and Egypt, most of the Continental countries, the United Kingdom, North America, Mexico, Cuba, India and Australia.

The wireless telegraph stations at Slangkop, Algoa Bay, and Jacobs have been modernised by the installation of up-to-date equipment.

Three new wireless stations have been established at Germiston, Maitland and Victoria West, in connection with the operation of the England-South Africa mail and passenger air service.

The departmental "teleprinter" high-speed telegraph service was considerably extended during the period under review, and private persons have been enabled to acquire installations under rental conditions.

It was decided, in November 1928, to instal automatic telephone switching equipment throughout the Witwatersrand and Cape Peninsula telephone systems, and to provide similar equipment in approved cases at other points when the existing plant became inadequate or worn out. In pursuance of this policy, large portions of the Witwatersrand and Cape Peninsula systems, and also the East London exchange, have been converted to automatic working, and the Port Elizabeth automatic system has been extended, the change-over involving seventeen exchanges with a total initial capacity of approximately 44,000 subscribers' lines.

A schedule is attached which reflects the expansion of the telegraph-telephone system of the Union between April 1st, 1929, and March 31st, 1934.

The number of public broadcasting stations increased from three to five during the period under review. These stations are owned and operated by a private company.

I (b) and (c). — The policy of introducing automatic exchange equipment is being actively pursued. Internal long-distance telephone facilities will be extended by the provision of additional "repeater" stations and a comprehensive network of "carrier-current" systems, while "teleprinter" telegraph services will also be developed.

In connection with the expansion of mail and passenger air services, it is intended to establish at an early date five new wireless telegraph stations and five direction-finding stations. A new wireless telegraph station for general purposes will be erected at Pretoria.

An additional public broadcasting station will be provided in the near future.

II. — The Postmaster-General is invested by law with a monopoly in respect of the establishment and operation of telegraph and telephone services, including wireless services.

III. — All works are financed by means of Loan Funds provided through and included in the ordinary State budget.

Licences have been granted by the Postmaster-General to private companies for the provision and operation of the public broadcasting stations, and the overseas "beam" wireless telegraph and telephone station. The companies concerned bear all capital and other charges incurred in respect of these services.

IV. — All material and equipment is obtained from overseas sources, principally from the United Kingdom.

The allocation of expenditure between April 1st, 1929, and March 31st, 1934, was roughly £1,425,000 to material and equipment and £1,133,000 to labour, transport, etc.

V. — As far as the Department of Posts and Telegraphs is concerned, the effect of the works referred to above is the general development of its telegraph and telephone system to an extent which will enable it to cope adequately with the increasing demands occasioned by industrial, agricultural and social expansion.

*Statement showing Increase in Numbers of Telephone and Telegraph Stations, etc.*

Date	Exchanges	Public call offices	Subscribers' exchange lines	Total telephone stations	Farmers' lines		Total mileage of wire used for telephones	Telegraph offices	Total mileage of wire used for telegraphs
					Mileage	Stations			
I.IV.1929	1,323	5,390	61,946	94,408	24,976	12,180	342,462	2,955	31,943
I.IV.1930	1,377	5,610	65,336	100,437	28,435	13,846	370,826	2,801	36,507
I.IV.1931	1,410	5,743	66,771	104,050	33,090	15,644	406,933	2,849	36,075
I.IV.1932	1,405	5,859	66,772	104,122	34,661	15,716	438,646	2,942	36,652
I.IV.1933	1,404	5,937	71,125	107,360	36,348	14,503	452,450	2,936	36,445
I.IV.1934	1,406	6,004	77,531	117,451	36,938	14,647	465,400	2,944	36,533

## AUSTRALIA.

### New South Wales.

#### REPORT FURNISHED BY THE SECRETARY AND EXECUTIVE OFFICER OF THE UNEMPLOYMENT RELIEF COUNCIL OF NEW SOUTH WALES.

In addition to the allocations mentioned in the report, a sum of £200,000 is being made available from the Wages Tax Revenue to enable homes to be constructed for unemployed persons and their families, who are already being provided with food and other relief.

I. — So far as the Unemployment Relief Council is concerned, since the date of constitution in, say, June 1930, allocations have been made for various works, under the classification adopted by the Treasury, as set out in the schedule on page 43, which shows a total approximate allocation of £12,023,694.

II. — Practically speaking, the whole of the expenditures under the Unemployment Relief Council are carried out through the various public departments, including the Public Works Department, the Metropolitan Water, Sewerage and Drainage Board, the Water Conservation and Irrigation Commission, the Mines Department, Forestry Commissioners, the Department of Labour and Industry, the Department of Local Government, etc., and the organisation of the shire and municipal councils is also fully utilised.

In three cases the Unemployment Relief Council set up special conditions—viz.:

(a) The Advances to Settlers Co-ordination Board, which deals with loans for permanent improvements ;

(b) The Dairy Promotion Board, which acts similarly in regard to loans to persons engaged in the dairying industry ; and

(c) The Building Relief Committee, which controls the making of advances to the owners of private property for the purpose of carrying out repairs, renovation, painting or additions.

Advances under (a) and (b) may be expended on approved works, at the discretion of the borrower, except that labour must be engaged through the State Labour Exchanges. In the case of (c), tenders must be invited and the work done by contract.

The Unemployment Relief Council is a statutory body, comprising three Ministers of the Crown, and they have the voluntary assistance of four representatives of outside interests—viz., employees, grazing, primary producers and manufacturers—and the moneys at their disposal are provided by the Government from loan funds. In earlier stages revenue moneys, specially raised through an unemployment relief tax, were utilised, but latterly these revenues have been taken into consolidated revenue and used for social services generally.

The Council generally controls the expenditures, but the conditions of employment are determined by the Government through the Minister for Labour and Industry ; and the unemployment relief legislation gives power to declare any work approved

by the Council as an " Unemployment Relief Work " and to fix the hours of work, rates of pay, etc., in connection therewith.

All works gazetted as relief works are carried out by day labour. Where loans are made to municipal and shire councils, the work is frequently let by contract ; and in such cases the works are not gazetted, although a provision is invariably included in the agreement that 90 per cent of the labour required shall be obtained through the nearest Labour Exchange.

Unemployment relief works are carried out under various conditions, as applicable to the particular work involved. Some jobs lend themselves to block working in large gangs which can be worked for short periods and changed from time to time ; others—where the works are away from populated centres—call for a longer period of working and perhaps for establishment of camps.

Then there is the Emergency Relief Work Scheme, under which the whole of the registered and eligible labour in a particular shire or municipality is absorbed on suitable work at rates of pay based on the family classification, which return to the employees wages running into from 13.9 per cent to 74.4 per cent over the value of food relief. It is under this scheme that some 58,000 men are working at present.

III. — In July 1930, an unemployment relief tax was introduced, and, prior to June 1932, the revenues from this tax were allocated by the Council, together with any additional loan moneys which the Governments were able to make available. Since then, however, the money utilised directly by the Council has been from loans.

Requirements are budgeted for annually in the usual way.

A considerable percentage of the total amount allocated has been by way of loan or advance to public bodies, semi-Government authorities and private individuals. Such moneys are repayable over varying periods, and interest, previously at higher rates, up to 5 per cent, is now being charged at 3 per cent.

IV. — Generally speaking, the percentage of labour and material used in a public works is about fifty-fifty ; but, in unemployment relief works, endeavours have been made to direct the expenditure on suitable works where the percentage of labour is greater. On some country road works, and on drainage works, for instance, labour might absorb up to 85 per cent of the expenditure. Moreover, there is a further indirect employment of labour in the supply and manufacture of all material required.

By far the greatest percentage of expenditure for supplies and materials is expended locally. Just what the percentages are of local and imported material, the latter national or foreign, may be available upon enquiry of the various spending departments.

V. — Possibly the best opening answer to this question is the fact that the numbers of registered unemployed have become reduced during the past two years from approximately 200,000 to 80,000, and, of the latter, 58,000 are employed under the Emergency Relief Work Scheme, and about 18,000 are engaged on ordinary relief work.

Of the 120,000 which have found employment during the past two years, it is estimated that approximately 85,000 have been absorbed in industry, as apart from Government works, these showing a considerable improvement, which it is felt by the Government has been brought about as a result of the active policy of public works construction and unemployment relief works, combined with other factors affecting the position.

*Allocations by Unemployment Relief Council, which was constituted in July 1930.*

Classification	Bavin Government	Lang Government	Stevens Government	Total
	4. XI. 30	4. XI. 30 to 13. V. 32	13. V. 32 to date (30. IV. 34)	
Country towns, water-supply schemes and stormwater channels . . . . .	£ 30,170	£ 440,450	£ 1,198,976	£ 1,669,596
Metropolitan Water, Sewerage and Drainage Board . . . . .	210,370	426,690	953,128	1,590,188
Drainage generally; Mental Hospital sewerage . . . . .	217,190	—	462,135	679,325
Grants and loans to shires and municipalities . . . . .	525,361	32,756	812,333	1,370,450
Main and other roads . . . . .	141,500	288,984	506,371	936,855
Hospital buildings . . . . .	53,000	400	602,616	656,016
School buildings . . . . .	185,307	—	765,470	950,777
Mining and prospecting . . . . .	25,000	9,000	73,250	107,250
Afforestation . . . . .	—	2,800	252,500	255,300
Water Conservation and Water Trust works . . . . .	14,500	4,200	75,938	94,638
Works in western division . . . . .	37,500	4,000	110,920	152,420
Public buildings generally . . . . .	187,672	—	24,998	212,670
Women, girls and boys' employment	25,000	750	57,581	83,331
Loans for additions, repairs and renovations to private property. . . . .	—	—	500,000	500,000
Encouragement of employment . . . . .	—	80,500	—	80,500
Advances to settlers for permanent improvements, etc. . . . .	115,000	5,000	875,212	995,212
Emergency relief works <sup>1</sup> . . . . .	—	—	981,302	981,302
Wheat silos . . . . .	—	—	32,000	32,000
Miscellaneous . . . . .	236,421	78,668	360,775	675,864
	£2,003,991	£1,374,198	£8,645,505	£12,023,694

DEPARTMENT OF PUBLIC WORKS : REPORT ON MAIN PUBLIC WORKS.

I (a).

1. *Provision of Water Supplies for Country Towns.*

Town	Details of work	Cost £
Tenterfield	Pumping scheme with filtration . . . . .	83,139
Werris Creek	Gravitation scheme. . . . .	111,649
Grenfell	Pumping scheme . . . . .	71,873
Scone	Pumping scheme (from drift) . . . . .	23,364
Lismore	Amplification of existing services (pumping scheme with filtration) . . . . .	21,871
Broken Hill	Amplification, including filtration of existing (gravitational and pumping) services . . . . .	79,100

In addition to these works, the department has expended during the period January 1st, 1929, to June 30th, 1934, a sum of £50,000 on minor works commenced since January 1st, 1929, and additions to existing services.

<sup>1</sup> Expenditure under this item will reach about £2,500,000 at June 30th, 1934.

2. *Provision of Sewerage Facilities for Country Towns.*

Town	Details of work	Cost £
Forbes	Land treatment scheme . . . . .	69,395
Lismore	} Additions, land treatment scheme . . . . . }	110,361
Bathurst		27,419
Goulburn		20,678
Wagga		22,321

Minor works commenced since January 1st, 1929, were carried out by the Government at a cost of £30,000.

3. *Sea and River Ports.*

Provision of three additional dredgers and two hopper punts for dredging of river ports (not including Sydney Harbour), £151,419.

Since January 1st, 1929, in addition to this expenditure, the Government has expended a sum of £40,000 on minor works put in hand subsequent to that date.

4. *Additions to Public Buildings and Institutions.*

		Cost £
Orange Mental Hospital . . . . .	} Additions }	151,926
Morisset Mental Hospital . . . . .		77,098
Parramatta Mental Hospital . . . . .		24,113
Gladesville Mental Hospital . . . . .		92,742
Broughton Hall Mental Hospital . . . . .		25,800
Callan Park Mental Hospital . . . . .		20,000
Coast Hospital . . . . .		47,713
Lidcombe State Hospital . . . . .	36,218	
Central police station : Transfer of land from State Government Railways for future additions . . . . .		59,015

Minor works commenced since January 1st, 1929, were carried out by the Government in addition to the above at a cost of £260,000.

I (b).

1. *Provision of Water Supplies for Country Towns.*

District	Work	Expended to 30.VI.34
South-west Tablelands . . . . .	Water supply	£ 393,335
Minor works totalling £50,000 are also in hand.		

2. *Provision of Sewerage Facilities for Country Towns.*

Town	Work	Estimate £	Expended to 30.VI.34 £
Carrington . . . . .	} Ocean outfall }	76,000	72,242
Stockton . . . . .		115,000	64,321

4. *Additions to Public Buildings and Institutions.*

Building	Work	Estimate £
Orange Mental Hospital . . . . .	} Additions }	33,057
Parramatta Mental Hospital . . . . .		38,800
Gladesville Mental Hospital . . . . .		21,700
Callan Park Mental Hospital . . . . .		18,400
Stockton Mental Hospital . . . . .		17,000
Jenolan Caves House . . . . .		30,400
Coast Hospital . . . . .		106,500
Liverpool State Hospital . . . . .		22,400
Lidcombe State Hospital . . . . .	35,100	
Minor works : New buildings and additions		107,013

5. *Reclamation of Low-lying Land.*

	Estimate	Expended to 30.vi.34
Reclamation of land adjacent to Parramatta River in metropolitan area within four miles of city proper . . . . .	£93,100	£16,116

I (c).

1. *Provision of Water Supplies for Country Towns.*

Town	Work	Estimated cost £
Forbes . . . . .	} Filtration provision for existing service }	20,000
Wagga . . . . .		22,000
Broken Hill . . . . .	Amplification of reticulation . . . . .	34,000
Blue Mountains villages water supply . . . . .	Pumping scheme . . . . .	60,000
	Minor works . . . . .	20,000

2. *Provision of Sewerage Facilities for Country Towns.*

Town	Work	Estimate £
Taree . . . . .	} Land treatment }	65,000
Nowra . . . . .		45,000
Mittagong . . . . .		40,000
Blackheath . . . . .		50,000
Griffith . . . . .		31,000
Leeton . . . . .		43,000
Corowa . . . . .		40,000
	Minor works . . . . .	38,000



4. *Erection and Additions, Public Buildings and Institutions.*

Building	Work	Estimate £
Gladesville Mental Hospital . . . . .	} Additions	58,000
Stockton Mental Hospital . . . . .		38,600
Coast Hospital . . . . .		56,500

*N.B.* — Minor works are considered herein as those of less cost or estimate than £20,000.

II.

1 (a), (b) and (c). *Country Towns Water Supplies.*

*Broken Hill Water Supply.*

Supervised and carried out by Government. Scheme directly administered by Government.

*South-west Tablelands Water Supply.*

Administered by the Government and councils. The Government sells water in bulk to the councils, which retail the water to ratepayers and other consumers.

*All Other Services.*

Carried out or being carried out by Government on behalf of local authorities (municipal and shire councils), who are responsible for repayment of the capital cost.

The works policies in regard to these are varied. All are partly day labour and partly contract.

2. *Country Towns Sewerage Works.*

Carrington sewerage and Stockton sewerage are separate links in a regional scheme being carried out by day labour. When completed, they will be vested in a board created for the administration of the water supply and sewerage works of that region, known as the Hunter District Water Supply and Sewerage Board.

All other sewerage schemes were or are being carried out on behalf of the local authorities (municipal councils), who are responsible for repayment of the capital costs. Work is principally done by day labour with materials supplied by contract.

3, 4, 5. *Sea and River Ports: Public Buildings and Institutions: Reclamations.*

All these works are national services authorised by Parliament and carried out either direct by the Government per day labour with materials supplied by contract or under full contract conditions directly supervised by the Government.

IV.

Item	Materials and plant average Percentage	Wages average Percentage
Country towns water supplies . . . . .	65	35
Country towns sewerage works . . . . .	50	50
Sea and river ports . . . . .	50	50
Public buildings and institutions . . . . .	55	45
Reclamation . . . . .	40	60

The Mines Department of the State of New South Wales reports that the only expenditure incurred by that department since 1929 on works which might possibly be classified as of a national character has been in the testing of the shale-oil deposits at Newnes-Capertee. A sum of £3,937, provided by the Unemployment Relief Council, has been spent to date on this work.

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## Queensland.

I (a) and (b). — No work of outstanding importance or magnitude has been undertaken in the State of Queensland since January 1st, 1929. The works undertaken and now in hand comprise ordinary developmental works of the State and semi-governmental bodies (cities, towns and shires, harbour boards, etc.). The works include the various categories of work mentioned in the list annexed to the circular, with the exception of (d), (h), (k) and (l).

With the object of stimulating expenditure on useful public works, the Government has initiated a scheme of subsidised loans to semi-governmental bodies for the purpose of enabling those bodies to put works in hand which the financial resources of those bodies would otherwise not enable them to undertake.

I (c). — Works now in contemplation which may be regarded as “ main ” public works are :

- (1) The erection of a bridge over the Brisbane River, at Brisbane ;
- (2) A scheme for the mitigation of the effect of floods in the Brisbane River ;
- (3) The installation of sewerage in certain cities in the State ;
- (4) The construction of a harbour at Mackay.

It is proposed that Nos. (1) and (2) will be carried out by a statutory body (the Bureau of Industry). These schemes are now in course of preparation.

No. (3) will be carried out by the respective cities concerned, and No. (4) by the Mackay Harbour Board.

II. — Certain works, such as railway construction, erection of Government buildings, etc., are executed by the Government (which owns the railway system of the State).

Semi-governmental bodies carry out works in pursuance of powers vested in them under statutory authority.

Railway construction (Government) is carried out directly by the Government under the day-labour method. Contract as well as direct construction is adopted with other works.

Semi-governmental bodies follow both the contract and direct methods.

III. — Expenditure on Government works is charged to annual Parliamentary appropriations. This expenditure is financed out of the proceeds of loans, supplemented by repayments of principal (by annual instalments) received on account of loans advanced by the Government to semi-governmental bodies and other borrowers from the Government. The latter include loans advanced for the erection of workers' dwellings and homes, agricultural settlement, etc.

Since January 1st, 1929, all loans raised by the Government (with the exception of loans for the conversion of maturing debt) have been issued internally (Australia).

Expenditure by semi-governmental bodies is financed by loans obtained from the Government, except in the case of a few of these bodies—notably, the Brisbane City Council—which finance the cost of capital works by loans obtained from financial institutions, as well as by loans obtained from the Government.

IV. — Practically the whole of the material and equipment is produced in Australia.

V. — The declared policy of the Government is that a judicious expenditure of funds in the execution of works for the purpose of providing employment and restoring the purchasing power of the people is an important and necessary factor in the endeavour to rehabilitate the financial position of the State.

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**Tasmania.**

	£
I (a).	
Roads and bridges . . . . .	1,356,086
Railway lines. . . . .	30,218
Sea and river ports . . . . .	34,041

I (b).	
Roads and bridges . . . . .	154,695
Sea and river ports . . . . .	550
Land reclamation . . . . .	13,800

I (c).	
Roads and bridges . . . . .	191,500
Sea and river ports . . . . .	12,000

II. — The above-mentioned works have been carried out by three methods :

- (1) Contract ;
- (2) Departmental day labour ;
- (3) By local authority on behalf of the State.

III. — Maintenance and repairs charged to ordinary budget. Road reconstruction carried out by Federal grant. Road and bridge construction charged to loans.

The security of loans is the security of the State. Loans carry half per cent sinking fund.

IV. — Materials, 25 per cent ; labour, 75 per cent.

V. — The effect of public works on unemployment is beneficial to an appreciable extent, but a far-reaching resumption of industrial activities is dependent on the extension of private enterprise.

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## AUSTRIA.

[*Translation.*]

The Federal Government sends the documentation reproduced below and states that, as regards the electrification of Austria, it has not been possible to collect and classify all the data as completely as the circular letter requires. Nevertheless, a synoptic table is given providing particulars of the electric-power stations the construction of which has been begun and completed since 1929 and on the electrical installations still under construction (in so far as they are installations of a public character).

[*Translation from the German.*]

### BRIDGE BUILDING.

On the Austrian Federal road system, road bridges with spans differing according to the width of the water-course to be traversed were constructed during the years 1929 to 1934 in the different Federal States to a total value of roughly 13¼ million schillings. The necessary funds were provided by the Federation in accordance with the ordinary legal procedure on the basis of a Federal budget estimate. The work is carried out by organs of the Federal Government.

All contracts for work and supplies in connection with the construction of the bridges were awarded on public tenders. Of the construction costs, approximately 60 per cent was spent on wages and 40 per cent on construction materials. The whole of the latter were ordered from home industries.

A large construction at present in progress is the Reich Bridge over the Danube at Vienna, the contract for which amounts to 24 million schillings. Funds will be provided by the Federal Government out of the extraordinary budget (Lottery Loan) and by the Vienna communal tramways as users of the bridge. Since among the construction materials used for the bridge are steel, cement, rubble and timber for scaffolding, the home industries in question have been given some stimulus. Unemployment will also be alleviated, since, in Vienna alone, some 500 men will find direct employment for three years on the construction of the Reich Bridge.

GOVERNMENT ADMINISTRATION.

*Buildings.*

I (a). — The following Federal buildings have been begun since 1929 and have now been completed :

Nature of work	Years	Expenditure in schillings	Administrative department	Observations
<i>A. High Schools.</i>				
New buildings and transformations of the chemical institutes at Vienna University, district IX, Währingerstrasse, also transformations in the former Garrison Hospital No. 1, as well as miscellaneous work at university institutes . . . . .	1929-1932	766,999	Federal Ministry of Education	In 1934 no large transformations.
Structural extension of the Vienna Technical High School, including the internal fittings (Karlsplatz, Gusshausstrasse and Getreidemarkt) . . . . .	1929-1933	7,244,286	Federal Ministry of Education	Will be continued in the next few years.
Structural work at the Veterinary High School, Vienna III . . . . .	1929-1933	434,750	Federal Ministry of Education	No large constructions in 1934.
Structural extension works at the Agricultural High School, Vienna XVIII . . . . .	1930-1933	532,488	Federal Ministry of Education	No large constructions in 1934.
New buildings and internal fittings as well as work in connection with the moving of the teachers' platform at the Technical High School at Graz, and minor work at Graz University (Physiological Institute) . . . . .	1929-1933	2,718,743	Federal Ministry of Education	Will be carried on in the next few years on a reduced scale.
Structural extensions at Innsbruck University and its institutes . . . . .	1929-1932	1,594,352	Federal Ministry of Education	At present no large structural works.
Structural work at the Mining High School at Leoben . . . . .	1929-1931	84,742	Federal Ministry of Trade and Communications	At present no large structural works.
Total for high-school buildings . . . . .	1929-1933	13,376,360		
<i>B. Other Schools.</i>				
New construction of the Research Library at Linz. . . . .	1930-1932	980,000	Federal Ministry of Education	Three-quarters of the costs are borne by the Federation, one-eighth by the Province of Upper Austria and one-eighth by the commune of Linz.
New construction, additional constructions and transformations at secondary schools in Vienna (V, Rainergasse, Federal "Realgymnasium"; XIV, Grünbergstrasse, Federal "Realgymnasium"; XV, Henriettenplatz,				

Nature of work	Years	Expenditure in schillings	Administrative department	Observations
Federal " Realschule " ; XIII, Astgasse, Federal " Realschule " ; XXI, Franklinstrasse, Federal " Realgymnasium " ; XIII, Hütteldorferstrasse, Federal Educational Institute for Boys ; XVII, Kalvarienberggasse, Federal Educational Institute for Girls ; XIII, Fichtnergasse, Federal " Gymnasium " ; III, Radetzkystrasse, Federal " Realschule " ; VII, Kandlgasse, Federal " Realgymnasium " . . . . .	1929-1933	818,765	Federal Ministry of Education	—
Structural extensions at the Technological Industrial Museum at Vienna, IX, Währingerstrasse .	1930-1933	251,501	Federal Ministry of Trade and Communications	Building work is continuing.
Transformations and additional buildings at the Federal Training Institute and Research Station for Wine-growing, Fruit-growing and Gardening at Klosterneuburg	1929-1932	399,813	Federal Ministry of Agriculture and Forestry	—
Structural Work at the Federal Educational Institute for Boys at Wiener Neustadt, additional buildings at the Federal Teachers' Training College at Krems, the Federal " Realgymnasium " at Linz and the Federal Educational Institute at Liebenau, near Graz (construction of new stories and water-conduits), also structural work at the Federal Commercial Academy at Graz . . . . .	1929-1931	253,115	Federal Ministry of Education	—
Construction of a power station at the Federal Technical and Industrial Training Institute at Mödling, near Vienna . . . . .	1929-1930	181,637	Federal Ministry of Trade and Communications	—
Purchase of a site for the Federal Training Institute for Iron and Steel Workmanship and Electro-technique at Steyr . . . . .	1930-1931	300,000	Federal Ministry of Trade and Communications	—
Structural measures at the Federal " Realgymnasium " at Graz, Lichtenfelsgasse . . . . .	1929-1931	438,288	Federal Ministry of Education	—
Structural extension and transformation of the building of the Federal Training Institute for Architecture and Applied Art at Graz . . .	1929-1932	903,770	Federal Ministry of Trade and Communications	Contributions to the costs of construction were paid by the commune of Graz, the Graz Chamber of Trade and Industry and the province of Styria.

Nature of work	Years	Expenditure in schillings	Administrative department	Observations
Extensions to the Federal "Gymnasium" at Klagenfurt . . . . .	1929-1930	199,109	Federal Ministry of Education	—
Structural work at the Federal "Realgymnasium" at Eisenstadt	1931	49,910	Federal Ministry of Education	—
Total for buildings of other schools . . . . .	1930-1933	4,775,908		
<i>C. Official Buildings.</i>				
Construction of new stories at the police headquarters building at Vienna, IX, Rossauerlände; purchase of the police building at Vienna, III, Juchgasse, and transformation work; construction of police-dog kennels at Vienna, II, Wagramerstrasse; purchase of a site for a Police Commissariat building in Vienna, X, Gudrunstrasse; structural extensions to the police building at Vienna, III, Marokkanergasse; purchase of a house at Vienna, I, Bräunerstrasse, for police purposes (Electoral Land Register Office), and equipment of same; transformation works at the Security Police barracks at Vienna, VII, Hermannsgasse, and other small constructions . . . . .	1929-1933	1,833,306	Federal Chancellor's Office, Security Department	—
Reconstruction of the Palace of Justice at Vienna (destroyed in July 1927). . . . .	1929-1932	9,864,269	Federal Ministry of Justice	Total costs, spent in the years 1928-1934, 10,801,107 schillings.
Construction of new divisional court building at Krems . . . . .	1929-1932	4,698,520	Federal Ministry of Justice	The commune of Krems paid a contribution of 400,000 schillings.
Structural work at the Federal Police Commissariat at Steyr; construction of new police barracks at Salzburg; purchase of the Villa Roxane at Zell am See for official purposes; transformation of the Carmelite Monastery at Graz into police barracks; structural work at the former Federal Stud Office at Graz; remaining structural work in connection with the erection of the new offices at Villach; construction of annexes to the provincial law courts at Klagenfurt; purchase of site for the erection of new offices at				

Nature of work	Years	Expenditure in schillings	Administrative department	Observations
Spittal a.d. Drau; work for the completion of the law courts at Bludenz, and other minor structural work . . . . .	1929-1932	2,480,010	Federal Chancellor's Office and Federal Ministry of Justice	—
Structural work at the Excise Offices at Völkermarkt, Innsbruck, Landeck, Feldkirch and Oberwart.	1929-1932	101,684	Federal Ministry of Trade and Communications	—
Construction of new Government building at Eisenstadt; completion of other works . . . . .	1929-1932	753,583	Various offices	Begun in 1926, completed in 1932, total costs approximately 3,844,000 schillings.
Work for the completion of the official buildings at Güssing and Jennersdorf, also construction of new official building at Oberpullendorf and additional constructions at the district law courts at Neusiedl am See . . . . .	1929-1932	599,698	Various offices	—
Construction of Customs houses at Mitterretzbach, Angern, Kautzen, Weikertschlag, Berg, Drasenhofen, Wielands, Pyhrabruck, Saming, Radkersburg, Schweigen, Prägraten, Niederndorf, Törl-Maglern, Lavamünd, Mauthen, Gärgellen, Sibratsgfall, Brand, Lustenau, Frankenau, Burg, Heiligenkreuz, Rechnitz, Baumgarten, Kittsee, Minihof-Liebau, Pamhagen, Zwerndorf, Laa a.d. Taya, Katzelsdorf, Drösing, Haselbach, Pfaffetschlag, Stift am Grenzbach, Wels; Customs supervision huts on the Plöckenpass and at Hinterriss, and other minor construction works . . . . .	1929-1933	3,074,793	Federal Ministry of Finance	—
Gendarmerie buildings at Neunkirchen, Völkermarkt, Steyr, Warth, Kittsee, Innsbruck, Kitzbühel, Bludenz, Jennersdorf, Güssing, Vöcklabruck, Bruck a.d. Mur (castle barracks), Loibl, Pottendorf, Brennbach, Feldkirch, Uebelbach, Lackenbach and blockhouses on the Wurzenpass, the Seebergsattel and the Wolayerpass . . . . .	1929-1933	1,775,550	Federal Chancellor's Office	—
Construction of new offices at Mürzzuschlag . . . . .	1933	370,000	Federal Ministry of Justice	Now under construction.
Total for construction of official buildings . . . . .	1929-1933	25,551,413		



Nature of work	Years	Expenditure in schillings	Administrative department	Observations
<i>D. Federal Institutions.</i>				
Federal Reformatory Institute at Kaiser Ebersdorf, Vienna, XI, transformation of the so-called "Clock-tower Wing" . . . . .	1930-1933	879,941	Federal Ministry of Justice	—
Structural work at the Federal Institute for combating animal epidemics at Mödling (stables for small animals, pigs and cattle, halls for bleeding and other operations, laboratories, indoor riding-school, garage, disinfection and sanitation installations, manure dumps, etc.) . . . . .	1929-1933	370,229	Federal Ministry of Agriculture and Forestry	—
Construction of a new gardener's house at the Federal Forestry Research Station at Mariabrunn . . . . .	1930	24,394	Federal Ministry of Agriculture and Forestry	—
Structural work at the Federal Research Establishment at Wieselburg, and at the Federal Stud at Wieselburg (Perwarth Federal Stud Farm), also at the Federal Training and Research Institute for dairy products at Wolfpassing, also at the Stadl Federal Stud Office and at the Piber Federal Stud Farm . . . . .	1929-1933	1,526,811	Federal Ministry of Agriculture and Forestry	—
Total for Federal institution buildings . . . . .	1929-1933	2,801,375		
<i>E. Other Federal Buildings.</i>				
Construction of quarters for police officials at Vienna, III, Am Neumarkt . . . . .	1929-1931	2,300,006	Federal Chancellor's Office	—
Transformations and minor structural work for police purposes and purchase of land at Vienna and Graz . . . . .	1929-1930	580,058	Federal Chancellor's Office	—
Construction of quarters for warders at the penal institutes at Stein a.d. Donau, Suben, Garsten and Graz (Karlau) . . . . .	1929-1930	213,473	Federal Ministry of Justice	—
Construction of quarters for officials at Eisenstadt and Oberwarth . . . . .	1929-1931	1,847,037	For various Government departments	—
Total for other Federal buildings . . . . .	1929-1931	4,940,574		
Total Expenditure on A, B, C, D and E . . . . .	1929-1933	51,445,630		

I (b). — The following large Federal buildings are now in course of execution :

(1) Continuation of the new buildings, additions and transformations and of the internal equipment of the Technical High Schools at Vienna and Graz ;

(2) Structural extensions at the Technological Industrial Museum at Vienna IX, Währingerstrasse ;

(3) Conversion of Weinzierl Castle, near Wieselburg, into a Federal agricultural training institute ;

(4) Completion of the new offices at Mürzzuschlag begun in 1933 (total cost of construction, 890,000 schillings) ;

(5) Completion of the work of transforming the former Tobacco Monopoly building at Klagenfurt into police barracks ;

(6) Start of work on the construction of new offices at Spittal a.d. Drau (total cost, approximately 790,000 schillings) ;

(7) Completion of the new Customs inspection building at Ettenau on the Bavarian frontier (total cost, 280,000 schillings) ;

(8) Construction of the boundary wall and path at the Federal Reformatory Institute at Vienna XI, Kaiser-Ebersdorf ;

(9) Structural work at the Agricultural Institutes and studs at Perwarth, Wieselburg, Wolfpassing, Stadl, Admont and Piber.

I (c). — The following are the large Federal buildings the execution of which is at present in contemplation or in preparation plans for which have already been completed :

(1) Further extensions at the high schools, especially at the technical high schools at Vienna and Graz ;

(2) Beginning of the transformation of the so-called " Exnergassen " wing at the Technological Industrial Museum at Vienna IX, Währingerstrasse (estimated cost, 825,000 schillings) ;

(3) Construction of a new gymnasium at the Federal Educational Institute for Boys at Vienna XIII, Hütteldorferstrasse, (probable cost, 450,000 schillings) ;

(4) Construction of a new Federal " Realgymnasium " at Steyr (cost, according to the preliminary estimates, about 3,000,000 schillings) ;

(5) Addition of workshops to the Federal Institute for Iron and Steel Craft and Electrotechnique at Steyr (cost, approximately 385,000 schillings) ;

(6) Addition of a new story to the Anatomical Institute at Salzburg, with a view to the creation of a research library (total cost, 175,000 schillings) ;

(7) Erection of a workshop wing at the Federal Training Institute for Architecture and Electrotechnique at Bregenz (total cost, 415,000 schillings) ;

(8) Construction of a Police Commissariat at Vienna X, Gudrunstrasse (estimated at 2,200,000 schillings) ;

(9) Construction of new law courts at Neunkirchen (estimated at 800,000 schillings) ;

(10) Construction of new Excise offices at Krems a.d. Donau, Bruck a.d. Leitha, Ried im Innkreis, Wels, Zell am See and Dornbirn ;

(11) Construction of a guard-house at Mattighofen (estimated at 212,000 schillings) ;

(12) Construction of new law courts at Hallein (estimated at 660,000 schillings) ;

(13) Construction of divisional law courts at Leoben (estimated at 5,000,000 schillings) ;

(14) Construction of a police guard-house at Klagenfurt (estimated at 300,000 schillings) ;

(15) Customs houses at Kalch, Klein Haugsdorf, Dürnkrot and Plöckenpass ;

(16) Construction of new offices and quarters for the gendarmerie at Kerschbaumer am Brenner, Saalfelden and Langen am Arlberg ;

(17) Constructional work at the Agricultural Institutes and studs at Mödling, Perwarth, Wieselburg, Wolfpassing, Piber and Neusiedl am See.

II. — Contracts for the Federal buildings referred to under I (a) and (b) were awarded as a result of public or limited tenders, and only a small number were given by private treaty. These contracts were carried out by private firms on behalf of the Federal Administration.

III. — In the case of the Federal buildings mentioned under I, building costs are provided for in the ordinary way in the Federal budget estimates for the current year (for Federal buildings).

IV. — It is estimated that, of the expenditure on the Federal buildings mentioned under I, on an average about 50 per cent was spent on materials and equipment, which with a few exceptions were provided by home industry, and about 50 per cent was spent on wages and labour.

V. — The work mentioned under I made it possible to give employment to the building industry and at the same time to a large number of associated undertakings and workers, and thus to administer a considerable stimulus to economic and industrial activities.

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## FEDERAL MINISTRY OF AGRICULTURE AND FORESTRY (SECTION III, HYDRAULIC).

### HYDRAULIC PUBLIC WORKS DEPARTMENT.

I. — Hydraulic works carried out entirely with Federal (State) funds :  
Conservancy works on the Danube and frontier waterways.

II. — Hydraulic works carried out with funds supplied by the Federation and other bodies (provinces, districts, communes, corporations) :

- (1) Embankments on the Danube and frontier waterways ;
- (2) Conservancy works on rivers not mentioned in No. I and on all other pieces of water (streams, lakes) ;
- (3) Works for protection against torrents and avalanches ;
- (4) Ground improvements (drainage and irrigation constructions) ;
- (5) Local water-supply constructions.

For the above purposes, the following sums were spent out of Federal funds alone during the period under consideration :

*Hydraulic Works.*

	1929	1930	1931	1932	1933
			Austrian schillings		
River and stream conservancy, including Danube and frontier waterways. . . . .	21,341,493	31,852,812	18,386,164	11,418,612	15,191,171
Torrent and avalanche protection . . . . .	3,851,345	4,169,990	3,921,500	2,149,860	4,247,200
Drainage and irrigation . . . . .	1,975,946	2,799,997	1,602,955	1,088,390	1,930,831
Water supply . . . . .	888,991	1,301,595	1,363,448	803,446	803,940
Total. . . . .	28,057,775	30,124,394	25,274,067	15,460,308	22,173,142

In the current year, the Federal expenditure on hydraulic works, in consequence of the allotment of a portion of the proceeds of the 1933 internal loan (Lottery Loan), will amount to about 27 million schillings.

The total expenditure on public hydraulic works, comprising both Federal expenditure and the contributions of the provinces and other bodies and interests, and including contributions from the funds for productive unemployment relief, may be estimated at the following figures :

*Hydraulic Works.*

	1929	1930	1931	1932	1933
			In millions of Austrian schillings		
River and stream conservancy, including Danube and frontier waterways. . . . .	35.5	36.3	30.7	18.0	21.7
Torrent and avalanche protection . . . . .	5.9	6.5	6.3	3.3	5.8
Drainage and irrigation . . . . .	5.6	8.0	4.6	2.4	4.2
Water supply . . . . .	4.5	6.5	7.0	3.2	2.4
Total. . . . .	51.5	57.3	48.6	26.9	34.1

The costs of the building offices of the Federation and of the provinces are not included in the above figures ; they amount to about 4 per cent of the total expenditure indicated.

The wages of workers directly employed in construction may be estimated on an average at 60 per cent of the total costs, and those of labour indirectly employed (production of building materials and tools, transport) at 15 per cent, making a total of 75 per cent spent on wages.

The daily labour shifts of workers directly employed on hydraulic works may be estimated at the following annual figures :

1929 . . . .	51,500,000	× 0.60	: 8.0 <sup>1</sup>	= 3,900,000
1930 . . . .	57,300,000	× 0.60	: 8.0 <sup>1</sup>	= 4,300,000
1931 . . . .	48,600,000	× 0.60	: 7.8 <sup>1</sup>	= 3,700,000
1932 . . . .	26,900,000	× 0.60	: 7.6 <sup>1</sup>	= 2,100,000
1933 . . . .	34,100,000	× 0.60	: 7.4 <sup>1</sup>	= 2,800,000

The number of workers employed is very variable throughout the year, the highest figure being reached in the autumn months (15,000 to 18,000 men) and the lowest during the period of frost in the winter.

As the hydraulic works are distributed throughout the whole Federal territory, as a considerable proportion of the expenditure consists of wages, and as a large part of the building materials (timber, stone, sand, etc.) is obtained in the vicinity of the building sites, the effect of the increased flow of money is felt in many parts of the country. Hence, unemployment and the shortage of money in the rural districts is alleviated. These advantages, which are of such importance at the present time, are additional to the actual value of the hydraulic works as productive investments, particularly from the point of view of security and improvement of the soil.

## CHIEF PUBLIC WORKS RELATING TO COMMUNICATIONS.

Under this head fall the works carried out by the Austrian Federal Railways and certain private railways, together with those carried out at the various airports.

### FEDERAL RAILWAYS.

In so far as they constitute a charge upon the operating account, the costs of new works and acquisitions already completed or still in progress are borne by the Austrian Federal Railways Company ; but, when they permanently enhance the value of the enterprise, the costs are borne by the Federal Government, on behalf of which the company operates. In the case of expenditure enhancing the value of the enterprise, funds are advanced by the Federal Government to the Federal Railways, which pay interest and amortisation until the loans are finally paid off. The costs of works constituting a charge upon the operating account are covered out of the railways' own resources. But, as since 1930 their accounts have always closed with a deficit, such costs also have had, in part, to be covered by the Federal Government. The loans for expenditure enhancing the value of the enterprise have been made available by the Federal Government out of the proceeds of the various Federal loans.

For the works carried out since 1929, the funds assigned to the Federal Railways have been as follows : Out of the International Federal Loan of the Republic of Austria, 271,834,080.88 schillings ; out of the International Guaranteed State Loan 1933-53, 54,000,000 schillings ; out of the loan contracted through the Company for Trustee Administration, 3,200,000 schillings ; and, out of the Austrian Lottery Loan of 1933, 37,600,000 schillings.

<sup>1</sup> Average daily wage, including tax.

### PRIVATE RAILWAYS.

As regards what has been done by the private railways, the following work has been undertaken :

The extension of the Linz-Kleinmünchen light railway to Ebelsberg was opened on May 18th, 1929 (costs of construction, 120,000 schillings).

The Birkfeld-Ratten Factory Railway has been transformed into a local railway, which was opened on June 1st, 1930 (cost of construction, 3,350,000 schillings).

The Obervellach Teleferic has been constructed and was opened on January 21st, 1931 (cost of construction, 800,000 schillings).

The full-gauge electric local railway from Feldbach to Bad Gleichenberg was opened on June 17th, 1931 (cost of construction, 16,800,000 schillings).

On the Graz-Köflach private railway the relaying of the track, the Federal road and the Gradenbach is in progress over a distance of 2.5 kilometres between the Oberdorf and Köflach stations. This work will, it is expected, be completed by 1935 or 1936, the cost of construction being estimated at approximately 3 million schillings.

No other such major building operations are in contemplation for the immediate future.

In the case of the above-mentioned local and light railways which are already completed, the works were carried out by the concession-holders in virtue of their railway concessions, and it is they who defrayed the costs of construction out of their own resources or by the issue of shares. The Birkfeld-Ratten and Feldbach-Bad Gleichenberg local railways, however, received subsidies out of Federal and provincial funds in the form of subscriptions for shares. In the case of the Birkfeld-Ratten Local Railway and the Obervellach Teleferic, the loans raised by the concession-holders were guaranteed by the provinces of Styria and Carinthia respectively.

When shares are taken up or loans guaranteed, any funds which might be required have always come out of the ordinary finances of the Federation or provinces, as the case may be.

The works on the Graz-Köflach section were carried out by a private contractor for the account and at the expense of the proprietors (the Graz-Köflach Railway and Mining Company) and the Alpine Mining Company.

In the case of the works on the Birkfeld-Ratten and Feldbach-Bad Gleichenberg local lines and on the Graz-Köflach line, approximately one-third of the expenditure represented the cost of material and two-thirds wages. In the case of the two other lines mentioned above, the expenditure was more or less evenly divided between material and wages. In no case were supplies obtained from abroad.

The works on all four of the above-mentioned local and light railways have helped to stimulate both agricultural and industrial activity by improving facilities for obtaining and disposing of raw materials, manufactures and produce. The relaying of the Graz-Köflach line will facilitate the working of a coal deposit of more than six million tons and prolong operations at the Rosental mines by about ten years.

### AIRPORTS.

As regards improvements to airports, and leaving out of account such minor and unimportant works as the maintenance and extension of existing buildings, taking-off grounds and roads, together with the water supply and the enclosure work of the Federal airports, building operations have been the following :

*At the Vienna Airport.* — The despatch building, the radio transmission building, the direction station, the rebuilding of the starting-tower, two extensions to the concrete despatch way, a concrete work platform, the approach road to the despatch building,

a run-up to the despatch way and extensive levelling and sowing operations on the taking-off ground.

*At the Klagenfurt Airport.* — Extensive levelling and sowing operations ; the direction station.

*At the Graz Airport.* — The direction station.

Major works carried out at the *Salzburg Municipal Airport* have included the despatch building and direction station ; while at the *Linz Municipal Airport* there has been extensive levelling and sowing of the taking-off ground.

At the present time no further works of this type are in progress or projected for the near future.

The works at the Federal airports and in connection with the direction station attached to the Salzburg Municipal Airport were commissioned by the Federal Treasury, as proprietor of the airport and Salzburg direction station, and were carried out by private contractors after the submission of tenders. Works on a smaller scale the total cost of which did not exceed 5,000 schillings were carried out by firms and small jobbers to whom the contracts were awarded by private treaty.

The above-mentioned works at the non-Federal airports were commissioned by the municipalities concerned.

The cost of the works commissioned by the Federal Ministry of Commerce and Communications has been covered out of the ordinary budget of the Federation, while those carried out for the municipalities have likewise been covered out of their respective budgets.

The building materials and equipment were obtained from home industries. As regards the buildings and work on the despatch-way and work platform, the cost of building materials and apparatus and labour cost generally balance ; whereas, in the case of levelling operations, for which no building materials were required, the entire costs represented wages and social charges, with the exception of an insignificant amount for seeds, overhead, wear and tear of implements.

The works in question were instrumental in stimulating the building trades —though, as the building costs were relatively low, to only a small extent—and in relieving unemployment. In this connection, as regards the works commissioned by the Federation it was stipulated, when tenders were invited, that, in taking on the necessary additional labour for the work in hand, the contractors should engage unemployed workers, who would be sent to them by the competent unemployment bureau.

Under the rules at present governing the award of public works contracts by the Federation, 80 per cent, and, in the case of buildings, 50 per cent, of any new labour engaged by the contractors must be obtained from the unemployment bureau.

In addition to the constructional work described above, a night-lighting system has been installed at the Vienna airport, consisting of one landing-beacon, boundary beacons round the taking-off ground, warning lights, illuminated wind-direction indicators, two landing-ground searchlights, luminous signals to permit or forbid landing, and warning lights on the two transmission masts of the airport radio station. The following equipment has also been installed :

An 800-watt transmitter, together with a trellis mast 60 metres high, at the Vienna airport radio station ;

A 30 h.p. Diesel engine as reserve power for the transmitting plant at the Vienna airport radio station ;

An 800-watt transmitter, together with two 45-metre masts, for the airport radio station at Klagenfurt ;

A 60-watt long-wave transmitter for the airport radio station at Graz;

A 500-watt long-wave transmitter for the airport radio station at Salzburg.

In addition to the receiving equipment at the radio stations and the weather bureaus, at the Vienna, Klagenfurt and Innsbruck airports, the airport radio stations at Graz and Salzburg have been modernised, while the weather bureaus and emergency weather services have been equipped with additional meteorological apparatus. In addition, three 24-metre trellis masts for receiving have been set up at the radio station's weather bureau at Klagenfurt airport and six 11.5-metre iron masts for receiving at the Vienna airport radio station.

In the last place, the telephonic equipment at the Vienna airport has been modernised and is now completely automatic.

A tele-printing line between the Innsbruck and Salzburg airports is now in course of construction, and the organisation of a night air service from Vienna westward in connection with the Western European night air-line system is in contemplation.

The works at the Federal airports at Vienna, Graz and Klagenfurt, as well as those at the municipal airports at Salzburg and Innsbruck, were carried out for the account and on the instructions of the Federal Ministry of Commerce and Communications, by which the new works and facilities will be administered. According to their importance, works were awarded to firms with or without tenders, only a small proportion being carried out by the subordinate services of the authorities concerned.

The entire costs of the works commissioned by the Federal Ministry of Commerce and Communications were covered out of the ordinary finances of the Federation (Federal budget).

By far the greater part of the cost of the above-mentioned radio installations was represented by apparatus (material), the proportion spent on fitting and erection being much smaller. It was, indeed, only in the case of the erection of iron masts, etc., that the latter item was of any importance.

Radio-electric installations and other apparatus of the air safety service consisted, in the main, of foreign specialities, which had therefore to be obtained from abroad.

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## DIRECTORATE-GENERAL OF POSTS AND TELEGRAPHS.

### I (a).

#### BUILDINGS.

Two telephone exchange buildings in Vienna, one telephone-operation building in Graz, twenty-three post-office buildings, sixteen post-office garages, together with the rebuilding and extension of several postal buildings.

#### TELEGRAPHS AND TELEPHONES (INDOOR INSTALLATIONS).

Change-over in the Vienna telephone area from the half-automatic to the completely automatic system; substitution of a modern self-connecting exchange for the oldest automatic telephone exchange in Graz; substitution of self-connecting exchanges for hand-worked exchanges in a number of provincial towns (Villach, Gmunden and Klosterneuburg). Completion of the amplifying stations at Vienna, St. Pölten, Amstetten, Linz, Salzburg, Vöklabruck, Wörgl, Innsbruck, Landeck, Bludenz and Halbthurn. Re-equipment of amplifying stations at Gloggnitz, Bruck a.d. Mur, Graz, Klagenfurt, Villach, Hofgastein, Wildon, Kirchdorf, Trieben, Judenburg and Treibach. Extension of the telephone exchanges in Vienna, St. Pölten, Wiener Neustadt, Gloggnitz, Bruck a.d. Mur, Graz, Hofgastein and Villach. Extension



of the telegraph offices at Salzburg, Innsbruck and St. Pölten. Tone-frequency telegraphy installations in Vienna, Linz and Innsbruck. Tele-printing installations in the telegraph offices at Vienna, Salzburg, Klagenfurt and Villach. Pictorial telegraphy installations in Vienna. Installations for the radio-observation service.

TELEGRAPHS AND TELEPHONES (OUTDOOR INSTALLATIONS).

Laying of long-distance cables between the following places : Graz-Wildon, Linz-Bruck a.d. Mur, Bruck a.d. Mur-Tarvis. Laying of local cables between the following places : Mallnitz-Villach, Bruck a.d. Mur-Villach, Selztal-Aussee, Villach-Arnoldstein, Vienna-Gloggnitz-Vienna-Göpfritz. Laying of several minor local cables. Reinsulation of the Arlberg cable. Strengthening of the insulation on the Linz-Bruck a.d. Mur long-distance cable. Relaying of cables and wires in connection with the electrification of the Lend-Salzburg line. Extension and reconstruction of the overhead wires and cable system in Vienna. Extension of smaller telephone systems and erection of various overland telephone wires.

I (b).

BUILDINGS.

Building of a new telephone exchange in Vienna XIII.

TELEGRAPHS AND TELEPHONES (INDOOR INSTALLATIONS).

In the main, the works still remaining to be completed are confined to the provision of a cheaper type of apparatus for inter-office telephones, the testing of the so-called transmission system which is to make telephonic communications in the provinces possible, even during such time as the exchanges are closed, and the extension of existing exchanges through the addition of further connections, in consequence of the campaign recently launched with a view to increasing the number of subscribers. Other developments still in progress are the provision of tele-printing, sunk telegraph installations, completion of the amplification stations at Linz and Bruck a.d. Mur, and the installation of high-frequency apparatus at the Wildon amplification station.

TELEGRAPHS AND TELEPHONES (OUTDOOR INSTALLATIONS).

Additional telephone connections, principally in Vienna, in connection with the above-mentioned campaign for increasing the number of subscribers.

I (c).

TELEGRAPHS AND TELEPHONES (INDOOR INSTALLATIONS).

Further additions to the existing telephone connections to provide for new subscribers, in connection with the above-mentioned campaign for increasing the number of subscribers, and extension of the technical equipment of all amplification stations in the event of the laying of the Linz-Passau long-distance cable.

TELEGRAPHS AND TELEPHONES (OUTDOOR INSTALLATIONS).

Further additions to the existing connections to provide for new subscribers, in connection with the above-mentioned campaign for increasing the number of subscribers, and the laying of a long-distance cable between Linz and Passau.

II.

BUILDINGS.

All such works have been and are being carried out under contract after the submission of tenders.

TELEGRAPHS AND TELEPHONES (INDOOR INSTALLATIONS).

As regards the technical execution of works of this type, the Directorate-General as a rule invites tenders from Austrian low-frequency concerns, and the contract is awarded accordingly. The delivery of material is always preceded by technical inspection through State officials. In all cases, the administration is entitled to supervise production. Buildings are examined and passed by the building police. As a general rule, the only work which the administration entrusts to its own services—that is, to its own specially equipped workshop—are repairs and all other works required on the existing system, and for the establishment of new connections. In the case of the amplification stations, tenders are not invited, the work being awarded to special firms, as the necessary apparatus is all patented.

TELEGRAPHS AND TELEPHONES (OUTDOOR INSTALLATIONS).

The laying of all long-distance cables and local cables, together with the strengthening of the insulation on the Linz-Bruck a.d. Mur long-distance cable, was carried out under contract after the submission of tenders. The other works were carried out by the public services concerned.

III.

The expenditure incurred up to the end of 1931 was met almost entirely out of credits assigned from the League of Nations Loan and the 1930 International Federal Loan; expenditure in 1932 and 1933 was met out of current resources, and expenditure in 1934 out of the proceeds of the Lottery Loan.

IV.

BUILDINGS.

All material was obtained within the country. Building costs were made up of 45 per cent material and 55 per cent wages, leaving out of account the fact that a large proportion of the cost of material also represents wages.

TELEGRAPHS AND TELEPHONES (INDOOR INSTALLATIONS).

As a general rule, all manufactured articles required for the equipment of exchanges and stations and the construction of subscribers' apparatus is produced in the country itself. The supplying firms also obtain the greater part of their raw materials from within the country. The only exception is the apparatus for

amplification stations, approximately 70 per cent of which is obtained from abroad. In the latter class of work, expenditure on material and wages may be assessed at 80 per cent and 20 per cent respectively; whereas, in the case of the other indoor installations, the respective percentages are 40 per cent and 60 per cent.

TELEGRAPHS AND TELEPHONES (OUTDOOR INSTALLATIONS).

As regards the laying of long-distance and local cables, expenditure on wages and material may be estimated at 60 and 40 per cent respectively, while, in the case of the other works, this ratio is reversed.

ANNEX.

Yearly expenditure on the works enumerated under I :

*Buildings:*

	Schillings
1929 . . . . .	2,670,000
1930 . . . . .	3,960,000
1931 . . . . .	3,220,000
1932 . . . . .	1,650,000
1934 . . . . .	200,000
1935 (for the completion of the building in Vienna XIII) . . . . .	250,000

*Telegraphs and Telephones (Indoor Installations):*

	Schillings
1929 . . . . .	16,885,000
1930 . . . . .	15,798,000
1931 . . . . .	13,123,000
1932 . . . . .	3,310,000
1934 . . . . .	1,350,000
1935 (funds required if more subscribers are obtained and also in the event of the laying of the Linz-Passau cable) . . . . .	6,450,000

*Telegraphs and Telephones (Outdoor Installations):*

	Schillings
1929 . . . . .	25,514,000
1930 . . . . .	25,976,000
1931 . . . . .	10,360,000
1932 . . . . .	15,000,000
1934 . . . . .	1,950,000
1935 (funds required if more subscribers are obtained and also in the event of the laying of the Linz-Passau cable) . . . . .	11,100,000

WORKS ON THE AUSTRIAN FEDERAL RAILWAYS SINCE THE BEGINNING OF 1929.

Description of work	Completed in					In progress	Already projected or plans in preparation	Total	Work executed by		Allocation of expenditure		
	1929	1930	1931	1932	1933				Company's own services	Under contract	Material and equipment		Wages, including social charges
											Supplied by home industries	From abroad	
Millions of schillings													
<b>I. Electrification :</b>													
(a) Second stage of progressive electrification :													
Power stations . . . . .	4.4	0.7	0.3	—	—	—	5.4	—	5.4	1.2	—	4.2	
Electric locomotives. . . . .	3.2	4.6	3.8	3.2	—	—	14.8	—	14.8	3.5	—	11.3	
Other plant . . . . .	13.8	3.1	0.9	0.1	—	—	17.9	—	17.9	4.9	0.9	12.1	
(b) Capacity increases :													
Power stations . . . . .	—	0.4	2.1	0.3	—	—	2.8	—	2.8	0.7	—	2.1	
Other plant . . . . .	—	1.3	0.9	—	—	—	2.2	—	2.2	0.5	0.2	1.5	
(c) Tauern Railway : Cables	—	—	1.4	0.8	—	—	2.2	—	2.2	0.4	0.4	1.4	
(d) Tauern Railway, North Ramp : Electrification	—	—	—	—	2.3	0.7	3.0	—	3.0	0.8	0.1	2.1	
(e) Tauern Railway, South Ramp : Electrification	—	—	—	—	—	7.5	7.5	—	7.5	1.9	0.4	5.2	
<b>Total I . . . . .</b>	<b>21.4</b>	<b>10.1</b>	<b>9.4</b>	<b>4.4</b>	<b>2.3</b>	<b>8.2</b>	<b>55.8</b>	<b>—</b>	<b>55.8</b>	<b>13.9</b>	<b>2.0</b>	<b>39.9</b>	
<b>II. Construction :</b>													
(a) Extensions of Stations and Lines :													
Rebuilding of the Graz Main Station . . . . .	1.5	2.0	0.5	0.1	—	—	4.1	2.1	2.0	1.6	—	2.5	
Rebuilding of the Innsbruck Station . . . . .	0.2	—	0.4	—	—	—	0.6	0.1	0.5	0.2	—	0.4	
Minor rebuilding operations . . . . .	3.9	4.0	1.7	0.3	0.1	0.4	10.8	5.0	5.8	3.1	—	7.7	
<b>Total (a) . . . . .</b>	<b>5.6</b>	<b>6.0</b>	<b>2.6</b>	<b>0.4</b>	<b>0.1</b>	<b>0.4</b>	<b>15.5</b>	<b>7.2</b>	<b>8.3</b>	<b>4.9</b>	<b>—</b>	<b>10.6</b>	

Description of work	Completed in					In progress	Already projected or plans in preparation	Total	Work executed by		Allocation of expenditure		
	1929	1930	1931	1932	1933				Company's own services	Under contract	Material and equipment		Wages, including social charges
											Supplied by home industries	From abroad	
Millions of schillings													
<i>Brought forward.</i>	5.6	6.0	2.6	0.4	0.1	0.4	0.4	15.5	7.2	8.3	4.9	—	10.6
(b) Rebuilding of bridges and sub-structure . . . . .	2.6	2.1	2.0	7.2	9.0	2.1	2.7	27.7	2.4	25.3	15.9	—	11.8
(c) Improvements to permanent way <sup>1</sup> . . . . .	33.5	24.1	28.6	7.6	5.9	24.6	—	124.3	15.0	109.3	93.0	—	31.3
(d) Improvements to safety and signalling gear. . . . .	1.5	1.3	1.0	0.5	0.2	1.2	1.2	6.9	2.3	4.6	5.2	—	1.7
(e) Emergency equipment and track maintenance gear. . . . .	—	0.1	0.1	—	0.1	—	0.4	0.7	—	0.7	0.6	—	0.1
<b>Total II . . . . .</b>	<b>43.2</b>	<b>33.6</b>	<b>34.3</b>	<b>15.7</b>	<b>15.3</b>	<b>28.3</b>	<b>4.7</b>	<b>175.1</b>	<b>26.9</b>	<b>148.2</b>	<b>119.6</b>	<b>—</b>	<b>55.5</b>
<b>III. Workshops and marshalling yards, rollingstock :</b>													
(a) Extensions to workshops and marshalling yards from both the constructional and mechanical points of view . . . . .	1.5	2.5	0.4	—	—	—	0.9	5.3	0.8	4.5	0.7	0.3	4.3
(b) Rolling-stock :													
(1) Coaches . . . . .	39.6	42.2	17.8	2.0	0.5	—	—	102.1	—	102.1	32.1	—	70.0
(2) Locomotives . . . . .	21.3	6.5	13.7	6.4	5.0	0.3	0.8	54.0	0.2	53.8	10.8	2.7	40.5
<b>Total III . . . . .</b>	<b>62.4</b>	<b>51.2</b>	<b>31.9</b>	<b>8.4</b>	<b>5.5</b>	<b>0.3</b>	<b>1.7</b>	<b>161.4</b>	<b>1.0</b>	<b>160.4</b>	<b>43.6</b>	<b>3.0</b>	<b>114.8</b>
<i>Recapitulation.</i>													
Total I. — Electrification . . . . .	21.4	10.1	9.4	4.4	2.3	8.2	—	55.8	—	55.8	13.9	2.0	39.9
Total II. — Construction . . . . .	43.2	33.6	34.3	15.7	15.3	28.3	4.7	175.1	26.9	148.2	119.6	—	55.5
Total III. — Workshops, marshalling yards and rolling-stock . . . . .	62.4	51.2	31.9	8.4	5.5	0.3	1.7	161.4	1.0	160.4	43.6	3.0	114.8
<b>TOTAL . . . . .</b>	<b>127.0</b>	<b>94.9</b>	<b>75.6</b>	<b>28.5</b>	<b>23.1</b>	<b>36.8</b>	<b>6.4</b>	<b>392.3</b>	<b>27.9</b>	<b>364.4</b>	<b>177.1</b>	<b>5.0</b>	<b>210.2</b>

<sup>1</sup> As regards both construction and operation.

## WORK ON FEDERAL ROADS.

*Ad I.* — In the year 1928, the systematic reconstruction of the Federal roads on modern lines was begun especially on the more important trunk roads from east to west and north to south.

This work was designed to improve the roads from the point of view both of direction and camber, with an average road width of 6 metres.

The sections dealt with have been covered with a modern road surface to meet the requirements of motor traffic, due regard being had, as far as possible, to the prevailing traffic conditions.

In all, some 800 kilometres out of the 4,437 kilometres comprised in the Federal road system have been reconditioned on modern lines in the manner described above.

These operations are still in progress and will be proceeded with in the next few years as far as funds permit.

*Ad II.* — The modernisation of the Federal roads has been carried out in the various provinces on uniform lines by the Federal road authorities attached to the provincial governorships, under the supervision of the Federal Ministry of Commerce and of Communications, which is responsible, in the last instance, for the management of the Federal roads.

The above-mentioned operations are paid for out of Federal funds, and are entrusted in the vast majority of cases to qualified contractors after the submission of public tenders.

*Ad III.* — The cost of the road work is met in principle by the provision of the necessary funds in the ordinary and extraordinary budgets.

In order, however, to provide credit facilities for urgent large-scale works, a Federal Law (*B.G. Bl.* No. 44) was passed on March 12th, 1933, which set up the Austrian Road Fund. This fund is invested with independent juridical personality, and was empowered to finance works either through the award of contracts on credit or by the issue of loans. In the present position of the money market, however, advantage has not been taken of the second possibility.

*Ad IV.* — In the case of current improvements, 70 per cent of the cost of the above-mentioned road works goes in wages, expenditure on material representing, in general, a very small item.

In the case of the laying of modern surfaces, however, wages may be assessed at approximately 40 per cent, the remainder being made up of expenditure on materials, overhead and contractors' profits.

Almost all the materials used are of national origin. Only in certain cases, where local considerations appeared to make this essential, were tarred roads given a dressing of asphalt, which, naturally, had to be obtained from abroad.

*Ad V.* — As far as may be judged from the figures for 1933 and 1934, the works undertaken in those two years at a total cost of 60 million schillings represent approximately 6,500,000 labour-days. Allowing for the fact that work is discontinued during the winter months, that means that, during the period from the beginning of March to the end of December, employment was provided for an average of approximately 20,000 workers.

It goes without saying that road works are of benefit to all other branches of economic activity.

FEDERAL MINISTRY OF COMMERCE AND COMMUNICATIONS  
UNDERTAKINGS WITH POWER PLANT BROUGHT IN OPERATION SINCE 1929.

Serial number in 1933 Statistics	Place and name of undertaking <i>Power houses</i>		Percentage used of	(a) Driving machines		Power		Remarks
	Province	District		Annual potential output Kwh. (000's)	Number and type	Nominal performance Kw.	Maximum performance (a) Possible (b) Actually reached Kw.	
	(a) Operation begun (b) Extension (c) In course of construction		(b) Generator					
		Number and current	Nominal performance KVA					
10 a	Bregenz	Vorarlberger Illwerke	$\frac{99}{146,700}$	(a) 4 Fst. (b) 4 Dr.	90,000 120,000	(a) 90,000 (b) 90,000	145,876	Fst. = Free beam turbines. Dr. = Rotary current.
	V.	Vermuntwerk (Parthenen) Bludenz						
		(a) 1931						
31 b	Graz	Steweag	$\frac{73}{116,610}$	(a) 2 Ka. (b) 2 Dr.	16,000 22,000	(a) 16,000 (b) 16,000	85,413	Ka. = Kaplan turbines. Dr. = Rotary current.
	St.	Mixnitz Near Graz						
		(a) 1932						
c	St.	Packsperre Near Graz	$\frac{64}{1,826}$	(a) 1 F. (b) 1 Dr.	600 900	(a) 600 (b) 600	1,158	F. = Francis turbines. Dr. = Rotary current.
		(a) 1932						
128 d	Vienna	Austrian State Railways	$\frac{49}{47,800}$	(a) 7 Fst. (b) 2 Dr. 4 Einph. 2 Gl.	24,920 3,015 19,200 370	(a) 23,000 (b) 19,300	32,986	Fst. = Free beam turbines. Dr. = Rotary current. Einph. = Mono-phase current. Gl. = Continuous current.
	Sa.	Stubachwerk Zell am See						
		(a) 1929						

*In course of construction.*

10 b	Bregenz	Vorarlberger Illwerke	$\frac{—}{(262,000)}$	(a) — (b) —	(122,200) —	(a) (122,200) (b) —	—	7 per cent completed.
	V.	Lunerseewerk Bludenz						
		(c) 1930						
70 r	Linz a/d D.	O. K. A.	$\frac{—}{(5,100)}$	(a) — (b) —	(1,100) —	(a) (1,100) (b) —	—	20 per cent completed.
	O.O.	Gosau IV Gmunden						
		(c) 1924						

## BELGIUM.

### ELECTRICITY.

I (a). — Electric power is produced in Belgium in the form of three-phase alternating current of 50 cycles. In addition to the electric power transmission lines, four new electric supply stations have been created, including one thermic station at Schelle and three hydro-electric stations at Butgenbach, Bévercé and Heid-de-Goreux. In addition, the thermic supply station at Brussels, which was burnt in 1932, has been rebuilt.

The following statement shows the number and power of the generating sets installed in the new stations mentioned above, and those established in the other Belgian supply stations since the beginning of 1929.

#### I. NORTHERN DISTRICT OF FLANDERS.

(a) *Langerbrugge supply station.*

Two turbo-alternator sets of 25,000 kilowatts fed at a pressure of 50 kilogrammes.

One Benson boiler capable of supplying 100 to 135 tons of steam per hour at a pressure of 225 kilogrammes.

Two turbo-alternator sets of 4,000 kilowatts reducing the steam pressure from 200 to 60 kilogrammes.

(b) *Ghent supply station.*

Two turbo-alternator sets of 15,000 kilowatts.

(c) *Zeebrugge supply station.*

One turbo-alternator set of 7,500 kilowatts.

#### 2. DISTRICT OF MIDDLE BELGIUM.

(a) *Sweveghem supply station.*

One turbo-alternator set of 10,500 kilowatts coming from Malines supply station.

(b) *Moll supply station.*

One turbo-alternator set of 10,000 kilowatts

(c) *Schelle supply station.*

Three turbo-alternator sets of 30,000 kilowatts.

(d) *Antoing supply station.*

Two turbo-alternator sets, one of 6,000 kilowatts and the other of 10,000 kilowatts.



3. BRUSSELS DISTRICT.

(a) *Oisquercq supply station.*

One turbo-alternator set of 10,000 kilowatts.

(b) *Brussels supply station.*

Six turbo-alternator sets of 6,000 kilowatts and three turbo-alternator sets of 4,800 kilowatts.

(c) *Schaerbeek supply station.*

Two sets of 25,000 kilowatts.

4. HENNUYÈRE DISTRICT.

A. *Belgian Intercommunal Electricity System.*

*Monceau-sur-Sambre supply station.*

One turbo-alternator set of 10,000 kilowatts.

B. *Hainaut Gas and Electricity Company System.*

*Farciennes supply station.*

One turbo-alternator set of 12,000 kilowatts.

C. *Industrial Auto-producer System.*

*Quaregnon supply station.*

One turbo-alternator set of 50,000 kilowatts fed at a pressure of 67 kilogrammes

One turbo-alternator set of 4,000 kilowatts reducing the steam pressure from 67 to 20 kilogrammes.

5. LIÈGE DISTRICT.

*"Scand" Electricity Supply Stations of Entre-Sambre-et-Meuse and the District of Malmédy.*

*Butgenbach hydro-electric supply station.*

One turbo-alternator set of 1,850 kilowatts.

*Bévercé hydro-electric supply station.*

Three turbo-alternator sets of 3,850 kilowatts.

*Heid-de-Goreux hydro-electric supply station.*

Two turbo-alternator sets of 3,850 kilowatts.

I (b). — A 70,000-volt overhead line is under construction from Flémalle to Bressoux. This line completes the loop starting from the central post of Ougrée to the posts of Romsée, Bressoux, Flémalle-Grande and Neuville en Condroz and returning

to Ougrée. This line belongs to the " Union des Centrales Electriques de Liège-Namur-Luxembourg ".

The erection of a turbo-alternator set of 60,000 kilowatts is being completed at the Schelle station.

The erection of a turbo-alternator group of 25,000 kilowatts is being completed at the Schaerbeek station.

I (c). — A 70,000-volt overhead line is projected from Auvelais to Bois-de-Villers, doubling an existing line on a different route.

Underground conduits of 30,000 volts will join the Charbonnages supply stations to Trivières, Strépy and Maurage, forming part of the group of the supply station of the " Union des Centrales Electriques du Hainaut ".

## II. — The Belgian Government intervenes :

(1) To authorise the use of land or water routes for establishing electric power lines. The authorisations are given in the form of a way-leave, the grant of which is regulated by the following provisions of the Belgian Law of March 10th, 1925, on the distribution of electric power :

" *Article 9.* — A way-leave may be granted to private persons or companies for establishing electric lines over or under the public roads. They are subject to conditions which the competent authorities think fit to impose at the time when they are granted or subsequently.

" *Article 10.* — In no case may the existence of a supply controlled by a commune or conceded by a commune in virtue of the present law prevent a way-leave from being granted with a view to achieving the following objects :

" (a) The transmission of electric power without distribution or sale in the territory of that commune ;

" (b) Permission for an industrial or agricultural undertaking to connect its various seats of operation to its electric power station for its own use ;

" (c) The distribution of electric power to consumers for supplies included in category B<sup>1</sup> ;

" (d) The connection with each other of supply stations of groups belonging to the State, provinces, communes and private persons, set up with the object of granting assistance or exchange with a view to ensuring the better utilisation of the driving engines.

" As regards supply stations belonging to private persons, the advantages of the present provision may only be enjoyed by those whose generating power installed and in working order is at least :

" 500 kilowatts for hydraulic supply stations, stations depending on blast-furnaces, coke-ovens or collieries and, in general, stations using regeneration products ;

" 1,000 kilowatts for any thermic supply stations fed with coal or liquid fuel which apply for connection with a group comprising installations of the preceding category ;

" 1,500 kilowatts for any thermic supply stations applying for connection with one or more stations not using any regeneration product.

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<sup>1</sup> The Belgian stations for the production of electric power are divided into two groups, that of distributors and that of industrial enterprises producing their own power.

“ Moreover, this provision only applies provided the establishments of private persons on which the supply stations depend normally require for their use a maximum quarter-hour power of utilisation at least equal for each category to the generating power mentioned above for the supply station.

“ This last condition, however, shall not apply to the hydraulic supply stations.

“ (e) The feeding of an industrial or agricultural undertaking with electric power when the owner or concessionnaire refuses to supply it on the general subscribers' conditions and, in particular, within the period allowed them by the specifications for supplying the power ;

“ (f) The feeding of an undertaking the operation of which is stopped as the result of an accident during the time strictly required for making the necessary repairs.

“ *Article 11.* — A way-leave is granted by the communes when the lines do not extend beyond the limits of their territory, by the permanent deputation of the provincial council if the lines are established on the territory of several communes, the administrations concerned having been previously heard ; in any case, the decision only becomes valid after it has received the approval of the King, who may amend it.

“ When the lines to be established extend over the territory of more than one province or are prolonged beyond the frontiers of the country, the way-leave is granted by the King, the communal and provincial authorities concerned having previously been heard.

“ A way-leave may only be withdrawn by the authorities which have granted it and subject to the same consultations.

“ *Article 12.* — The right of the owners and concessionnaires shall not prevent the holders of a way-leave from using the electric power which they transmit in order to ensure the working of the auxiliary services in the substations and of lighting the premises allotted to them.”

(2) To authorise by an authoritative act the use of private property for the establishment of electric power lines. These authorisations are given in the form of decrees declaring the work to be one of public utility, the grant of which is regulated by the following provisions of the above-mentioned law of March 10th, 1925 :

“ *Article 15.* — The Government, after instituting an enquiry, may declare by a Royal decree, with an explanatory memorandum, that it is a matter of public utility to establish electric lines over or under private unbuilt land which is not shut in by walls or other equivalent means of enclosure.

“ This declaration confers on the undertaking concerned the right to instal these lines over or under such land, to supervise them and to carry out maintenance and repair work, all on conditions determined in the said decree.

“ The Government may, under the same conditions, authorise the holder of a way-leave to use the rights specified in Article 14.

“ *Article 16.* — Before exercising the rights conferred by Articles 14 and 15, the undertaking concerned must submit for the approval of the authority in charge of the public road a plan of the position and time-limits for installing the transmission lines.

“ This authority must reach a decision within three months of the date of sending the plan, and must notify its decision to the undertaking. After this

time-limit, the latter may transmit its request to the Government, which shall take a decision.

“ The work may only be commenced after the owners and tenants concerned have been directly notified.

“ The execution of this work does not involve any dispossession. The erection of props on the walls or fronts may not affect the owner's right to demolish, repair or increase the height of the buildings. The underground lines and supports placed in open and unbuilt land must be removed at the owner's request if he avails himself of his right to enclose or build upon the property; the cost of removing these lines and supports shall be borne by the party which placed them in position. The owner must, however, give the administration, the concessionnaire or the holder of the way-leave concerned warning in writing at least six months before undertaking the work of demolition, repair, raising the height of buildings, enclosing or building upon the property.

“ *Article 17.* — The undertakings concerned shall indemnify the owners and tenants for any damage which may result from the application of Articles 14 and 15 by an amount estimated either by a friendly agreement or by the competent judge. These indemnities may take the form of an annual amount payable in advance.

“ *Article 18.* — Indemnities for damage resulting from the establishment or operation of an electric power supply are borne entirely by the undertaking concerned, which remains responsible for all harmful consequences towards third parties.”

(3) From the point of view of the security of persons and objects, the installations must be in accordance with the provisions contained in general regulations applying the above-mentioned law, and the special conditions annexed to the decrees of authorisation. The installations erected are supervised by the Government in accordance with the general regulations.

III. — The Belgian State does not intervene in the financing of such installations.

IV. — In principle, the material used for the work is of Belgian manufacture.

V. — These installations are of a kind to exercise some influence on the resumption of economic and industrial activities and on unemployment; since their object is to increase the use of electricity and to supply it on more advantageous conditions, and they provide initial construction work. The direct influence on unemployment is, however, unimportant, since these installations do not call for any considerable supply of labour.

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## GAS.

I (a). — Three principal companies are engaged in the long-distance transport of coal gas :

A. The gas supply company “ Distrigaz ”, whose high-pressure supply systems (1 kilogramme on an average) total 250 kilometres and extend into the provinces of Brabant, Hainaut, Antwerp and Western Flanders.

This company obtains gas from :

- (a) Coke-works of Brabant with two factories, one at (Pont-Brûlé) Grimbergen and the other at Hoboken ;
- (b) Central carbonisation works at Tertre ;
- (c) Coke-works of Le Marly ; works at Neder-Over-Hembeek ;
- (d) La Providence ; works at Marchienne-au-Pont ;
- (e) Ougrée-Marihaye ; works at Monceau-sur-Sambre ;
- (f) Boël works ; works at La Louvière.

The maximum annual capacity of gas production available from coke-ovens is 400 million cubic metres.

B. The company for the purchase and sale of gas (Savgaz), whose high-pressure system (1 kilogramme on an average) totals 46 kilometres and extends into the Province of Liège.

This company obtains gas from :

- (a) Espérance et Londoiz ; works at Jemeppe ;
- (b) John Cockerill Company ; works at Seraing.

The maximum annual capacity of gas production available for distribution is 100 million cubic metres.

C. The General Gas and Electricity Company (Gazelec), whose high-pressure supply system (0.3 kilogramme on an average) totals 200 kilometres and extends into Western Flanders, Eastern Flanders and a part of the Province of Antwerp.

This company is supplied direct with gas by the " Union Chimique " works at Zandhoven, the Clabecq foundries, works at Vilvorde, and also by the Distrigaz.

The maximum annual capacity of gas production available from the two direct producers is 48 million cubic metres.

Apart from the long-distance gas supply system of the three companies mentioned there are :

- (a) A branch line connecting the gasworks of St. Trond to Hasselt ; the supply is 2 million cubic metres per year ;
- (b) A branch line connecting the coke-ovens of Zeebrugge to Bruges ; the maximum annual capacity of gas production available for distribution is 16 million cubic metres ;
- (c) A branch line Croix-Courtrai connecting the network of the District Supply Company at Croix in France with that of the Gas and Electricity Company of Courtrai ; the annual supply is 4 million cubic metres.

The new works are those of Pont-Brûlé, Tertre and Le Marly. In the works of Hoboken, a new set of coke-ovens with a capacity of 800 tons of coal per day has been installed.

I (b). — Nil.

I (c). — The establishment of a high-pressure main by Distrigaz is provided for between Leuze and Renaix.

II — (a). The various constituted authorities take steps to authorise the use of the roads under their administration.

There is no law providing for the use, by administrative act, of private property for laying down gas-mains.

The following clause is inserted in the authorisation decrees :

“ The Administration reserves the right to provide for the change, removal or suppression of works authorised and the re-establishment of the property in its original state, if it thinks this necessary for any reason, and particularly if the holder of the authorisation does not comply with the conditions imposed. The latter's attention is drawn to the fact that this provision may be applied if a law is published concerning the general statutes regulating the production, transmission and distribution of gas.”

In view of the growing importance of the questions raised by the development in the use of coal gas and the long-distance supply of gas, the Belgian Government considered that it should lay down special regulations for the gas industry.

In order to prepare the ground for the legislator, a Commission has been formed, which has submitted a report.

(b) From the point of view of the safety of persons and property, supervision is carried out in the public domain by the administrations responsible therefor.

III. — The Belgian State does not intervene in the financing of these installations.

IV. — As far as possible, the material is furnished by Belgian industry ; as regards certain parts and accessories, especially for gas-mains, recourse is had to foreign industry, either because it specialises in such manufactures or on account of international arrangements made between constructors.

V. — The installations are of a kind to exercise a certain effect on the resumption of economic and industrial activities and on unemployment, since their object is to increase the use of gas and to supply it on more advantageous conditions, and they provide initial construction work. The influence on unemployment is, however, in some cases offset by the dismissal of workmen in gasworks which are no longer used.

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## WORKS ON WATERWAYS.

I. — Works on waterways may be divided into two groups.

### A. MAJOR WORKS.

These works were decreed by the Law of April 24th, 1928. This law instituted, under the title “ Special Major Works Fund ”, an autonomous public body for the purpose of carrying out the following works on behalf and for account of the State, on the authority and responsibility of the Minister for Public Works :

- (1) Completion of the Charleroi-Brussels canal ;
- (2) Meuse conservancy works ;
- (3) Lower Sambre conservancy works ;
- (4) Improvement of the canal from Liège to Maastricht ; of the canal from Maastricht to 's Hertogenbosch ; of the Meuse-Scheldt junction canal ; of the branches to Beverloo, Hasselt and Turnhout ; and of the canal Turnhout to Antwerp ; construction of a direct canal between Liège and Antwerp ;
- (5) Construction of quays, branches, ports, roads, railways, junctions, stations and other concomitant works.

For the execution of these works, the fund will possess, under the above Law of April 24th, 1928, a sum of 1 milliard 800 million francs, increased to 3 milliard 300 million francs by the Law of August 12th, 1933.

This sum will be placed by the State at the disposal of the fund, as follows :

During the year	Millions of francs
1928. . . . .	127
1929. . . . .	250
1930. . . . .	280
1931. . . . .	270
1932. . . . .	250
1933. . . . .	400
1934. . . . .	400
1935. . . . .	350
1936. . . . .	300
1937. . . . .	200
1938. . . . .	200
1939. . . . .	150
1940. . . . .	150
1941. . . . .	73

The sums made available for the fund are included each year in the extraordinary budget of the State and are paid into the budget for the sake of regularity.

(1) *Completion of the Charleroi-Brussels Canal.*

The object is to widen the Charleroi-Brussels canal between Clabecq and the Brussels docks, so as to make it accessible for vessels of 600 and even 1,350 tons, and to use it also for draining off the upper flood waters of the Senne.

The last section of this work between the new lock No. 54 at Molenbeek St. Jean and the Brussels docks is at present in hand.

Up to August 1st, 1934, the fund had expended about 333 million francs on this work ; another 50 million francs will still have to be spent to ensure its completion.

There is every reason to anticipate that the whole canal will be open for regular traffic in 1935.

(2) *Meuse Conservancy Works.*

The main object is to forestall the disastrous floods of the Liège Meuse and to improve Meuse shipping facilities in the Liège province. For this latter part of the programme, the plans had to be on an ambitious scale, seeing that the Liège industrial basin will very shortly be connected with the Rhine and the Scheldt at Antwerp by wide waterways accessible to deep-draught vessels.

This scheme involves a modification of the river profile by the substitution of three high barrages in place of seven low barrages and by dredging, the regularisation of the river and, in particular, its widening in many sections. Embankment and "heightening" works will also have to be undertaken. Quay-sides and several bridges will have to be reconstructed.

Numerous works have already been carried out :

(1) The Ile Monsin barrage at Liège, which is the key to the whole Meuse system, has been completed ;

(2) The Ramet-Yvoz barrage is nearing completion ;

(3) Dykes have been built along a distance of 35 kilometres ; according to circumstances, these dykes consist of gravel-clay puddling, quay-walls with or without parapets, or simple parapets added to existing walls.

Ten new highway bridges have been built in the Liège region.

Up to the present, the Meuse works have cost about 280 million francs.

(3) *Lower Sambre Conservancy Works.*

The object is to protect certain localities from flooding, to regulate flow and allow vessels of 600 tons to navigate with ease between Jambe-de-Bois, Monceau and Namur.

The method used has been to ensure a steady fall and regular cross-profile for the Lower Sambre, with new barrages, the entrances to which are on a level with the regular longitudinal profile to be established, and new locks, 110 by 12.50 metres, capable of taking 600-ton vessels.

The cross-profiles provided for should allow a uniform flow, at the 5 to 5.45 metres maxima levels of the heaviest spates.

Work is in progress on the Charleroi cut, at Mornimont and at Namur.

Up to August 1st, 1934, about 55 million francs have been expended.

(4) *Improvement of the Campine Canals and Excavation of a Direct Canal (the Albert Canal) between Liège and Antwerp.*

(a) *Campine Canals.*

The " Major Works Fund " is only concerned with a part of the canal from Liège to Maastricht, the Belgian part of the canal from Maastricht to 's Hertogenbosch and part of the Meuse-Scheldt junction canal situated between Bocholt and Hérenthals. The Liège-Petit-Lanaye sector of the Liège-Maastricht canal, and the last (Hérenthals-Antwerp) portion of the Meuse-Scheldt junction canal will be incorporated in the future Albert Canal.

The object of the proposed improvements is to allow 600-ton vessels to navigate freely and easily pending the completion of the direct waterway now in course of construction.

These improvement works, which mainly consist of widening, straightening out bends and deepening the bed, transforming moving bridges into fixed bridges, etc., should be completed by the end of 1934, by which time our northern neighbours will probably have opened the Juliana Canal now under construction.

The sums invested in these works amount to about 107 million francs.

(b) *Direct Canal from Liège to Antwerp (Albert Canal).*

This canal, passing through the Limburg mining basin, will connect up industrial Liège direct with Antwerp, will be situated entirely within Belgian territory and will be accessible for vessels of 1,350 and even of 2,000 tons.

From Liège to Lanaye, the new canal will follow the course of the Liège-Maastricht canal, which will be appreciably widened. The canal will join the Meuse at the Ile Monsin by means of a lock and sluice. From Lanaye to Hasselt the new canal will be dug in virgin soil ; from Hasselt to Quaedmechelen it will follow the branch canal duly widened and improved ; from Quaedmechelen to Hérenthals it will be dug in virgin soil, and, finally, from Hérenthals to Antwerp it will follow the course of the Meuse-Scheldt junction canal.



The new canal will have no summit-level reach and will only have six locks, its real length being 126 kilometres and its virtual length 156 kilometres.

Of the large undertakings already in hand, or completed, we should mention :

(a) The dyke walls and quay walls at Lixhe and Haccourt, at a cost of 35 millions ;

(b) The digging of the bed and the throwing up of the dykes between Haccourt and Briegden. This work, now terminated, involved the cutting of trenches 10 kilometres long and in some cases 64 metres deep and 200 metres wide at the top.

This undertaking will have cost about 480 millions.

(c) The cutting of the canal across the Meuse and Scheldt basins watershed at Eygenbilsen. Difficulties were caused by the very unfavourable geological strata that had to be cut through ; this strata consisted of sandy and very aquiferous and retentive clay.

Results up to date prove that the means employed have been successful.

For this work, 35 million francs have already been allotted.

(d) Finally, the Hérenthals-Antwerp sector is practically one line of continual work consisting of various undertakings, some completed and others well on the road to completion.

Up to August 1st, 1934, the sums expended on these two groups of works : (a) Campine Canals, (b) Albert Canal, amount to 968 millions.

#### B. ORDINARY AND EXTRAORDINARY WORKS ON WATERWAYS.

In addition to the major works referred to above, the Department of Public Works has caused other works of a hydraulic nature to be undertaken, the expenditure being as follows :

##### 1. Canals, Rivers, etc.

	Ordinary	Budgets		Total
		Exceptional	Extraordinary	
		(In millions of francs)		
1929. . . . .	18.5	9.7	31.4	59.6
1930. . . . .	23.0	20.6	24.7	68.3
1931. . . . .	27.5	29.3	36.6	93.4
1932. . . . .	25.5	47.2	11.8	84.5
1933. . . . .	21.0	31.9	37.4	90.3
1934. . . . .	47.0	—	52.1	99.1
Total . . . . .	162.5	138.7	194.0	495.2

##### 2. Ports, Coastal Works, etc.

	Ordinary	Budgets		Total
		Exceptional	Extraordinary	
		(In millions of francs)		
1929. . . . .	8.2	1.1	23.2	32.5
1930. . . . .	12.8	46.2	45.6	104.6
1931. . . . .	23.1	8.9	30.1	62.1
1932. . . . .	21.6	5.6	5.0	32.2
1933. . . . .	18.1	1.0	4.2	23.3
1934. . . . .	19.6	—	9.6	29.2
Total . . . . .	103.4	62.8	117.7	283.9

These works mainly consist of the reconstruction and restoration of works destroyed or damaged during the 1914-1918 war (bridges, locks, dykes, piles, etc.), the reparation of breaches caused in canals and rivers by floods, dyking, straightening, dredging to prevent flooding and improve navigability, etc. They also include new works, such as the fishing ports of Ostend and Zeebrugge.

II. — All the works are carried out for account of the State, and are paid for by the State. They are studied and managed by the Administration of Bridges and Highways, which submits them to public tender.

All plans, measurements and estimates of cost are prepared by the Administration.

III. — The works are carried out with money supplied by the State. The cost is entered, according to its nature, in the ordinary, exceptional or extraordinary budgets, which are submitted to the legislative Chambers each year for approval.

IV. — The equipment used is mainly of Belgian origin, except a few special machines not manufactured in the country which have had to be imported from abroad.

The labour employed is almost exclusively Belgian. In certain undertakings, however, there are a few specialised workers, whom the contractors have employed for several years and whom they continue to employ.

The labour employed *direct* by the contractor *on the spot* may be estimated at between 25 and 30 per cent.

As, however, the materials employed are almost exclusively of Belgian origin, their preparation and transport must have given employment to a large number of workmen.

V. — The execution of public works has had a satisfactory effect on the economic and industrial depression and on unemployment. Their influence is much greater than appears at first sight. Though labour employed *direct* on the works only represents a slight percentage (25 to 30 per cent) of the cost of the works, the labour employed *indirectly*, in manufacturing, preparing and transporting materials, is to be estimated at about 50 per cent, so that *direct* and *indirect* labour together would account for about 80 per cent of the cost of the work.

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## ROADS.

I and II. — In 1928, the Legislature voted a credit of 600 million Belgian francs for extraordinary repairs to State roads, the spending of this money to be spread over five years.

In 1933, it voted a further credit of 800 million francs to be spread over six years for the same purpose.

In addition to these extraordinary repairs, the Directorate of Roads spends large sums annually on the construction, straightening out or widening of State roads, the building and rebuilding of bridges, the abolition of level-crossings and the acquisition of the necessary land.

It also ensures the ordinary upkeep of the roads.

All this work is carried out direct for the State without the intervention of any concessionnaires.

The work is divided up according to roads, sections of roads or individual undertakings, and is submitted to public tender.

As the undertakings are very numerous and varied each year, a long and detailed list of them could hardly be of any interest to the League of Nations.

III. — Expenditure on State roads is charged, *as regards upkeep*, to the ordinary budget; *as regards extraordinary repairs, new construction work, the acquisition of land, etc.*, to the extraordinary budget.

There is no special method of financing in the case of roads. All the resources utilised, either under the ordinary or the extraordinary budget, are derived from the same source as all the other State revenue.

IV and V. — I cannot reply adequately and in detail to these two questions. On the one hand, the work on our roads is extremely varied and the proportion of labour employed varies very considerably, not only as regards those actually engaged on the work, but in the industries which manufacture or prepare materials for the roads; moreover, the Administration submits both the supply and the utilisation of the materials and all accessory work to public tender.

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## BUILDINGS.

I and II. — The principal undertakings carried through by this Directorate since the beginning of 1929 are the centralisation of museums in the Palais du Cinquantenaire, the termination of the right wing of the Royal Palace, the building of gendarmerie barracks, and buildings for the Department of Education.

We do not think that a list of these works with an indication of the resultant expenditure can be of any interest to the League of Nations.

III. — Expenditure is charged, for ordinary and special expenditure on the upkeep of buildings, to the ordinary budget; for new constructional work, enlargement and the acquisition of land, to the extraordinary budget.

IV and V. — It is not possible to reply to the question concerning the allocation of expenditure (materials, plant, wages, etc.) without undertaking very long and minute statistical researches, which the Administration, indeed, would not be in a position to undertake, because it submits all works, including the supplying and utilisation of various materials, to public tender.

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**UNITED KINGDOM OF GREAT BRITAIN  
AND NORTHERN IRELAND.**

MEMORANDUM.

His Majesty's Government, in considering the request of the Council and Assembly of the League of Nations for information on the subject of public works, have noted that the present enquiry relates to important programmes of public works carried out by national means. His Majesty's Government have already indicated their views on this subject at various stages in the course of discussion on international works, and they have in no degree departed from those views.

2. His Majesty's Government feel some difficulty in answering the present request in any detail by reason of the large number and wide diversity of schemes carried out in this country falling under the categories set out in the Annex. Every year a considerable number of public works are carried out as part of the normal activities of central and local government, while, in addition, in the period before 1931, and especially in the years 1929 to 1931, special programmes were undertaken with a view to providing work for the unemployed.

Moreover, in limiting details to the period since 1929, they feel that a misleading impression would be created, as the schemes for that period would fail to disclose how much of the available field had already been covered by earlier activities, whether normal or in the form of earlier special programmes.

3. Some idea of the volume of public work carried out can be obtained from the following figures. The total capital expenditure since 1919 on subsidised housing is well over £700,000,000. About £130,000,000 has been spent in the same period on road schemes, and about £120,000,000 on telephone development. Further substantial expenditure on these services is still being incurred, and, in particular, as regards housing, a national effort is being made at considerable cost to ensure a speedy end to the evil of slums. Over the same period, schemes of a wide range of types to an estimated total cost of £190,000,000 and numbering 17,640 were assisted by grants made by a special Committee, the Unemployment Grants Committee. Power to make State grants in the case of this Committee has now expired.

4. These are merely the major items. Smaller sums have been spent by statutory companies with State aid on the development of their undertakings and by public authorities on land settlement, land drainage, assistance for colonial development, fishery harbours, rural water supply, etc. In addition, considerable sums have also been spent by local authorities and public and other bodies without State assistance, or, in some cases, with State assistance in the form, not of grants, but of guarantees of loans raised to finance the work.

5. His Majesty's Government find a similar difficulty, in view of the wide diversity of schemes, in answering questions II and III of the enquiry, though, in brief, it may be said that the works in question have been, in general, actually carried out by the authority normally responsible for the service in question by the methods (*e.g.*, by contract or direct labour, from loan or revenue account, etc.) which they

would normally adopt. The vast majority of the works have been financed by borrowing, and the State assistance in most cases has taken the form of a direct continuing contribution, either specifically or indirectly, towards interest and in many cases towards sinking fund as well.

6. As regards question IV of the enquiry, here, again, it is difficult to generalise, since the amount of employment provided varies considerably as between different schemes ; but an examination of a number of individual schemes disclosed that an expenditure of £1,000,000 provided employment for about one year for 4,000 men, including not merely those engaged actually on the work, but also those engaged on the provision of materials, transport, etc., in connection therewith.

7. As regards question V, the principle of having regard to the state of employment in approving the execution of public works appears in an Act of Parliament as early as 1909. But the amount of employment provided cannot, in the view of His Majesty's Government, be the paramount consideration ; the ultimate test of each work must be its social or economic value. Experience in recent years in this country has shown that the stimulation of special works selected primarily in respect of their employment-providing capacity has an effect on the employment position which is small relative to the heavy expenditure incurred, and the works, when completed, leave burdens on national and local finances which impede the recovery of normal activity.

8. His Majesty's Government have on a number of occasions stated their view that the expansion of normal activity will most surely and rapidly be brought about by the creation of confidence by steady policy—in particular, financial confidence by a balanced budget, the lowering of rates of interest with resultant cheap and plentiful capital, and, in so far as Government action is possible, by the creation of facilities for and the removal of hindrances to trade.

9. Public works are part of the normal activities of the State and of local and public authorities, and they are continuing and will continue in this country subject to the test of their value to the community ; but the experiment of large-scale public works as a method of dealing with unemployment has been tried and has failed, and it is not intended to repeat it.

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## BULGARIA.

[*Translation.*]

### MINISTRY OF NATIONAL ECONOMY (DIRECTORATE OF AGRICULTURE AND STATE DOMAINS).

In virtue of the law on land-ownership based on labour, the land at the disposal of the State is distributed to peasant families who have no land or insufficient land, with the object of giving them some means of livelihood and thus attenuating the effects of unemployment. An "Agrarian Fund" was constituted for this purpose, comprising a total of 4,289,000 decares.

Out of this special fund, the Bulgarian Government has placed 1,608,000 decares at the disposal of the refugee settlement scheme. A further 1,126,645 decares have been directly distributed by the organisation of the fund to 65,030 families.

The land thus distributed will be paid for by the settler families in the course of twenty years, in equal annual instalments fixed in accordance with the order laid down in the law on land-ownership based upon labour.

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### CONSTRUCTION OF TRAMWAYS.

The new tramways constructed by the Municipality of Sofia between 1929 and 1933 inclusive measure 15,000 metres in length. The total cost of these works amounts to 27,000,000 leva, made up as follows : 5,250,000 leva for wages ; 21,750,000 leva for material, the greater part of which (18,750,000 leva) was obtained from abroad.

The execution of these works was carried out directly by the authorities—that is, by the Tramways and Electric Light Department—with the funds provided for the purpose in the ordinary budgets of the Municipality of Sofia.

During the same period, the Tramways Department also erected various administrative buildings, depots and tramway stations, to the total value of 17,614,448 leva. These works were executed for the most part (16,261,376 leva) under contract, the remainder being executed by the authorities. The expenditure was charged to the ordinary budgets of the Municipality of Sofia.

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### MINISTRY OF COMMUNICATIONS (DIRECTORATE OF BRIDGES AND HIGHWAYS).

The following figures give a summary of the position as regards expenditure from 1929 to 1933 inclusive on road improvements (building, remaking, and repair of roads) and the building and repair of bridges :

Year	Total cost of works	Cost of material	Cost of labour employed	Contractor's percentage (10 per cent) and administrative expenses (5 per cent)
	Leva	Leva	Leva	Leva
1929. . . . .	96,673,500	27,995,451	54,177,024	14,501,025
1930. . . . .	64,172,980	20,942,481	33,604,552	9,625,947
1931. . . . .	9,527,728	2,881,244	5,217,325	1,429,159
1932. . . . .	7,320,000	1,592,100	4,629,900	1,098,000
1933. . . . .	12,227,000	2,419,595	7,973,355	1,834,000
Works in contemplation				
1934. . . . .	11,200,000	3,434,500	6,087,500	1,680,000
Total . . . . .	<u>201,121,208</u>	<u>59,263,371</u>	<u>111,689,656</u>	<u>30,168,181</u>

The credits required for the execution of the above works, which were carried out either directly by the authorities or under contract, were included in the ordinary budgets of the State.

### THE MINISTRY OF COMMUNICATIONS.

The following figures summarise the position as regards expenditure from 1929 to 1933 inclusive on works connected with water supplies in various parts of the Kingdom :

Year	Total cost of works	Cost of material	Cost of labour employed
	Leva	Leva	Leva
1929. . . . .	400,357,653	267,607,123	132,750,530
1930. . . . .	187,872,337	132,054,407	55,817,930
1931. . . . .	71,135,324	46,100,280	25,035,044
1932. . . . .	67,241,777	50,939,652	16,302,125
1933. . . . .	54,936,431	37,113,959	28,822,472
Works in progress or in contemplation.			
1934. . . . .	83,126,271	64,501,901	18,624,370
Total . . . . .	<u>875,669,793</u>	<u>598,317,322</u>	<u>277,352,471</u>

### THE MINISTRY OF COMMUNICATIONS (ARCHITECTURE SECTION).

#### A. PUBLIC BUILDINGS BEGUN SINCE THE BEGINNING OF 1929 AND NOW COMPLETED.

These buildings, numbering 173, include schools, museums, homes, refuges, archbishops' palaces, churches, asylums, banks, markets, abattoirs, public baths, post offices, theatres, stock exchanges, sanatoria, hospitals, libraries, and the new buildings of the Ministry of Finance at Sofia.

The total cost of these works is 468,693,000 leva, of which 100 millions represent the cost of labour, the remainder being the cost of material and equipment supplied by national and foreign industries.

### B. BUILDINGS UNDER CONSTRUCTION.

These buildings, numbering fifty, include hospitals, homes, archbishops' palaces, law courts, mineral baths, communal schools and other buildings, to a total value of 125,180,000 leva, made up as follows : 25 millions for wages and the remainder for material.

### C. PUBLIC BUILDINGS THE CONSTRUCTION OF WHICH IS IN CONTEMPLATION FOR 1933-34.

New buildings and buildings under construction (technical schools, high schools, hospitals), to the value of 9,830,000 leva, of which 2 millions represent the cost of labour and the remainder the cost of material and equipment.

The construction of all public buildings without exception is carried out under contract, in conformity with the laws in force in the country. No loan is contemplated or granted for building purposes. The cost of construction of public buildings for State requirements is charged to the ordinary budgets of the State, the cost of other buildings being charged to the budgets and funds of the regional or local administrations or public corporations, such as professional organisations, associations, etc.

The State budget having been very much cut down on the expenditure side during the last few years, the construction of public buildings has been reduced to the indispensable minimum. The execution of the construction programme of the Ministry of Communications, which will cost 745,300,000 leva, has also been postponed. This programme includes the erection of buildings for the Ministries of Education, Justice, National Economy, and the Interior, and the completion of the Academy of Fine Arts at Sofia, the Ethnological Museum, and several high schools, hospitals and clinics.

The average wages in Bulgaria being 80 leva, the above-mentioned figures may be taken as showing that the construction of public buildings has furnished an average of 312,500 days' work per annum during the period 1929-1933. Such works will provide 25,000 days' employment during the current season.

If the Ministry had had at its disposal the funds necessary for carrying out its building programme within the space of two years, the execution of the works would have furnished, on an average, about one million days' employment per annum, and this would have considerably reduced unemployment in the country.

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## CANADA.

I. — The following table shows the capital expenditures of the Dominion Government for the years 1929-1934.

*Table I. — Capital Expenditure.*

	1929-30	1930-31	1931-32	1932-33	Estimated 1933-34	Total 1929 to 1934
	\$(000's)					
Canals . . . . .	9,324	9,842	3,299	3,027	1,987	27,479
Railways . . . . .	6,663	6,371	6,242	1,503	767	21,546
Public works . . . . .	6,574	12,009	7,439	4,018	3,816	33,856
Total capital expenditure	22,561	28,222	16,980	8,548	6,570	82,881

To the above amounts must be added certain special expenditures on public works undertaken by the Dominion Government in connection with unemployment relief under various Relief Acts. These cover public buildings, harbour and river improvements, elimination of grade crossings, national parks, railways and canals, etc., and include grants to the Department of National Defence, under the supervision of which unemployment relief camps are operated. Expenditures of this type are as follows :

*Table II. — Special Expenditure by Dominion Government under Relief Acts on Public Works.*

Under Relief Act of	\$
1930 . . . . .	537,000
1931 . . . . .	5,170,000
1932 . . . . .	1,086,000
1933 . . . . .	7,619,000
1934 . . . . .	408,000
Total . . . . .	14,820,000

In addition to the above direct expenditure, the Dominion Government, under various Relief Acts from September 1930 to April 1934, has made direct grants for public works carried out by provinces and municipalities amounting to about \$40,000,000. These direct grants for public works have been supplemented by loans to certain provinces for the same purpose, which, by March 31st, 1934, amounted to about \$10,000,000. This expenditure has been devoted chiefly to improvements on highways, the construction of public buildings, sewers, waterworks and various other projects.

On June 30th, 1934, the Dominion Government passed the Public Works Construction Act, which provides for expenditure up to \$40,000,000. This is to be distributed as follows in the suggested categories :

	\$
(a) Roads and bridges . . . . .	1,276,000
(b) Railway lines, tramways . . . . .	75,000
(c) Agricultural land reclamation . . . . .	—
(d) Canals and other inland waterways . . . . .	1,273,200
(e) Land improvement, reforestation . . . . .	—
(f) Drinking-water supplies, sewage disposal . . . . .	16,500
(g) Work on sea and river (and lake) ports . . . . .	11,298,100
(h) Airports . . . . .	—
(i) Building and construction work . . . . .	22,993,750
(j) Electric installations, hydro-electric, etc. . . . .	—
(k) Gasworks . . . . .	—
(l) Telegraph and telephone . . . . .	57,500
(m) Other work . . . . .	<u>2,700,000</u>
Total . . . . .	39,690,050

The following table summarises Dominion expenditure on public works provided for to date :

*Table III. — Summary of National Public Works Expenditure March 1929 to June 1934.*

	\$
I. Regular capital expenditure . . . . .	82,881,000
II. Direct Dominion expenditure on public works under Relief Acts . . . . .	14,820,000
III. Grants to provinces and municipalities . . . . .	40,000,000
IV. Loans to provinces for public works . . . . .	10,000,000
V. Public Works Construction Act, 1934 . . . . .	<u>39,690,050</u>
Total . . . . .	187,391,050

II. — The direct expenditure of the Dominion Government on public works as shown above has been on the initiative and under the supervision of the Federal Government. Some of the works have been carried out directly by the Dominion authorities—as, for example, in the case of projects undertaken by the unemployment camp authorities—but, generally, they have been completed under contract.

Financial assistance is given to the provinces and municipalities on the basis of a general agreement under which the Dominion Government undertakes to provide for a certain proportion of the expenditure on projects submitted and approved by the Governor-in-Council.

III. — Item I of Table III, the summary of expenditure, is budgeted for as regular capital expenditure. Items II, III and IV are provided for under Relief Acts and are carried as special expenditure. Item V is authorised under the Public Works Construction Act, 1934. All expenditure on authorised public works is paid out of the Consolidated Revenue Fund, and no part of it has been financed from any designated source of revenue or by means of a particular loan.

IV. — No estimate available.

V. — It is believed that the execution of the public works has stimulated economic and industrial activity and has been an important factor in relieving unemployment in Canada.

The following table shows the classes of work which have been undertaken by the provinces, from the Unemployment Relief Fund as at March 16th, 1931 :

Table A. —

Emplacement	Chaussées, routes et trottoirs, non compris la grande route transcanadienne	Egouts, conduites d'eau principales, conduites de gaz principales, services de la police, de l'incendie et des téléphones	Digues, barrages, amélioration des fleuves et des lacs, travaux de récupération de terrains, et quais	Ponts et ponceaux	Brossage, nettoyage, émondage des arbres et amélioration des parcs	Construction et réparation d'édifices publics, travaux d'excavation pour des édifices publics et travaux d'amélioration d'urbanisme
	Highways, roads and sidewalks, other than trans-Canada highway	Sewers, water-mains, gas-mains, police, fire, telephone systems	Breakwaters, dams, river and lake improvements, reclamation work and wharves	Bridges and culverts	Brushing, clearing, tree trimming and park improvements	Public buildings and repairs to public buildings, excavation for public buildings and civic improvements
	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars
Ile du Prince-Edouard..	94.000	—	10.000	54.000	—	42.000
Nouvelle-Ecosse. ....	976.900	476.252	—	274.500	3.300	125.100
Nouveau-Brunswick ...	137.274	4.200	10.000	—	—	350.000
Québec. ....	1.405.300	1.443.300	—	702.200	—	2.900.000
Ontario. ....	4.241.281	9.665.493	882.850	53.850	374.671	—
Manitoba. ....	881.770	83.015	5.625	1.333.000	36.500	625
Saskatchewan. ....	1.014.160	1.130.801	12.500	257.400	169.652	253.550
Alberta. ....	1.466.475	1.053.158	10.000	156.000	28.000	12.000
Colombie britannique ..	1.445.648	768.282	33.700	10.080	220.835	156.550
Yukon. ....	—	—	—	—	—	—
Fonds des passages à niveau. ....	—	—	—	—	—	—
« Canadian Pacific Railway ». ....	—	—	—	—	—	—
« Canadian National Railways ». ....	—	—	—	—	—	—
Parcs du Dominion. ....	—	—	—	—	37.000	—
<b>Totaux. ....</b>	<b>11.662.808</b>	<b>14.624.501</b>	<b>964.675</b>	<b>2.841.030</b>	<b>869.958</b>	<b>3.839.825</b>

municipalities and railways, etc., with the aid of the contributions made by the Dominion Government

*Classification of Work.*

Travaux d'amélioration, d'urbanisme et de secours non indiqués ailleurs	Grandes routes provinciales	Grandes routes transcanadiennes	Passages souterrains et suppression des passages à niveau	Construction de voies ferrées	Frais afférents aux denrées alimentaires et au bétail	Totaux	Location
Civic improvements and relief works not elsewhere included	Provincial highways	Trans-Canada highways	Subways and grade-crossing eliminations	Railway construction, etc.	Freight on feed and live-stock	Total	
Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	Dollars	
—	—	—	—	—	—	200.000	Prince Edward Island.
* 150.000	—	305.645	157.939	—	—	2.469.636	Nova Scotia.
146.000	667.000	48.000	—	—	—	1.362.474	New Brunswick.
2.753.000	—	—	995.500	—	—	10.199.300	Quebec.
62.776	—	285.000	—	—	—	15.565.921	Ontario.
6.250	—	—	133.800	—	10.000	2.490.585	Manitoba.
—	—	—	—	—	—	2.838.063	Saskatchewan.
25.000	—	—	—	—	—	2.750.633	Alberta.
25.225	—	58.000	—	—	—	2.718.320	British Columbia.
20.000	—	—	—	—	—	20.000	Yukon.
—	—	—	2.445.312	—	—	2.445.312	Grade-crossing Fund.
—	—	—	—	14.119.403	—	25.633.403	Canadian Pacific Rly.
—	—	—	—	11.514.000	—	11.514.000	Canadian National Rlys.
—	—	—	—	—	—	37.000	Dominion parks.
3.188.251	667.000	696.645	3.732.551	25.633.403	10.000	68.730.647	Total.

Table B. — Volume of Employment created up to February 28th, 1931, by carrying out the Public Works and Undertakings enumerated in Table A.

Locality, etc.	Individuals given employment <sup>1</sup>	Number of man-days' work given
Nova Scotia . . . . .	30,462	403,260
Prince Edward Island . . . . .	1,143	8,399
New Brunswick . . . . .	24,941	161,179
Quebec <sup>2</sup> . . . . .	39,393	385,518
Ontario . . . . .	43,000	1,590,000
Manitoba . . . . .	21,574	182,681
Saskatchewan . . . . .	19,554	379,174
Alberta . . . . .	15,800	234,711
British Columbia . . . . .	24,509	414,649
Yukon . . . . .	150	2,096
Canadian Pacific Railway . . . . .	4,645	138,166
Canadian National Railways . . . . .	3,180	75,522
Total . . . . .	228,351	3,975,355

The above table takes no account of men engaged in the production and distribution of the materials of all kinds necessarily involved.

At the date of this report, March 1st, 1932, there had been approved under the agreements with the provinces the amounts shown in the following table as a Dominion contribution to municipal and provincial expenditures for public works.

Table C. — Dominion Contributions to Provincial and Municipal Expenditures as at March 1st, 1932.

Province	Travaux municipaux	Travaux provinciaux	Grandes routes provinciales	Grandes routes transcanadiennes	Total
	Municipal works	Provincial works	Provincial highways	Trans-Canada highways	
Ile du Prince-Edouard — Prince Edward Island . . . . .	Dollars 11,125,—	Dollars 12,500,—	Dollars 101,375,—	Dollars —	Dollars 125,000,—
Nouvelle-Ecosse—Nova Scotia . . . . .	193,508,32	7,500,—	399,778,71	399,136,35	999,923,38
Nouveau-Brunswick — New Brunswick . . . . .	117,400,—	146,222,50	412,070,—	74,000,—	749,692,50
Québec — Quebec . . . . .	3,992,107,50	342,700,—	309,000,—	—	4,643,807,50
Ontario . . . . .	3,745,000,—	180,833,34	2,240,000,—	2,625,000,—	8,790,833,34
Manitoba . . . . .	1,938,079,13	398,902,38	333,005,—	262,000,—	2,931,986,51
Saskatchewan . . . . .	1,600,922,53	475,000,—	683,999,14	—	2,759,921,67
Alberta . . . . .	1,442,462,50	3,400,—	895,750,—	244,000,—	2,585,612,50
Colombie britannique — British Columbia . . . . .	1,374,985,50	24,129,50	1,098,870,50	502,000,—	2,999,985,50
Total . . . . .	14,415,590,48	1,591,187,72	6,473,848,35	4,106,136,35	26,586,762,90

<sup>1</sup> This figure does not include repeaters—i.e., no one individual is counted more than once, although he may have been laid off and re-employed.

<sup>2</sup> Incomplete figures.

The following table shows expenditure authorised by Order-in-Council for works and undertakings to relieve unemployment, the Dominion Government paying the entire cost.

*Table D. — Federal Works and Undertakings as at March 1st, 1932.*

Department, etc.	Cost of works approved \$	Amount expended \$
Department of Interior, including Yukon	885,100.—	794,196.91
Department of Public Works . . . . .	2,588,077.—	1,509,893.88
Department of Agriculture . . . . .	7,000.—	6,999.79
Department of Railways and Canals . . . . .	2,026,860.—	410,825.75
Board of Railway Commissioners . . . . .	500,000.—	500,000.—
Department of National Defence . . . . .	71,200.—	70,936.94
National Battlefields Commission . . . . .	25,000.—	25,000.—
Department of Justice . . . . .	277,693.20	82,982.49
Saskatchewan drought area, medical aid . . . . .	100,000.—	—
<b>Total . . . . .</b>	<b>6,480,930.20</b>	<b>3,400,835.76</b>

*Table E. — Employment afforded to January 31st, 1932.*

Province, etc.	Individuals given employment <sup>1</sup>	Number of man-days <sup>1</sup> work given
Prince Edward Island . . . . .	6,158	68,895
Nova Scotia . . . . .	31,450	368,599
New Brunswick . . . . .	27,500	396,100
Quebec . . . . .	48,712	608,181
Ontario . . . . .	89,500	2,940,892
Manitoba . . . . .	40,815	374,501
Manitoba Farm Placement . . . . .	569	13,531
Saskatchewan . . . . .	8,502	299,904
Saskatchewan Farm Placement . . . . .	5,459	181,292
Alberta . . . . .	33,828	427,925
British Columbia . . . . .	32,721	856,839
Yukon . . . . .	130	1,295
Department of Agriculture . . . . .	101	3,177
Department of National Defence . . . . .	493	8,833
National Battlefields Commission . . . . .	142	3,392
Department of Railways and Canals . . . . .	2,325	27,738
Department of Public Works . . . . .	6,083	131,384
Department of Interior, Parks Branch . . . . .	4,519	204,888
<b>Total . . . . .</b>	<b>339,007</b>	<b>6,917,366</b>

<sup>1</sup> These figures do not include repeaters—i.e., no one individual is counted more than once.

Table F. — Dominion Disbursements under the Unemployment Relief Act, 1930, as at March 31st, 1933.

Provinces, etc.	Public works \$
Prince Edward Island . . . . .	90,000.—
Novia Scotia . . . . .	699,022.09
New Brunswick . . . . .	499,990.37
Quebec . . . . .	2,765,102.11
Ontario . . . . .	3,850,000.—
Manitoba . . . . .	871,704.79
Saskatchewan . . . . .	964,407.86
Saskatchewan Drought Area . . . . .	500,000.—
Alberta . . . . .	899,261.88
British Columbia . . . . .	1,090,076.52
Yukon . . . . .	19,998.29
National parks . . . . .	36,996.37
Banking Nova Scotia coal . . . . .	41,718.22
Grade-crossing Fund . . . . .	500,000.—
Canadian Pacific Railway Company . . . . .	863,550.—
Canadian National Railways Administration . . . . .	882,412.35
Total accounts paid . . . . .	14,574,240.85

Table G. — Dominion Disbursements under the Unemployment and Farm Relief Act, 1931, and the Continuance Act, 1932, as at March 31st, 1933.

Provinces, etc.	Public works and undertakings \$
Prince Edward Island . . . . .	132,130.36
Novia Scotia . . . . .	959,814.81
New Brunswick . . . . .	720,692.33
Quebec . . . . .	4,242,891.—
Ontario . . . . .	8,319,077.63
Manitoba . . . . .	2,594,754.73
Saskatchewan . . . . .	2,534,175.88
Alberta . . . . .	2,539,014.96
British Columbia . . . . .	2,887,003.10
	24,929,554.80
Department of Public Works . . . . .	1,724,074.67
Department of National Defence . . . . .	70,936.20
Department of Interior . . . . .	876,125.73
Department of Railways and Canals . . . . .	1,772,725.74
Department of Justice . . . . .	83,175.69
Department of Agriculture . . . . .	6,999.79
National Battlefields Commission . . . . .	24,809.05
Board of Railway Commissioners . . . . .	500,000.—
Canadian Pacific Railway . . . . .	209,196.98
Transportation of unemployed Administration . . . . .	45,065.90
	30,242,664.55

Table H. — Dominion Disbursements under the Unemployment Relief Act, 1930, as at March 31st, 1934.

Provinces, etc.	Public works \$
Prince Edward Island . . . . .	90,000.—
Nova Scotia . . . . .	699,022.—
New Brunswick . . . . .	499,990.37
Quebec . . . . .	2,763,529.65
Ontario . . . . .	3,850,000.—
Manitoba . . . . .	871,580.46
Saskatchewan . . . . .	964,407.80
Saskatchewan Drought Area . . . . .	500,000.—
Alberta . . . . .	899,261.88
British Columbia . . . . .	1,089,504.02
Yukon . . . . .	19,998.29
National parks . . . . .	36,996.37
Banking Nova Scotia coal . . . . .	41,718.22
Grade-crossing Fund . . . . .	500,000.—
Canadian Pacific Railway Company . . . . .	863,550.—
Canadian National Railways Administration . . . . .	882,412.35
Total accounts paid . . . . .	14,571,971.56

Table I. — Dominion Disbursements under the Unemployment and Farm Relief Act, 1931, and the Continuance Act, 1932, as at March 31st, 1934.

Provinces, etc.	Public works and undertakings \$
Prince Edward Island . . . . .	132,130.36
Nova Scotia . . . . .	959,814.81
New Brunswick . . . . .	720,692.33
Quebec . . . . .	4,368,516.45
Ontario . . . . .	8,619,184.66
Manitoba . . . . .	2,608,737.75
Saskatchewan . . . . .	2,688,060.80
Saskatchewan Relief Commission . . . . .	1,689,216.64
Alberta . . . . .	2,560,210.79
British Columbia . . . . .	2,883,704.48
	27,230,269.07
Department of Public Works . . . . .	1,726,732.64
Department of National Defence . . . . .	70,941.06
Department of Interior, including Yukon . . . . .	876,125.73
Department of Railways and Canals . . . . .	1,772,725.74
Department of Justice . . . . .	83,180.55
Department of Agriculture . . . . .	6,999.79
National Battlefields Commission . . . . .	24,809.05
Board of Railway Commissioners . . . . .	500,000.—
Canadian Pacific Railway . . . . .	209,196.98
Transportation of unemployed Administration . . . . .	45,065.90
	32,546,046.51



## DENMARK.

### PROVISIONAL STATEMENT.

#### PRELIMINARY OBSERVATIONS.

Danish legislation contains provisions concerning subsidies for works undertaken to combat unemployment by the State, the communes and private institutions subsidised by the State where such works would not otherwise be carried out. The Unemployment Fund may, by special authority, grant subsidies for such works, the amount of which is fixed per days worked or number of workers employed, or, alternatively, at an aggregate sum for the whole of the works in question. The amount may not in any case exceed 30 per cent of the wage sum actually paid, or three kroner per day worked or worker employed. The State has not hitherto undertaken any work of this kind, and communes and private institutions have done very little. In the ten years during which the legislation with regard to public works of this character has been in force, only some two million kroner have been paid in subsidies.

Further, under provisional legislation dated May 20th, 1933, and March 27th, 1934, the State was authorised to grant subsidies during the period April 1st, 1933, to March 31st, 1935, for works undertaken under certain conditions, which were specified in detail, in order to find work for unemployed young persons.

Subsidies are, in general, subject to two conditions—viz., (1) that the occupation concerned provides for a reasonable amount of manual labour, training and physical exercise, and (2) that the work done, though useful, would admittedly not have been undertaken otherwise. The law indicates as work suitable for this purpose the following : forestry, agricultural and market-gardening work, the planting or erection of wind-screens and establishment of plantations, the regularisation of waterways, coast protection and the protection of natural sites, road improvements and the preparation of playing-grounds, camping-grounds, etc.

The State bears the cost of two-thirds of the subsidies granted to a total which may not exceed three million kroner ; the remaining third is distributed between the communes according to fixed rules. The subsidies may not in the ordinary way exceed two and a-half kroner per day for each unemployed person engaged on the work. A special subsidy may be given in addition towards the cost of initiating work of this kind. Up to the present, some 550,000 kroner have been paid in subsidies under the above legislation, representing some 250,000 days worked.

The latter measures in connection with unemployment of young people are designed less as a remedy for the unemployment itself than as a means of contending against loss of the aptitude and taste for work which long periods of unemployment involve in the case of young people.

The following information in regard to the State Railways relates to the points specified on page 2 of the circular of the League Secretariat :

I (a). — (1) Transformation of the railway from Sonderborg to Mommark, executed between 1932 and 1934. This is an old private narrow-gauge railway which was taken over in 1932 by the State Railways and converted to standard gauge. The line is some 19 kilometres long.

(2) Transformation and extension of wharves of the ferry-boats to Korsor and Nyborg. These works, which were executed between 1931 and 1934, include the transformation and improvement of two wharves and the construction of a new wharf.

I (b). — (1) Bridge across the Little Belt, the work on which was begun in 1926 and is to be completed in 1935. This is a joint bridge for road and rail, which is to replace the present service of ferry-boats between Strib and Fredericia. The length is some 1,200 metres, and the height of the spans, which allow of the passage of ships, is 33 metres. The structure is of steel, except in the case of the terminal spans, which consist of arches in reinforced concrete.

In connection with the work on the bridge, new stations are being constructed at Middelfart and Fredericia, and the necessary transformations and extensions of the road and railway system at the extremities of the bridge are under way.

(2) Extension of the station of Vejle, begun in 1929 and due to be finished in 1935.

The station and the railways leading to it are also to be raised so as to allow the latter to run above the streets of the town.

(3) Electrification of the suburban lines of Copenhagen, begun in 1930 and to be completed in 1935.

The lines to be electrified are the following : Valby-Copenhagen-Klampenborg, Copenhagen-Holte, and Frederiksberg-Hellerup. Their total length is some 47 kilometres. The work in this case includes the establishment of conversion posts, aerial cables, long-distance signalling installations and the construction of a number of new stations.

(4) Doubling of the line Holte-Hillerod, begun in 1930 and to be completed in 1935. The length of the line is approximately 17 kilometres.

(5) Transformation of the central workshops at Aarhus, begun in 1930 and to be completed in 1935.

These workshops, for the upkeep of a considerable part of the rolling-stock of the State Railways, are being transformed, extended and modernised.

(6) Doubling of the line Langaa-Randers, begun in 1931 and to be completed in 1938. The length of the line is approximately 13 kilometres. In connection with this work, the station of Randers, which has hitherto been a turntable station, is to be transformed into an ordinary station, and a number of bridges are to be thrown across the Gudena.

(7) Shunting station at Svanemollen, the construction of which was begun in 1931 and is to be completed in 1936. This station is intended to relieve the traffic of the central station at Copenhagen.

(8) Bridge at Storstrom, the construction of which was begun in 1933 and is to be completed in 1937.

This bridge, for road and rail traffic, is intended to replace the present service of ferry-boats between Masnedo and Orehoved. It will be some 3,200 metres long, and will be 26 metres high in its central portion in order to allow of the passage of ships. The superstructure is of steel.

The works entailed the moving of the station of Orehoved, and the amalgamation in a single station of the stations of Vordingborg and Masnedsund. They further entail the construction of a new bridge with drawbridge on the Masnedsund, and the transformation of the present railway and roadway in the neighbourhood of the stations in question and the railway tracks and roads connecting them.

(9) Bridge at Oddesund, the work on which was begun in 1934 and is to be completed in 1937.

This bridge, for road and rail traffic, is intended to replace the present service of ferry-boats over the Oddesund. The bridge is to be some 530 metres long. It will be a low bridge with a drawbridge of a width when open of 30 metres. The superstructure is of steel. In connection with the work on the bridge, the station at Oddesund North will be transformed and the necessary alterations will be made in the roads leading to the station, while Oddesund South Station will be abolished.

(10) Doubling of the line Aarhus-Laurbjerg, the work on which was begun in 1934 and is to be completed in 1938. The length of the line is some 42 kilometres.

I (c). — (1) Construction of a new bridge over the Limfjord between Aalborg and Norre Sundby to replace the present bridge, which is not strong enough to bear the continually increasing weight of the trains.

All these works can probably be classified under (b) of the questionnaire, though a more or less considerable number of those relating to the wharves of the ferry-boats (shown above under (a)(2)), the constructional works on bridges and roads (shown above under (b)(1), (b)(8) and (b)(9) and the electrification works (shown above under (b)(3)), possibly come under the categories (g), (a) and (j) of the questionnaire.

Acquisitions of rolling-stock, ferry-boats and ships are in principle excluded from the present statement.

II. — The contracts for all these works were for account of the State, and were, in general, awarded by public auction; but the State Railways do a certain amount of the work with their own staff—in particular, the work on railway tracks in operation.

III. — The expenditure is, in general, included in the ordinary budget of the State, except in the case of the work on the bridges over the Little Belt, the Storstrom and the Oddesund, in which case it is met partly out of the proceeds of a tax on petrol (since the bridges are intended equally for ordinary road traffic) and partly—in the case of the Storstrom—out of the proceeds of a loan of £1,000,000 contracted in England.

IV. — In the following table an attempt has been made to show as accurately as possible the distribution of the expenditure as between materials and equipment on the one hand and wages and social charges on the other. Wages are taken to include all expenditure incurred on this account by the State Railways and the contractors, but not the wages included in the manufacture of, or work on, such materials as cement or stone, purchased by the State Railways or the contractors for the purposes of the work.

PRINCIPAL WORKS ON THE DANISH STATE RAILWAYS EXECUTED SINCE THE BEGINNING OF 1929.

	Period during which the works were executed	Total expenditure	Estimated distribution of the expenditure as between	
			Materials and equipment	Wages and social charges
(In millions of kroner)				
(a) <i>Works completed.</i>				
1. Transformation of the railway track from Sonderborg to Mommark . . . . .	1932-34	1.5	1.0	0.5
2. Transformation and extension of wharves for the ferry-boats to Korsor and Nyborg . . . . .	1931-34	3.0	2.0	1.0
(b) <i>Works in course of execution.</i>				
1. Bridge over the Little Belt . . . . .	1926-35	40.0	26.7	13.3
2. Extension of Vejle Station . . . . .	1929-35	3.7	2.5	1.2
3. Electrification of suburban railway system of Copenhagen . . . . .	1930-35	14.4	9.6	4.8
4. Double-tracking the line from Holte to Hillerod. . . . .	1930-35	4.4	3.0	1.4
5. Transformation of central workshops at Aarhus . . . . .	1930-35	3.0	2.0	1.0
6. Double-tracking the line from Langaa to Randers . . . . .	1931-38	3.8	2.5	1.3
7. Shunting station at Svanemollen. . . . .	1931-36	2.0	1.3	0.7
8. Bridge at Storstrom . . . . .	1933-37	40.4	26.9	13.5
9. Bridge at Oddesund . . . . .	1934-37	5.7	3.8	1.9
10. Double-tracking the line from Aarhus to Laurbjerg . . . . .	1934-38	8.0	5.3	2.7
(c) <i>Works in preparation.</i>				
New bridge at Limfjord . . . . .	1934-	2.0	1.3	0.7
Total . . . . .		131.9	87.9	44.0

*Note.* — The expenditure incurred by the State Railways budget in respect of the works indicated below is as follows :

	In millions of kroner
(b) 1. Bridge over Little Belt . . . . .	32.8
(b) 8. Bridge over Storstrom . . . . .	15.7
(b) 9. Bridge over Oddesund . . . . .	1.9

## ESTONIA.

### PUBLIC WORKS.

#### INCEPTION AND ORGANISATION OF PUBLIC WORKS. .

The Estonian Government was first called upon to deal with the unemployment problem in 1924. At the beginning of that year, the number of unemployed in the country had reached a rather high figure, so that public assistance had become essential. The assistance was organised, to start with, by the Ministry of Social Affairs, and the relief given only amounted to free distribution to the unemployed of foodstuffs, clothing and footwear. The same kind of assistance was partly continued in the two years following 1924. Public works as a means of alleviating unemployment were first introduced in 1925 and 1926 by a few rural self-governing bodies on their own initiative.

At the end of 1924, as unemployment, instead of diminishing, was increasing fast and becoming a permanent condition, the Government of the Republic found itself forced to deal with the question more thoroughly. In order to devise new methods of mitigating unemployment, an Inter-Ministerial Commission, consisting of the Ministers for Social Affairs, Economic Affairs, Communications and Agriculture, was set up by a Government decision of November 26th, 1924. This Commission ultimately came to the conclusion that the safest and most practical way of remedying unemployment was the regular organisation of public works in the parts of the country where unemployment was most acute. The Inter-Ministerial Commission also found it absolutely essential, for the organisation of the requisite public works and their remunerativeness, that all schemes for such works submitted by self-governing bodies should be checked by a specialist, who could alter them where necessary and have the public works of the various institutions executed on uniform lines.

#### PUBLIC WORKS THE PROVINCE OF THE MINISTRY OF COMMUNICATIONS.

On the suggestion of the Inter-Ministerial Commission, the Government of the Republic adopted, on October 6th, 1926, a decision under which the general organisation of public works and their technical supervision were placed under the Ministry of Communications. The necessary credits were divided up between the various departments. For instance, during the financial year 1926-27, the credits for public works appeared in the budgets of the Ministries of Economic Affairs, Social Affairs, War and Communications.

This decentralisation of credits soon proved impracticable, and, to obviate the difficulties that had arisen since the budgetary year 1927-28, all credits for public works were placed under the administration of the Ministry of Communications. This method of financing public works was applied up to the end of the financial year 1929-30.

The following year a new experiment was made. The Ministry of Communications was made responsible for organising and supervising public works, while the credits

for those works were included in the budget of the Ministry of Economic Affairs. This innovation having failed to give the administrative advantages expected of it, it was dropped at the beginning of the next financial year, since which date the whole responsibility for public works lies with the Ministry of Communications, and the necessary credits are again put at that Ministry's disposal.

The following were the chief administrative methods adopted by the Ministry of Communications up to 1933 in carrying out the works proposed. Every spring the Ministry asked the Government institutions and self-governing bodies to submit the public works schemes proposed for the following autumn. On the basis of these provisional proposals, the Ministry drew up a general scheme in which consideration was given to the following criteria : (1) the work proposed should be necessary, appropriate and useful ; (2) it should be work that could be done in winter ; (3) the cost of the necessary materials and equipment should not be too high. The general public works scheme drawn up by the Ministry of Communications was submitted by the Ministry of Economic Affairs to Parliament for approval. The final scheme of public works was modified by the Ministry of Communications to correspond with the amount of credits appropriated.

On January 13th, 1933, the Government of the Republic changed the existing system of organising public works. A special fund was constituted under the Ministry of Communications for remedying unemployment, and a committee set up to administer that fund.

This fund is derived from the following sources :

- (1) Special taxes for alleviating unemployment payable, under an Act of 1932, by commercial and industrial undertakings ;
- (2) Special taxes levied on the basis of the above Act on public amusements and entertainments, on restaurants, clubs, etc. ;
- (3) Sums allotted from the State budget ;
- (4) Sums loaned by the State to self-governing bodies and refunded by them ;
- (5) Gifts and donations.

The committee for administering the special fund consists of representatives of the Ministry of Communications (Chairman of the Committee) and of the Ministries of Social Affairs, Agriculture and War (members), appointed by the respective Ministers. A representative of the Government Audit Office also takes part in the Committee's proceedings.

The duties of the Committee are : (1) to consider public works schemes and decide whether they are sufficiently advantageous to be of help in alleviating unemployment ; (2) to calculate the amount of credits needed for the work to be done, for the purchase of materials and for the support of the indigent ; (3) to see whether, in certain cases, loans and subsidies should be granted from the capital of the special fund and to decide the conditions and the rate of repayment of such loans.

In conformity with the above duties, the Committee makes an annual allocation on general lines, and within the limits of the funds available, for public works, for the purchase of the necessary materials and for relief of the destitute. This allocation is later approved by the Government of the Republic, after which the Ministry of Communications draws up a scheme of public works based on the amount of the credits available. The Ministry's scheme is again examined in detail by the Special Fund Committee and then approved by the Ministry of Communications.

### INSTRUCTIONS CONCERNING PUBLIC WORKS.

The general instructions concerning public works were given by the Government of the Republic on December 3rd, 1930.

Part 1 of the instructions (§§ 1-4) specifies the institutions through which public works are to be organised and the kind of data to be supplied by these institutions for drawing up a general scheme of works. Part 2 (§§ 5-17) deals in detail with the organisation of public works, the payment of labour, and the allocation of credits for the said works. Part 3 of the instructions (§§ 18-23) contains the rules for the inspection of the work done and the regulations for drawing up accounts of the sums expended.

The institutions engaged in the organisation of public works were divided into two categories—Government institutions and non-Government institutions. This division became necessary, as the regulations concerning certain works, the allocation of expenditure and the system of book-keeping are not identical for institutions in the first and second categories.

The whole cost of public works carried out by Government institutions is paid out of the special fund credits, whereas only 75 per cent of the value of the work done by self-governing bodies is paid out of the fund. An exception is made in the case of work on the construction and repair of roads, for which the Ministry of Communications may increase the credits granted to self-governing bodies up to 100 per cent of the actual expenditure. Non-Government institutions are also responsible for expenditure not directly connected with the execution of the public works, such as the cost of preliminary operations, of purchasing materials and equipment, of giving medical treatment to workers, etc.

The instructions issued on December 3rd, 1930, were amended on December 30th, 1932, to the extent that the Ministry of Communications was authorised, in the case of all institutions dealing with public works, to increase the credits needed up to 100 per cent, to provide for the execution of the following works of public utility from which no direct profit can accrue to local institutions.

These works are :

- (1) Construction and repair of roads ;
- (2) Excavation of main drains and improvement works ;
- (3) Construction and repair of bridges, streets and roads in towns and villages leading to harbours, stations and aerodromes ;
- (4) Construction of aerodromes and buildings connected therewith ;
- (5) Construction of gas shelters ;
- (6) Consolidation of the embankments of lakes and rivers of public concern ;
- (7) Restoration of historical monuments.

### RATES OF PAY FOR PUBLIC WORKS.

The instructions concerning public works were modified by the Government on December 13th, 1933. No change was made in the underlying principles, but only in the rates of pay for labour.

Since public works are organised solely in order to relieve unemployment and provide for destitute unemployed lacking the means of existence, the pay of labourers engaged in public works obviously cannot be very high ; otherwise, workers engaged in industrial and other occupations might be tempted to transfer from factories to public works.

In 1924, the wages of workers engaged in public works were fixed by the Ministry of Social Affairs, for Tallinn, at 1.20 kroon for men, and 1 kroon for women per day; the figures for the country were 1 kroon and 90 sents respectively. In 1925, these wages were fixed, for Tallinn, at 1.60 kroon for men, and 1.30 kroon for women, and outside Tallinn at 1.50 kroon and 1.20 kroon per day respectively.

In 1924-25, unemployed persons were engaged in public works solely as day labourers, but, as time went on, it was noticed that this system did not tend to stimulate output. Instructions were therefore given in 1926 to change over, wherever possible, to the system of piece-work. Labourers engaged in public works who had finished their daily quota of work were also allowed to stop work earlier. In 1926, labourers on piece-work earned, at Tallinn, 1.60 kroon for men and 1.30 kroon for women per day, and, in the country, 1.50 kroon and 1.20 kroon respectively. Day labourers at the same time were earning, at Tallinn, 1.40 kroon (men) and 1.20 kroon (women), and, in the country, 1.30 kroon and 1.10 kroon respectively.

In 1927, the pay of public works labourers engaged on piece-work was increased in the towns to 2 kroon and in the country to 1.60 kroon per day. Day labourers received, in the towns, for eight hours' work, men, 1.40 kroon, and women, 1.20 kroon; and, in the rest of the country, men, 1.30 kroon, and women, 1.10 kroon. In order to give a larger number of unemployed a chance of working, shorter working-hours were introduced in the towns, so that the weekly earnings of public works labourers could not at Tallinn exceed 11 kroon and in other towns 9 kroon. In 1928-1930, the wage rates fixed by the Ministry of Social Affairs for public works remained unchanged—that is, at the 1927 level.

The rates of pay for unemployed persons engaged in public works were again changed on December 3rd, 1930, when the wages were fixed as follows: for labourers on piece-work, at Tallinn, 1.80 kroon, and, in the country, 2 kroon per day, while day labourers were paid, at Tallinn, 1.40 kroon for men and 1.20 kroon for women per day. The corresponding figures in the country were 1.30 kroon and 1.10 kroon. Some change was also made in the regulations regarding shorter hours of work, so that the maximum wage that an unemployed worker could earn in a week was fixed, for Tallinn, at 11 kroon for men and 9 kroon for women, the respective figures for other towns being 10 kroon and 8.10 kroon. This restriction was not applied to work done in the country.

The wage rates payable to unemployed persons engaged in public works and at present in force in Estonia were laid down recently in the instructions of the Government of the Republic, dated August 28th, 1933. Under these instructions, both day labourers and piece-workers are paid, in the district of Harju and in the towns in that district, 1.10 kroon (men) and 1 kroon (women), while labourers working with a horse earn 2.20 kroon; in the other districts, the corresponding figures are 1 kroon, 90 sents, and 2.10 kroon. Debilitated workers who have lost 40 to 60 per cent of their working capacity are paid 80 sents (men) and 60 sents (women) per day, while intellectual workers engaged in offices earn 1.30 kroon and 1.10 kroon per day respectively.

In order to give work to a larger number of unemployed, the working-day is so limited that, in the Harju district, the week's pay of piece-work labourers cannot exceed 7.20 kroon, and labourers with a horse 18 kroon; the respective figures of maximum wages in other districts are 6.60 kroon and 16 kroon.

The above instructions were supplemented by a decision of the Government of the Republic dated December 13th, 1933, under which the maximum weekly wage for work done in rural districts was fixed at 9.60 kroon for the Harju district and 9 kroon for other districts. Under the same decision, labourers on public works, except those working with a horse, receive a daily grant of 10 sents for each child under 16. This grant is not paid if the labourer has only one child, so that the wage of a workman, together with children's allowances, cannot exceed 2 kroon a day.



*Number of Unemployed Persons registered at the Labour Exchange. (Figures as at the end of each month.)*

Month	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934
January ...	971	894	2,476	3,684	3,543	4,841	4,421	6,329	5,608	5,246	10,131	18,673	8,437
February ..	1,021	1,000	4,153	3,757	2,444	4,734	4,113	4,624	4,580	4,070	10,137	17,038	7,435
March .....	1,303	761	5,085	2,867	1,916	4,405	3,134	4,165	3,575	2,765	9,497	18,466	7,108
April .....	1,280	812	3,657	2,209	2,249	2,970	2,162	3,014	2,216	2,424	7,462	13,006	—
May .....	1,319	817	2,074	1,783	1,839	2,337	1,470	2,169	1,515	1,368	4,946	4,730	—
June .....	1,278	865	1,463	1,771	1,051	1,907	883	1,110	910	931	3,497	2,821	—
July .....	677	528	1,372	1,260	793	729	486	780	762	634	2,016	1,543	—
August .....	505	507	1,183	941	731	809	467	609	1,039	933	3,200	2,059	—
September .	528	507	957	883	811	1,201	706	902	1,414	2,096	5,984	3,924	—
October ...	749	619	1,325	1,904	2,309	2,864	1,561	3,065	3,282	5,425	9,049	6,839	—
November .	915	926	1,974	4,607	4,157	4,526	4,369	5,250	5,675	7,857	11,398	10,544	—
December..	793	777	2,156	3,213	3,807	4,437	7,770	6,047	6,497	8,694	15,860	10,146	—
Average ...	945	751	2,323	2,407	2,138	2,980	2,629	3,172	3,089	3,537	7,765	9,149	—

*Unemployed Persons engaged in Public Works. (Figures as at the end of each month.)*

Month	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934
January ...	—	3,734	2,025	2,382	2,629	1,781	2,338	2,758	5,072	10,076	4,835
February ..	—	5,566	2,606	2,932	3,247	2,255	2,961	3,492	5,308	10,245	5,410
March .....	—	5,915	2,970	3,292	2,958	2,707	3,554	4,191	5,362	10,219	4,060
April .....	—	1,084	1,537	3,279	2,170	2,481	3,258	3,843	5,243	10,650	—
May .....	—	—	438	644	463	1,757	—	—	300	1,668	—
June .....	—	—	—	—	2	—	—	—	—	445	—
July .....	278	74	—	—	—	—	—	—	—	234	—
August ....	263	—	—	—	—	—	—	—	—	121	—
September .	165	19	—	—	—	—	—	—	—	98	—
October ...	157	—	—	—	—	—	—	18	52	138	—
November .	752	12	400	456	107	141	166	2,294	6,491	1,238	—
December .	2,059	1,253	1,229	1,632	651	855	1,008	3,376	7,941	3,425	—

*Average Number of Workers engaged in Public Works and Total Number of Working-Days.*

	Number of labourers (Average November-April)	Number of working- days (thousands)
1924-25 . . . . .	3,185	—
1925-26 . . . . .	1,734	—
1926-27 . . . . .	2,252	298
1927-28 . . . . .	2,182	290
1928-29 . . . . .	1,664	236
1929-30 . . . . .	2,185	270
1930-31 . . . . .	2,576	329
1931-32 . . . . .	4,443	643
1932-33 . . . . .	9,270	1,400 (approximately).
1933-34 (average November to March) . . . . .	3,794	—

### ENGAGEMENT OF UNEMPLOYED PERSONS FOR PUBLIC WORKS.

The engagement of unemployed persons for public works is governed by the regulations of the Ministry of Social Affairs. In this connection, the following rules are at present in force : the unemployed person must be of Estonian nationality and have resided at least twelve months in the locality where the Labour Exchange is situated through which he wishes to obtain employment. No public works job is given to labourers who have not been in ordinary employment for at least eight weeks in the course of the last twelve months, with the exception of disabled persons who have lost more than 60 per cent of their working capacity. The following are also not accepted for public works :

- (1) Persons who have themselves, or members of whose family have, an income sufficient to support the family ;
- (2) Property-owners ;
- (3) Unmarried persons whose father or mother owns property or a profit-making concern ;
- (4) Farmers cultivating rented land if they own at least one horse or one cow ;
- (5) Women whose husbands or men whose wives are in paid employment ;
- (6) Seasonal workers who have earned enough during the summer to be able to live during the winter ;
- (7) Labourers who have not worked at least eight weeks during the summer season, and who have not been prevented from working by the condition of their health.

Unemployed persons complying with the above conditions are divided into two classes :

- (1) Unemployed persons who have to support a child under age or a member of the family unable to work ;
- (2) All other unemployed persons.

Work is given first to persons in the first category, particularly to unemployed persons who have to support a large family. Persons in the second category are only engaged when all the unemployed in the first category have been found work.

It is the duty of the Labour Exchange to strike off the list of unemployed, persons who have refused the work offered to them.

PARTICULARS OF PUBLIC WORKS IN ESTONIA.

No.	Category of work and location	Value of work (Kroon)	To what credit charged	Number of working days	Season	Allocation of expenditure		Organisation executing the work
						Materials and equipment (Kroon)	Labour and social expenditure (Kroon)	
(a) Roads and Bridges.								
1. Executed between 1929 and 1934.								
1.	Construction of roads at Tallinn . . . . .	684,125.— 281,497.—	Municipality State	409,776				Tallinn Municipality
2.	Construction of a landing- stage at Tartu . . . . .	2,200.— 19,240.—	State Municipality	1,702	Summer	18,820.—	2,620.—	Tartu Municipality
3.	Repair and cleaning of roads at Tartu . . . . .	5,384.— 521.—	State Municipality	3,460	Spring	38.—	5,867.—	Tartu Municipality
4.	Preparation of materials for constructing roads at Tartu . . . . .	5,309.— 633.—	State Municipality	2,685	Winter	160.—	5,782.—	Tartu Municipality
5.	Screening of gravel for roads at Tartu . . . . .	33,538.— 8,836.—	State Municipality	26,885	Winter	4,628.—	37,746.—	Tartu Municipality
6.	Construction and repair of roads in other towns	1,279,258.74 615,596.58 60,860.93	State State Municipality	481,914	Summer and winter	—	1,279,258.74 615,596.58 60,860.93	Roads Department
7.	Construction and repair of bridges in other towns . . . . .	777,256.84 43,260.85	State State	170,632	Whole year	194,314.21 10,815.21	58,294.63 32,445.64	Roads Department
2. In course of execution.								
1.	Bridge across the Kulgu River at Narva . . . . .	15,000.—	State	4,000	Whole year	—	—	Department of Navigable Waterways
2.	Construction and repair of roads in the towns and country . . . . .	137,619.40 10,000.— 81,115.81	State Municipality State	81,912	Whole year	— — —	137,619.40 10,000.— 81,115.81	Roads Department
3.	Construction and repair of bridges in the towns and country . . . . .	112,000.—	State	29,000	Whole year	28,000.—	84,000.—	Roads Department
3. In contemplation.								
1.	A bridge at Pärnu . . . . .	70,000.—	State	5,000	Whole year	—	—	Department of Navigable Waterways
2.	A swing-bridge at Tallinn Harbour . . . . .	70,000.—	State	3,000	Whole year	—	—	Department of Navigable Waterways
3.	Construction and repair of roads in the towns and country . . . . .	354,880.— 239,840.— 100,000.—	State State Municipality	174,604	Whole year	— — —	354,880.— 239,840.— 100,000.—	Roads Department
4.	Construction and repair of roads in the towns and country . . . . .	466,200.—	State	135,700	Whole year	116,550.—	349,650.—	Roads Department

## (b) Railways.

## 1. Completed.

1.	Construction of the Tartu-Petseri line . .	6,656,080.—	State	1,518,556		3,211,793.—	3,037,112.—	Railways Department
2.	Construction of the Rapla-Virtsu line . .	2,997,474.—	State	628,719		1,472,769.—	1,257,437.—	Railways Department
3.	Rolling-stock for the Rapla-Virtsu line . .	1,208,652.—	State	No particulars		No particulars	No particulars	Railways Department
4.	Various works . . . . .	77,194.—	State	38,871	I. XI-I. VI	7,720.—	69,474.—	Railways Department
5.	Extension of lines at stations, earth-works and construction of depots . . . . .	23,360.— 364,605.— 536,192.—	State State State	7,008 109,381 266,006	I. IV-I. X I. IV-I. X I. XI-I. VI	14,016.— 218,763.— 53,619.—	9,344.— 145,842.— 482,573.—	Railways Department
6.	Construction and reconstruction of station buildings . . . . .	209,482.— 232,997.— 40,587.—	State State State	52,370 58,249 13,578	I. IV-I. X I. IV-I. X I. XI-I. VI	104,741.— 116,498.— 16,235.—	104,741.— 116,499.— 24,352.—	Railways Department
7.	Construction of aqueducts and wells at stations	38,912.— 4,978.— 9,727.—	State State State	9,728 1,244 3,186	I. IV-I. X I. IV-I. X I. XI-I. VI	19,456.— 2,489.— 3,891.—	19,456.— 2,489.— 5,836.—	Railways Department
8.	Drainage works . . . . .	22,232.— 17,743.—	State State	5,558 5,285	I. IV-I. X I. XI-I. VI	11,116.— 8,800.—	11,116.— 8,943.—	Railways Department
9.	Reconstruction of railway bridges . . . . .	115,487.— 32,362.—	State State	28,871 8,090	I. IV-I. X I. IV-I. X	57,743.— 16,181.—	57,744.— 16,181.—	Railways Department
10.	Construction of roads to railways . . . . .	20,672.— 77,457.—	State State	5,685 38,457	I. IV-I. XI I. XI-I. VI	11,370.— 7,746.—	9,302.— 69,711.—	Railways Department

## 2. In course of execution.

None.

## 3. In contemplation.

1.	Construction of the Abja-Valk line . . .	1,993,696.—	State	418,000	Whole year	979,104.—	836,156.—	Railways Department
2.	Improvement of the Tamsalu - Järve - Jaani line . . . . .	26,000.—	State	21,658	Whole year	—	26,000.—	Railways Department
3.	Raising of the Tallinn-Ylemiste and Tallinn-Nõmme lines, construction of viaducts and tunnels . . . . .	930,000.—	State	422,100	Whole year	110,000.—	630,000.—	Railways Department
4.	Ballasting of lines (250,000 cubic metres)	2,579,000.—	State	2,500,000	I. XI-I. VI	45,000.—	2,534,000.—	Railways Department
5.	Construction of three-way line near Tapa Station	21,150.—	State	8,880	I. XI-I. VI	10,430.—	9,720.—	Railways Department

PARTICULARS OF PUBLIC WORKS IN ESTONIA.

No.	Category of work and location	Value of work (Kroon)	To what credit charged	Number of working days	Season	Allocation of expenditure		Organisation executing the work
						Materials and equipment (Kroon)	Labour and social expenditure (Kroon)	
(a) <i>Roads and Bridges.</i>								
1. Executed between 1929 and 1934.								
1.	Construction of roads at Tallinn . . . . .	684,125.— 281,497.—	Municipality State	409,776				Tallinn Municipality
2.	Construction of a landing-stage at Tartu . . . . .	2,200.— 19,240.—	State Municipality	1,702	Summer	18,820.—	2,620.—	Tartu Municipality
3.	Repair and cleaning of roads at Tartu . . . . .	5,384.— 521.—	State Municipality	3,460	Spring	38.—	5,867.—	Tartu Municipality
4.	Preparation of materials for constructing roads at Tartu . . . . .	5,309.— 633.—	State Municipality	2,685	Winter	160.—	5,782.—	Tartu Municipality
5.	Screening of gravel for roads at Tartu . . . . .	33,538.— 8,836.—	State Municipality	26,885	Winter	4,628.—	37,746.—	Tartu Municipality
6.	Construction and repair of roads in other towns	1,279,258.74 615,596.58 60,860.93	State State Municipality	481,914	Summer and winter	—	1,279,258.74 615,596.58 60,860.93	Roads Department
7.	Construction and repair of bridges in other towns . . . . .	777,256.84 43,260.85	State State	170,632	Whole year	194,314.21 10,815.21	58,294.63 32,445.64	Roads Department
2. In course of execution.								
1.	Bridge across the Kulgu River at Narva . . . . .	15,000.—	State	4,000	Whole year	—	—	Department of Navigable Waterways
2.	Construction and repair of roads in the towns and country. . . . .	137,619.40 10,000.— 81,115.81	State Municipality State	81,912	Whole year	— — —	137,619.40 10,000.— 81,115.81	Roads Department
3.	Construction and repair of bridges in the towns and country . . . . .	112,000.—	State	29,000	Whole year	28,000.—	84,000.—	Roads Department
3. In contemplation.								
1.	A bridge at Pärnu . . . . .	70,000.—	State	5,000	Whole year	—	—	Department of Navigable Waterways
2.	A swing-bridge at Tallinn Harbour . . . . .	70,000.—	State	3,000	Whole year	—	—	Department of Navigable Waterways
3.	Construction and repair of roads in the towns and country . . . . .	354,880.— 239,840.— 100,000.—	State State Municipality	174,604	Whole year	— — —	354,880.— 239,840.— 100,000.—	Roads Department
4.	Construction and repair of roads in the towns and country . . . . .	466,200.—	State	135,700	Whole year	116,550.—	349,650.—	Roads Department

## (b) Railways.

## 1. Completed.

1.	Construction of the Tartu-Petseri line . .	6,656,080.—	State	1,518,556		3,211,793.—	3,037,112.—	Railways Department
2.	Construction of the Rapla-Virtsu line . .	2,997,474.—	State	628,719		1,472,769.—	1,257,437.—	Railways Department
3.	Rolling-stock for the Rapla-Virtsu line . .	1,208,652.—	State	No particulars		No particulars	No particulars	Railways Department
4.	Various works . . . . .	77,194.—	State	38,871	I. XI-I. VI	7,720.—	69,474.—	Railways Department
5.	Extension of lines at stations, earth-works and construction of depots . . . . .	23,360.— 364,605.— 536,192.—	State State State	7,008 109,381 266,006	I. IV-I. X I. IV-I. X I. XI-I. VI	14,016.— 218,763.— 53,619.—	9,344.— 145,842.— 482,573.—	Railways Department
6.	Construction and reconstruction of station buildings . . . . .	209,482.— 232,997.— 40,587.—	State State State	52,370 58,249 13,578	I. IV-I. X I. IV-I. X I. XI-I. VI	104,741.— 116,498.— 16,235.—	104,741.— 116,499.— 24,352.—	Railways Department
7.	Construction of aqueducts and wells at stations	38,912.— 4,978.— 9,727.—	State State State	9,728 1,244 3,186	I. IV-I. X I. IV-I. X I. XI-I. VI	19,456.— 2,489.— 3,891.—	19,456.— 2,489.— 5,836.—	Railways Department
8.	Drainage works . . . . .	22,232.— 17,743.—	State State	5,558 5,285	I. IV-I. X I. XI-I. VI	11,116.— 8,800.—	11,116.— 8,943.—	Railways Department
9.	Reconstruction of railway bridges . . . . .	115,487.— 32,362.—	State State	28,871 8,090	I. IV-I. X I. IV-I. X	57,743.— 16,181.—	57,744.— 16,181.—	Railways Department
10.	Construction of roads to railways . . . . .	20,672.— 77,457.—	State State	5,685 38,457	I. IV-I. XI I. XI-I. VI	11,370.— 7,746.—	9,302.— 69,711.—	Railways Department

## 2. In course of execution.

None.

## 3. In contemplation.

1.	Construction of the Abja-Valk line . . .	1,993,696.—	State	418,000	Whole year	979,104.—	836,156.—	Railways Department
2.	Improvement of the Tamsalu - Järve - Jaani line . . . . .	26,000.—	State	21,658	Whole year	—	26,000.—	Railways Department
3.	Raising of the Tallinn-Ylemiste and Tallinn-Nõmme lines, construction of viaducts and tunnels . . . . .	930,000.—	State	422,100	Whole year	110,000.—	630,000.—	Railways Department
4.	Ballasting of lines (250,000 cubic metres)	2,579,000.—	State	2,500,000	I. XI-I. VI	45,000.—	2,534,000.—	Railways Department
5.	Construction of three-way line near Tapa Station	21,150.—	State	8,880	I. XI-I. VI	10,430.—	9,720.—	Railways Department

## PARTICULARS OF PUBLIC WORKS IN ESTONIA (continued).

No.	Category of work and location	Value of work (Kroon)	To what credit charged	Number of working days	Season	Allocation of expenditure		Organisation executing the work
						Materials and equipment (Kroon)	Labour and social expenditure (Kroon)	
6.	Construction of No. 1 warehouse at Tallinn	28,774.—	State	5,213	Whole year	18,702.—	10,072.—	Railways Department
7.	Construction of No. 2 warehouse at Tallinn	28,774.—	State	5,213	Whole year	18,702.—	10,072.—	Railways Department
8.	Construction of goods ramp at Tallinn . . .	17,500.—	State	4,870	I. XI-I. VI	10,270.—	7,230.—	Railways Department
9.	Construction of a warehouse at Tartu . . .	28,458.—	State	5,213	Whole year	18,702.—	9,756.—	Railways Department
10.	Construction of goods ramp at Tartu . . .	17,100.—	State	4,870	I. XI-I. VI	10,270.—	6,830.—	Railways Department
11.	Construction of repair-shop at Türi . . . . .	65,000.—	State	27,489	Whole year	32,000.—	33,000.—	Railways Department
12.	Paving station platform at Tallinn-Kopli . . .	18,250.—	State	5,000	I. V-I. X	12,160.—	6,090.—	Railways Department
13.	Reconstruction projected at Tallinn-Kopli station	16,200.—	State	8,500	I. XI-I. VI	5,600.—	10,600.—	Railways Department
(c) <i>Agricultural Improvements.</i>								
1. Completed.								
1.	Construction of cattleshed at Tähtvere . . . . .	19,000.—	State	—	Summer			Forestry Department
2.	Construction of stables at Vaeküla . . . . .	5,338.—	State	9,600	Summer			Forestry Department
3.	Rebuilding of cattleshed at Tähtvere . . . . .	2,000.—	State	1,112	Winter			Forestry Department
4.	Bringing new land under cultivation ; construction of roads and buildings . . . . .	6,000.— 103,000.— 544,000.—	State State State	224,000		190,000.—	463,000.—	Agricultural Department
5.	Improvement of meadowlands at Tartu . . . . .	2,408.— 1,038.—	State Municipality	2,311	Winter	—	3,446.—	Tartu Municipality
2. In course of execution.								
1.	Lowering the level of Lake Peipsi . . . . .	1,653,000.—	State	200,000	April-October			Department of Navigable Waterways
2.	Regulation of the Kasari River . . . . .	450,000.—	State	25,000	April-October			Department of Navigable Waterways
3.	Regulation of the Emajõgi River . . . . .	400,000.—	State	25,000	April-October			Department of Navigable Waterways

4.	Regulation of the Vöhandu River . . .	350,000.—	State	20,000	April-October			Department of Navigable Waterways
3. In contemplation.								
1.	Regulation of the Pärnu River . . . . .	500,000.—	State	30,000	April-October			Department of Navigable Waterways
2.	Regulation of the Narva River . . . . .	700,000.—	State	50,000	April-October			Department of Navigable Waterways
3.	Lowering the level of Lake Virtsjärv . . . . .	500,000.—	State	30,000	April-October			Department of Navigable Waterways
4.	Bringing new land under cultivation . . . . .	10,000,000.—	State	600,000 (per annum)	Whole year		(5-year plan)	Agricultural Department
(d) <i>Inland Navigable Waterways.</i>								
1. Completed.								
1.	Canals and other inland navigable waterways.	180,088.13	State	145,797	Winter	—	180,088.13	Roads Department
2. In course of execution.								
1.	Construction of piers at Rannu-Jõesuu . . . . .	92,700.—	State	20,000	Whole year			Department of Navigable Waterways
2.	Construction of a pier at Audru . . . . .	15,000.—	State	9,725	Winter			Forestry Department
3.	Consolidation of the left bank of the Emajõgi at Tartu . . . . .	109,805.— 27,563.—	State Municipality	89,785	Winter	23,873.—	113,495.—	Tartu Municipality
4.	Filling up the right bank of the Emajõgi at Tartu . . . . .	79,581.— 23,756.—	State Municipality	63,893	Winter	12,240.—	91,097.—	Tartu Municipality
5.	Canals and other inland navigable waterways . . . . .	72,625.23	State	31,566	Winter	—	72,625.23	Roads Department
3. In contemplation.								
1.	Strengthening the bank of the Narva River . . . . .	150,000.—	State	30,000	April-October			Department of Navigable Waterways
2.	Deviation of the Rosson River . . . . .	300,000.—	State	60,000	April-October			Department of Navigable Waterways
3.	Construction of locks and electric power station at the Narva waterfall . . . . .	40,000,000.—	State	8,000,000	Whole year			Department of Navigable Waterways
4.	Construction of piers at Narva-Jõesuu . . . . .	300,000.—	State	60,000	Whole year			Department of Navigable Waterways



## PARTICULARS OF PUBLIC WORKS IN ESTONIA (continued).

No.	Category of work and location	Value of work (Kroon)	To what credit charged	Number of working days	Season	Allocation of expenditure		Organisation executing the work
						Materials and equipment (Kroon)	Labour and social expenditure (Kroon)	
5.	Strengthening the left bank of the Emajõgi at Tartu . . . . .	31,092.— 15,007.—	State Municipality	36,815	Winter	15,007.—	31,092.—	Tartu Municipality
6.	Strengthening the right bank of the Emajõgi at Tartu . . . . .	18,142.— 4,536.—	State Municipality	16,480	Winter	4,536.—	18,142.—	Tartu Municipality
7.	Canals and other navigable waterways in the towns and country . .	20,500.— 261,435.94	State State	23,387	Whole year	—	20,500.— 261,435.94	Roads Department
(c) <i>Agricultural Reclamation Works.</i>								
1. Completed.								
1.	Agricultural improvements on Government estates . . . . .	124,881.— 30,098.—	State State	50,000 19,733	Summer and winter			Forestry Department
2.	Draining of marshes . .	50,560.—	State	15,167	Summer and winter			Tallinn Municipality
3.	Excavating main drains and dredging rivers.	1,104,700.—	State	535,350	Whole year	17,000.—	1,087,700.—	Agricultural Department
4.	Other agricultural improvements . . . . .	31,022.78 138,504.58 6,066.30	State State State	75,114	Winter	—	31,022.78 138,504.58 6,066.30	Roads Department
2. In course of execution.								
1.	Agricultural and forest drainage works . . .	716,300.—	State	353,600	Winter	9,000.—	707,300.—	Agricultural Department
2.	Dredging of the River Kasari . . . . .	160,000.—	State	25,000	Summer	80,000.—	80,000.—	Agricultural Department
3.	Dredging of the River Võhandu . . . . .	94,000.—	State	15,000	Summer	47,000.—	47,000.—	Agricultural Department
4.	Dredging of the River Paala . . . . .	90,000.—	State	15,000	Summer	45,000.—	45,000.—	Agricultural Department
5.	Dredging of the River Navesti . . . . .	186,000.—	State	62,000	Whole year	62,000.—	124,000.—	Agricultural Department
3. In contemplation.								
1.	River dredging works .	60,000.— + 100,000.— (per annum)						
2.	Agricultural and forest improvements . . . . .	174,100.— 450.—	State Municipality	138,270	Whole year	—	174,100.— 450.—	Roads Department

(f) *Water-Supply and Sewage Disposal.*

		1. Completed.					
1.	Widening the water conduit at Tallinn . .	13,470.— 174,192.— 116,580.—	State State State	19,900	247,081.—	57,161.—	Tallinn Municipality
2.	Sewage works at Tartu	8,358.— 5,724.—	State Municipality	6,507	Spring 3,281.—	10,801.—	Tartu Municipality
		2. In course of execution.					
1.	Widening the water conduit at Tallinn . .	86,200.— 29,365.—	State State	6,000	100,565.—	15,000.—	Tallinn Municipality
2.	Sewage works at Tallinn	64,280.— 179,262.—	State State	82,800			Tallinn Municipality
		3. In contemplation.					
1.	Widening the water conduit at Tallinn . .	250,000.— 75,000.—	Municipality State	25,000			Tallinn Municipality
2.	Sewage works at Tartu	64,750.— 23,239.—	State Municipality	31,733	Winter 51,436.—	36,553.—	Tartu Municipality

(g) *Harbours.*

		1. Completed.					
1.	Construction of harbour at Orissaare . . . . .	63,200.—	State	10,000	Whole year		Department of Navigable Waterways
2.	Construction of harbour at Vergi . . . . .	74,700.—	State	15,000	Whole year		Department of Navigable Waterways
3.	Construction of harbour at Vormsi . . . . .	12,100.—	State	3,000	Whole year		Department of Navigable Waterways
4.	Harbour extensions at Pärnu . . . . .	244,200.—	State	50,000	Whole year		Department of Navigable Waterways
5.	Harbour extensions at Rohuküla . . . . .	98,300.—	State	20,000	Whole year		Department of Navigable Waterways
6.	Building new quays at Tallinn Harbour . . .	28,400.—	State	6,000	Whole year		Department of Navigable Waterways
7.	Harbour extensions at Tartu . . . . .	28,700.—	State	6,000	Whole year		Department of Navigable Waterways
8.	Extension of fishing harbour at Tallinn . .	4,425.—	State	386			Tallinn Municipality

PARTICULARS OF PUBLIC WORKS IN ESTONIA (continued).

No.	Category of work and location	Value of work (Kroon)	To what credit charged	Number of working days	Season	Allocation of expenditure		Organisation executing the work
						Materials and equipment (Kroon)	Labour and social expenditure (Kroon)	
2. In course of execution.								
None.								
3. In contemplation.								
1.	Construction of harbour at Muhu . . . . .	25,000.—	State	5,000	Whole year			Department of Navigable Waterways
2.	Construction of harbour at Prangli . . . . .	30,000.—	State	6,000	Whole year			Department of Navigable Waterways
3.	Construction of piers at Tallinn Harbour . . .	150,000.—	State	30,000	April-October			Department of Navigable Waterways
4.	Building quay at Tartu Harbour . . . . .	3,985.— 1,993.—	State Municipality	3,283	Winter	2,337.—	3,621.—	Tartu Municipality
(h) Aerodromes.								
1. Completed.								
None.								
2. In course of execution.								
1.	Construction of the Tallinn aerodrome . . .	354,867.04	State	119,820	Whole year			Ministry of Ways and Communication
2.	Construction of aerodrome at Viljandi . .	651.30	State	641	Winter			Municipality
3.	Construction of aerodrome at Türi . . . . .	2,843.29	State	2,882	Winter			Municipality
4.	Construction of aerodrome at Kuresaare	2,802.20	State	2,300	Winter			Municipality
5.	Construction of aerodrome at Pärnu . . . .	5,426.60	State	4,270	Winter			Municipality
3. In contemplation.								
1.	Construction of aerodromes . . . . .	5,000.— 25,000.— 5,000.—	State State Municipality	18,500	Whole year	1,600.— 8,000.— 1,600.—	3,400.— 17,000.— 3,400.—	Roads Department
(i) Buildings.								
1. Completed.								
1.	Erection of buildings at Tallinn . . . . .	479,741.— 6,323.—	State State	31,405	Whole year			Tallinn Municipality
2.	Erection of a monument and pavilion at Tartu	3,952.— 10,101.—	State Municipality	3,434	Winter	4,946.—	9,107.—	Tartu Municipality

3.	Erection of buildings in town and country . .	245,377.92 18,000.— 133,000.— 464,000.—	State State Municipality Loan	178,543	Whole year	265,000.—	297,377.92	Roads Department	
2. In course of execution.									
1.	Reconstruction of the building of the Ministry of Agriculture . . .	60,000.—	State		Summer			Ministry of Agriculture	
2.	Erection of buildings at Tallinn . . . . .	190,000.—						Tallinn Municipality	
3. In contemplation.									
1.	Building works in town and country . . . .	165,000.— 10,000.— 138,000.— 250,000.—	State State Municipality Loan	101,500	Whole year	360,000.—	203,000.—	Roads Department	
(j) <i>Electrical Installations.</i>									
1. Completed.									
1.	Erection of electric power station at Tallinn . .	268,000.—		—	Whole year			Tallinn Municipality	
2.	Equipment of the Tallinn electric power station	475,000.—	The cost has been met from : External loan . . . . . 827,000 Internal loan . . . . . 128,000 Internal bank credit. 803,000 Contributions of towns 1,691,930	16,500	Whole year	55,710.—		Tallinn Municipality	
3.	Special equipment for this station . . . . .	321,800.—		13,250	Whole year	45,054.—		Tallinn Municipality	
4.	Construction of boiler-houses at the Tallinn electric power station	359,000.—		46,500	Whole year	130,250.—		Tallinn Municipality	
5.	Boilers for the Tallinn power station . . . .	1,078,000.—		33,270	Whole year	99,810.—		Tallinn Municipality	
6.	Extension of the wiring system of the Tallinn electric power station	938,130.—		60,700	Whole year	170,000.—		Tallinn Municipality	
7.	Other electric installations . . . . .	2,000.— 5,000.— 24,000.—		State Municipality Loan	2,750	Whole year	25,500.—	5,500.—	Roads Department
2. In course of execution.									
1.	Electrical installations in town and country	50,000.— 7,000.—	State Municipality	1,400	Summer	30,000.— 5,000.—	20,000.— 2,000.—	Roads Department	
3. In contemplation.									
1.	Electrical installations in town and country . .	7,000.— 38,000.—	Municipality Loan	8,700	Whole year	27,500.—	17,500.—	Roads Department	

PARTICULARS OF PUBLIC WORKS IN ESTONIA (continued).

No.	Category of work and location	Value of work (Kroon)	To what credit charged	Number of working days	Season	Allocation of expenditure		Organisation executing the work
						Materials and equipment (Kroon)	Labour and social expenditure (Kroon)	
(k) <i>Gasworks.</i>								
1. Completed.								
1.	Extension of the Tallinn gasworks system . . .	4,734.— 23,211.— 18,168.—	State State State	3,300		36,060.—	10,053.—	Tallinn Municipality
2. In course of execution. None.								
3. In contemplation. None.								
(l) <i>Telegraph, Telephone, Wireless.</i>								
1. Completed.								
1.	Repair works . . . . .	186,258.—	State			50%	50%	General Post Office
2.	Construction and repair of buildings . . . . .	354,929.—	State			50%	50%	General Post Office
3.	Repairs to and im- provements in the telegraph, telephone and wireless systems	4,483,201.—	State			50%	50%	General Post Office
4.	Erection of automatic telephone station at Tallinn . . . . .	486,894.—	State			50%	50%	General Post Office
2. In course of execution. None.								
3. In contemplation. None.								
(m) <i>Miscellaneous Works.</i>								
1. Completed.								
1.	Crop improvements . . .	740,971.97	State					Forestry and Agricultural Departments
2.	Land improvements . . .	755,622.86	State					
3.	Forest roads . . . . .	42,524.23	State					
4.	Erection of new buildings	285,700.06	State					

1.	Land improvements . . .	188,441.41 180,411.20	State State					Forestry and Agricultural Departments Forestry and Agricultural Departments Forestry and Agricultural Departments	
2.	Forest roads . . . . .	5,240.75	State						
3.	Erection of new buildings	30,427.53	State						
3. In contemplation.									
1.	State forestry programme for 1934-35:								
	(a) Preparation of building timber (460,000 cubic metres) . . . . .	1,660,000.—	State	711,000	Whole year	—	1,660,000.—	State Forests Co.	
	(b) Preparation of fire- wood (580,000 cubic metres) . . . . .								
	(c) Preparation of work- ed wood (55,000 cubic metres) . . . . .								
2.	Land improvements . .	226,000.— 250,000.—	State State					Forestry and Agricultural Departments	
3.	Forest roads . . . . .	7,000.—	State						
4.	Erection of new buildings	40,000.— 50,000.—	State State						
5.	Travellers' hostel at Tallinn Harbour . . .	45,000.—	State	7,000	April-October			Department of Navigable Waterways	
6.	Cold-storage plant at Tallinn Harbour . . .	1,000,000.—	State	150,000	April-October			Department of Navigable Waterways	
7.	Erection of lighthouse at Hiiu . . . . .	180,000.—	State	25,000	April-October			Department of Navigable Waterways	

## UNITED STATES OF AMERICA.

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### A. REPORT FROM THE SECRETARY OF THE INTERIOR AND ADMINISTRATOR OF PUBLIC WORKS TO THE SECRETARY-GENERAL OF THE LEAGUE OF NATIONS ON PUBLIC WORKS IN THE UNITED STATES OF AMERICA, 1929-1934.

#### I. — A BRIEF DESCRIPTION OF THE MAIN PUBLIC WORKS, AND SUCH PRIVATE CONSTRUCTION AS WAS FINANCED BY FEDERAL GOVERNMENT FUNDS FROM JULY 1ST, 1929, THROUGH JUNE 1934.

Because of the complexities resulting from the Federal structure of the Government of the United States, it has seemed best to separate those public works which have been built by the Federal Government, or independent agencies directly under its authority, from those public works by States, counties, cities and other governmental bodies. Throughout this report, therefore, a distinction has been made between these two classifications. Because other important construction has been made possible by Federal loans to private agencies, a third category is included. This has been considered particularly important, as a good part of this private construction is of a type which in many countries would be public work.

#### *Federal Construction.*

It is estimated that, in the years 1925 to 1930, Federal construction amounted to only 10 per cent of all the public works in the country. In the fiscal year ending June 30th, 1930, the principal Federal expenditure for construction was for roads and bridges, but this money, instead of being spent directly, was given to the forty-eight States to match sums from them for building national highways. Other important items in this year were for work on rivers and harbours, flood control, naval yards and docks, reclamation and forest service. The total Federal expenditure for this year was \$269,913,474. The expenditure in the various classifications will be found in Appendix A, Table I.

Although the amount spent on roads and bridges decreased in the fiscal year 1931, it greatly increased in 1932, and was a major expenditure throughout. Because of serious flood conditions, the item for canals, irrigation and flood control was very high in 1931. The expenditure for public buildings was also important in all these years. These buildings were not only administrative buildings in Washington, but also post offices, Customs and Federal court houses throughout the country.

A good many of the roads and buildings that were started during these years have been completed, still others are in course of construction and even more are contemplated. The largest items from the standpoint of total outlay, as distinguished from yearly expenditure, are those of dams which are under construction for flood control, irrigation and hydro-electric power. The Boulder Dam on the Colorado River has been under way since 1931 and is not expected to be completed for several

years. Included in this project is not only the dam itself, but a power plant, the All-American Canal, and a city for 5,000 people. The total amount allotted by Congress was \$165,000,000.

The tremendous impetus that was given to public works by the passage of the National Industrial Recovery Act in 1933, which included an appropriation of \$3,300,000,000 for the Public Works Administration, caused an increase in practically every category of Federal construction. This increased support was especially effective in stimulating the building of dams and reclamation projects.

In accordance with an extensive plan for controlling flood waters and improving navigation as well as for the development of hydro-electric power, many dams and locks are being constructed in the upper Mississippi River and its tributaries. This whole magnificent water system is being developed at the cost of many millions of dollars for the permanent protection and use of the country.

A similar development is being made of the Columbia River system. Here, also, two great dams are being built. The Grand Coulee and Bonneville dams will contribute greatly to the prosperity of that section and will, while under construction, give work to thousands of people.

One of the most important ventures of the present Administration has been the Tennessee Valley Authority. This authority has been given by Congress the power to develop the possibilities of the vast Tennessee Valley. Already the authority has put into operation the Muscle Shoals Dam, which was built during the war, and has started the erection of Norris and Wheeler dams, which will be a part of the plan for the utilisation of the resources of this system. The authority also has power to develop and sell electricity and to manufacture nitrates. The fulfilment of this programme will call for a large expenditure and much construction.

The Public Works Emergency Housing Corporation and the Subsistence Homesteads Corporation have been established to improve housing conditions and to make available a better sort of life for people of low income. In addition to the usual amount of forest service, there has been established the Civilian Conservation Corps, which works to improve the Federal and State forests and parks. Much has been done by this corps to prevent forest fires and to replant burned and eroded areas. The Civil Works Administration, which was established primarily to furnish jobs to the unemployed, has nevertheless accomplished a great deal of miscellaneous but important construction work.

#### *Non-Federal Public Construction.*

In each year from 1930 through 1933, the amount spent on construction by the States, cities and other public bodies declined. According to the figures of the Federal Employment Stabilisation Board, \$2,910 million was spent by this group on construction in the calendar year 1930; this figure dropped to \$2,417 million in 1931; to \$1,485 million in 1932, and in 1933 was only \$800 million.

The chief types of construction work done by these State and local governments were roads, streets, bridges and educational buildings. In 1932, through the programme of lending by the Reconstruction Finance Corporation, several large projects were undertaken, notably in California. In this State, the San Francisco-Oakland Bridge was started and will be under construction for several years. Another long-time project started in California in 1932 is the Southern California metropolitan district water supply and aqueduct.

With the establishment of the Public Works Administration in 1933, the terms for loans to public bodies were made more lenient and much building resulted. A large part of the expenditure was for water supplies and sewerage systems in the cities. The outstanding example of this type of construction is the sewage-disposal works



of Chicago, which will be constructed over several years at a cost of more than \$40,000,000.

Another important project made possible by a loan from the Public Works Administration is the Tri-borough Bridge in New York. This bridge will cost about \$50,000,000 and will take several years to build. Also in New York, nearly \$40,000,000 has been allotted by the Public Works Administration for the Midtown-Hudson vehicular tunnel. This project will take about four years for completion.

#### *Federal Loans for Private Construction.*

This classification is important because of the large expenditures that have been made by the Public Works Administration in the form of loans to railroads and to limited-dividend housing projects. The major loan was to the Pennsylvania Railroad for the electrification of its line from Washington to New York. Although this is technically a repair and maintenance job, inasmuch as no new mileage is being constructed, it is in its effect on industry very much the same as new construction. This work is now under way and will last several years. Millions of dollars were also lent to the railroads by the Reconstruction Finance Corporation for the improvement of their rolling-stock.

Relatively few limited-dividend housing projects received loans from the Public Works Administration, but important among them is the one in Philadelphia being built by the Full-fashioned Hosiery Union. It is not contemplated to extend this programme, as it is thought that large-scale and low-cost housing construction can better be handled by the Public Works Emergency Housing Corporation.

A very important type of Federal lending for private construction will soon begin with the programme of the Federal Housing Administration. It is the intention of this agency to stimulate private renovation and building by insuring private financial institutions against losses made on certain renovation and modernisation construction work. It is thought that this will make possible a great deal of building that has been held back because of the lack of financing facilities.

Other sections of the Act creating the Federal Housing Administration provide for the insuring of home mortgages and mortgages on limited-dividend and similar low-cost housing projects, also the insurance of the shares and the certificates of building and loan associations. The insurance of the mortgage is designed to be entirely self-supporting. These provisions of the Act may be important in influencing construction work in the future.

Still another type of Federal financing of private construction is that of a subsidiary of the Tennessee Valley Authority called the Electric Home and Farm Authority, Incorporated. While this may not be considered as public works in the strictest sense, it will nevertheless influence both the employment of labour and use of materials. This agency will finance the long-time purchase of electrical appliances by the residents of the Tennessee Valley in order to encourage production as well as to make these appliances available at a low cost. This programme is just getting under way.

Of the \$3,300,000,000 first appropriated in the National Industrial Recovery Act, \$2,350,994,392, or 72 per cent, was allotted for construction projects. From the remaining \$923,330,666, allotments were made by Congress and by special executive order for the Farm Credit Administration (\$100,000,000), the Civil Works Administration (\$400,005,000), and for the Civilian Conservation Corps (\$323,362,315). As has been described above, a good part of the work of the Civil Works Administration and the Civilian Conservation Corps was really construction.

Out of the \$400,000,000 made available to the Public Works Administration under executive order from the \$500,000,000 emergency appropriation as authorised by the

last Congress, \$382,856,710 had been allotted by August 1st, 1934, to construction projects. The total amount allocated for construction projects by the Public Works Administration was, on August 1st, 1934, \$2,733,851,102, leaving an unallotted balance of \$33,718,232.

It will be seen from the above that any comprehensive description of public works in the United States is a very complicated undertaking. It has been possible to mention only the aspects of this multifold programme which seem to be of the greatest importance to the economic future of the United States and to other countries interested in the details of this resurgence of American activity.

## II. — THE PRINCIPAL ADMINISTRATIVE METHODS AND LEGAL PROVISIONS PERTAINING TO THE MAIN PUBLIC WORKS UNDERTAKEN OR AUTHORISED BY THE UNITED STATES SINCE THE BEGINNING OF THE YEAR 1929.

Broadly speaking, the United States has carried out its public works programme :

- (1) Through direct Federal aid for Federal purposes ;
- (2) Through Federal loans and grants to other public bodies ; and
- (3) Through Federal loans to private enterprises.

Each of these methods will be considered in turn.

### (1) *Direct Federal Aid for Federal Purposes.*

#### (i) *Public Works Administration.*

The National Industrial Recovery Act, which became law on June 16th, 1933, created a Federal Emergency Administration of Public Works, the powers of which were to be exercised by a Federal Emergency Administrator of Public Works. The Act provided that :

“ *Section 202.* — The Administrator, under the direction of the President, shall prepare a comprehensive programme of public works, which shall include, among other things, the following : (a) construction, repair, and improvement of public highways and parkways, public buildings and any publicly owned instrumentalities and facilities ; (b) conservation and development of natural resources, including control, utilisation, and purification of waters, prevention of soil or coastal erosion, development of water power, transmission of electrical energy, and construction of river and harbour improvements and flood control, and also the construction of any river or drainage improvement required to perform or satisfy any obligation incurred by the United States through a treaty with a foreign Government heretofore ratified, and to restore or develop for the use of any State or its citizens water taken from or denied to them by performance on the part of the United States of treaty obligations heretofore assumed . . . ; (c) any projects of the character heretofore constructed or carried on either directly by public authority or with public aid to serve the interests of the general public ; (d) construction, reconstruction, alteration, or repair under public regulation or control of low-cost housing and slum-clearance projects . . .

“ *Section 203.* — (a) With a view to increasing employment quickly (while reasonably securing any loans made by the United States) the President is authorised and empowered, through the Administrator or through such other agencies as he may designate or create, (1) to construct, finance, or aid in the construction or financing of any public works project included in the programme prepared pursuant to Section 202 . . . ”

Under this law, the Government has undertaken various public works projects through its several executive departments and independent agencies. In some cases the Government is constructing the projects itself; in some cases they are being constructed under contract with private construction firms.

All work is subject to the following provisions :

“ *Section 206.* — All contracts let for construction projects and all loans and grants pursuant to this title shall contain such provisions as are necessary to ensure (1) that no convict labour shall be employed on any such project; (2) that (except in executive, administrative, and supervisory positions), so far as practicable and feasible, no individual directly employed on any such project shall be permitted to work more than thirty hours in any one week; (3) that all employees shall be paid just and reasonable wages which shall be compensation sufficient to provide, for the hours of labour as limited, a standard of living in decency and comfort; (4) that, in the employment of labour in connection with any such project, preference shall be given, where they are qualified, to ex-service men with dependents, and then in the following order : (A) To citizens of the United States and aliens who have declared their intention of becoming citizens, who are bona-fide residents of the political sub-division and/or county in which the work is to be performed, and (B) to citizens of the United States and aliens who have declared their intention of becoming citizens who are bona-fide residents of the State, territory or district in which the work is to be performed : *Provided*, That these preferences shall apply only where such labour is available and qualified to perform the work to which the employment relates; and (5) that the maximum of human labour shall be used in lieu of machinery wherever practicable and consistent with sound economy and public advantage.”

(ii) *Civil Works Administration.*

As a public works project pursuant to the statutory authority above quoted, President Roosevelt, in the fall of 1933, created the Civil Works Administration. This functioned through a Civil Works Administrator. Unemployed people were hired by the Government and put to work on projects of local improvement. They were subject to the above labour provisions.

(iii) *Emergency Conservation Work.*

By Law of March 31st, 1933, the President was authorised to provide for employing unemployed persons :

“ . . . in the construction, maintenance and carrying-on of works of a public nature in connection with the forestation of lands belonging to the United States or to the several States which are suitable for timber production, the prevention of forest fires, floods and soil erosion, plant pest and disease control, the construction, maintenance or repair of paths, trails and fire-lanes in the national parks and national forests, and such other work on the public domain, national and State, and Government reservations incidental to or necessary in connection with any projects of the character enumerated, as the President may determine to be desirable . . . ”

Pursuant to this authority, a Director of Emergency Conservation Work was appointed and a Civilian Conservation Corps created. The work in connection with this corps is handled through the various executive departments of the Government.

(iv) *Tennessee Valley Authority.*

By Law passed on May 18th, 1933, known as the "Tennessee Valley Authority Act of 1933", a public corporation known as the "Tennessee Valley Authority" was created and given power, *inter alia*:

" . . . to construct dams, reservoirs, power houses, power structures, transmission lines, navigation projects, and incidental works in the Tennessee River and its tributaries, and to unite the various power installations into one or more systems by transmission lines."

The construction authorised by this Act is being carried out by the authority partly by contract, partly directly.

The law provides that :

" All contracts to which the corporation is a party and which require the employment of labourers and mechanics in the construction, alteration, maintenance or repair of buildings, dams, locks, or other projects shall contain a provision that not less than the prevailing rate of wages for work of a similar nature prevailing in the vicinity shall be paid to such labourers or mechanics."

(v) *Subsistence Homesteads.*<sup>1</sup>

The National Industrial Recovery Act provided that :

" Section 208. — To provide for aiding the redistribution of the overbalance of population in industrial centres, \$25,000,000 is hereby made available to the President, to be used by him through such agencies as he may establish and under such regulations as he may make, for making loans for and otherwise aiding in the purchase of subsistence homesteads. The moneys collected as repayment of said loans shall constitute a revolving fund to be administered as directed by the President for the purpose of this section."

Pursuant to this authority, a Government corporation, "Subsistence Homesteads Corporation", has been set up and subsistence homestead projects have been undertaken partly directly by the Federal Government, partly by contract with private contractors.

(vi) *Low-cost Housing.*

Pursuant to the authority found in Section 202 (d) of the National Industrial Recovery Act, the "Public Works Emergency Housing Corporation" has been set up and slum-clearance and low-cost housing projects have been undertaken.

(2) *Federal Loans and Grants to Other Public Bodies.*

Section 201 (a) of the Emergency Relief and Construction Act of 1932, approved July 21st, 1932, as amended, authorised the Reconstruction Finance Corporation :

" (1) To make loans to, or contracts with, States, municipalities and political sub-divisions of States, public agencies of States, of municipalities, and of political sub-divisions of States, public corporations, boards and commissions, and public municipal instrumentalities of one or more States, to aid in financing projects

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<sup>1</sup> The name "subsistence homesteads" denotes a home upon a plot of land on which can be grown a major portion of the foodstuffs required by the homestead family. The central motive of the subsistence homesteads programme is to demonstrate the economic and social value of a form of livelihood which combines part-time wage work and part-time gardening or farming.

authorised under Federal, State or municipal law which are self-liquidating in character, such loans or contracts to be made through the purchase of their securities, or otherwise, and for such purpose the Reconstruction Finance Corporation is authorised to bid for such securities . . .

“(5) To make loans to aid in financing the construction of any publicly owned bridge to be used for railroad, railway and highway uses, the construction cost of which will be returned in part by means of tolls, fees, rents or other charges, and the remainder by means of taxes imposed pursuant to State law enacted before the date of enactment of the Emergency Relief and Construction Act of 1932; and the Reconstruction Finance Corporation is further authorised and empowered to purchase bonds of any State, municipality or other public body or agency issue for the purpose of financing the construction of any such bridge irrespective of the dates of maturity of such bonds.”

The Act further provided that :

“. . . a project shall be deemed to be self-liquidating if such project will be made self-supporting and financially solvent and if the construction cost thereof will be returned within a reasonable period by means of tolls, fees, rents or other charges, or by such other means (other than by taxation) as may be prescribed by the statutes which provide for the project . . .”

The Act further provided that loans to be made :

“. . . shall be subject to the conditions that no convict labour shall be directly employed on any such project, and that (except in executive, administrative and supervisory positions), so far as practicable, no individual directly employed on any such project shall be permitted to work more than thirty hours in any one week, and that, in the employment of labour in connection with any such project, preference shall be given, where they are qualified, to ex-service men with dependents.”

This Act was superseded by the National Industrial Recovery Act, the provisions of which have been quoted above. Section 203 (a) (2) of the National Industrial Recovery Act authorised the President, through the Administrator :

“. . . upon such terms as the President shall prescribe, to make grants to States, municipalities or other public bodies for the construction, repair or improvement of any such project (of the kind described in Section 202, quoted above), but no such grant shall be in excess of 30 per cent of the cost of the labour and materials upon such project.”

Section 204 (a) of the National Industrial Recovery Act authorised the President to make grants to the highway departments of the several States in an amount not less than \$400,000,000, to be expended by such departments in road construction.

### (3) *Federal Loans to Private Enterprises.*

Section 201 (a) of the Emergency Relief and Construction Act of 1932, as amended, authorised the Reconstruction Finance Corporation :

“(2) To make loans to corporations formed wholly for the purpose of providing housing for families of low income, or for reconstruction of slum areas, which are regulated by State or municipal law as to rents, charges, capital structure, rate of return, and areas and methods of operation, to aid in financing projects undertaken by such corporations which are self-liquidating in character ;

“(3) To make loans to private corporations to aid in carrying out the construction, replacement, or improvement of bridges, tunnels, docks, viaducts, waterworks, canals and markets devoted to public use and which are self-liquidating in character ;

“(4) To make loans to private limited dividend corporations to aid in financing projects for the protection and development of forests and other renewable natural resources, which are regulated by a State or political subdivision of a State and are self-liquidating in character . . .”

This Act was superseded by the National Industrial Recovery Act. Section 202 (e) of the latter Act provided that there be included in the programme of public works :

“. . . any project . . . of any character heretofore eligible for loans under sub-section (a) of Section 201 of the Emergency Relief and Construction Act of 1932 as amended ; and paragraph (3) of such sub-section (a) shall for such purposes be held to include loans for the construction or completion of hospitals the operation of which is partly financed from public funds, and of reservoirs and pumping plants and for the construction of dry docks . . .”

Section 203 (a) (4) of the National Industrial Recovery Act authorised the President, through the Administrator of Public Works or through such other agencies as he may designate or create, “. . . to aid in the financing of such railroad maintenance and equipment as may be approved by the Interstate Commerce Commission as desirable for the improvement of transportation facilities . . .”

Under the above provisions, loans (but not grants) have been made to private corporations for the purpose of constructing projects of the kind described in Section 202 of the Act, and loans have been made to railroads for the purpose of acquiring equipment and improving their facilities. All these loans are subject to the labour conditions described above.

The Electric Home and Farm Authority and the Federal Housing Administration deserve brief mention. These are not, strictly speaking, instrumentalities for the promotion of public works, but rather for the promotion of private construction. The former is a subsidiary of the Tennessee Valley Authority created for the purpose of financing and promoting the installation of electric appliances on homes and farms. The latter was organised by Act of June 27th, 1934. Its powers are exercised by an Administrator. Section 2 of the Act creating it provides :

“The Administrator is authorised and empowered, upon such terms and conditions as he may prescribe, to insure banks, trust companies, personal finance companies, mortgage companies, building and loan associations, instalment lending companies and other such financial institutions, which are approved by him as eligible for credit insurance, against losses which they may sustain as a result of loans and advances of credit, and purchases of obligations representing loans and advances of credit, made by them subsequent to the date of enactment of this Act and prior to January 1st, 1936, or such earlier date as the President may fix by proclamation, for the purpose of financing alterations, repairs and improvements upon real property. In no case shall the insurance granted by the Administrator under this section to any such financial institution exceed 20 per cent of the total amount of the loans, advances of credit, and purchases made by such financial institution for such purpose ; and the total liability incurred by the Administrator for such insurance shall in no case exceed in the aggregate \$200,000,000. No insurance shall be granted under this section to any such financial institution with respect to any obligation representing any such loan, advance of credit, or purchase by it the face amount of which exceeds \$2,000 ; nor unless the obligation bears such interest, has such maturity, and contains such other terms, conditions and restrictions, as the Administrator shall prescribe.”

### III. — THE PRINCIPAL METHODS EMPLOYED FOR FINANCING PUBLIC WORKS.

In the fiscal year ending 1930, the construction work of the Federal Government was financed out of the current revenue, as had been done in previous years. With the deepening of the depression and the consistent decline in tax returns, it was, however, necessary for the Government to meet the growing annual deficits by more and more borrowing. The first deficit in the Federal budget since 1919 occurred in 1931, and this deficit has increased every year since then. The borrowing to finance these deficits has been on both a short-term and a long-term basis. The loans which have been floated have, however, been internal and have been immediately over-subscribed.

A single budget is used by the Treasury to account for all the Government expenditures, both ordinary and emergency. Under the Roosevelt Administration, however, a distinction has been made in the classification of the two types of expenditures for the purpose of clearly setting forth the emergency appropriations.

With regard to the repayment of the borrowing which the Government has been doing, it must be realised, first, that a large part of these expenditures consists of loans on self-liquidating projects, and it is confidently expected that this money will return to the Treasury. In addition, there are other expenditures, such as that of the Tennessee Valley Authority for the development of hydro-electric power. It is specifically provided in the Act establishing the Tennessee Valley Authority that any surplus over expenses of operation, maintenance and amortisation must be turned in to the Treasury at the end of each calendar year.

Perhaps the most important item in regard to repayment is the general improvement of business activity since the inauguration of the Recovery Programme. We have seen that, during the early years of the depression, the decline in the ordinary revenues of the Government was precipitous and alarming. Any measures which would change this direction and once more establish an increased revenue would, of necessity, improve the credit of the Government. As the result of one year of President Roosevelt's Recovery Programme the revenue has already greatly increased.

In Section V of this report it is shown clearly that conditions have improved and that the ordinary revenues of the Government have considerably increased already. It is, therefore, reasonable to expect that, with the continuation of the present policies of the Government, the ordinary revenues will soon be sufficient to take care of the Government's expenditures and also the amortisation of the public debt.

The methods of financing public works of the States, counties, municipalities and other bodies have varied so much from place to place that it is difficult to give a reliable account of them. What may be said, however, is that, with the general decline of tax revenue in the depression, most of these governmental bodies financed their public works to an increasingly large extent through borrowing. In some instances, the inability of the cities to collect taxes sufficient to meet their expenses caused them to borrow to the full legal limit, and there were cases where the effects of the depression caused them to default on municipal bonds. As will be seen in Section V, the cities are once more getting sufficient revenue to enable them to carry on their normal expenditures. The increase in business activity generally will undoubtedly have its effect on the individual cities and become cumulative.

The financial condition of the non-Federal Government bodies was improved by the Reconstruction Finance Corporation in 1932. This improvement was greatly augmented by the adoption of a more lenient policy by the Public Works Administration in 1933. The Reconstruction Finance Corporation made loans for self-liquidating projects and also for relief work. The Public Works Administration made loans for self-liquidating projects, but required governmental bodies to repay only

70 per cent of the money advanced. Both the Reconstruction Finance Corporation and the Public Works Administration are Federal agencies. It will be seen, therefore, that the Federal Government has played a large part in the financing of the public works of the non-Federal Governments. The improved economic status of the country, as the result of this policy, is expected to increase the revenue of Federal and non-Federal Governments alike.

#### IV. — THE ALLOCATION OF EXPENDITURE ON THE EXECUTION OF PUBLIC WORKS AS BETWEEN MATERIALS AND EQUIPMENT, AND LABOUR.

There is no record of the allocation of the expenditure on public works before 1933 which distinguishes between the amounts for labour and the amounts for materials and equipment. Since August 1933, the Bureau of Labour Statistics has been keeping a close record of the use of money which has been paid out by the Public Works Administration. All contractors on projects financed with Public Works Administration appropriations are required to file with the Bureau of Labour Statistics a complete accounting of this expenditure. The same regulations have applied to the construction under loans from the Reconstruction Finance Corporation, but these records do not begin until April 1934. Other branches of the Government have, since the fiscal year ending June 1934, been ordered to submit similar reports for construction.

The records for the fiscal year ending in 1935 will, therefore, be complete for the first time. For this report it has been necessary to limit the figures to those from the Public Works Administration for the fiscal year ending 1934, and the Reconstruction Finance Corporation for the last three months of that year.

By referring to Table III of this report, it will be seen that, although the number of workers and the number of man-hours and the average earnings per hour increased every month after October 1933, the expenditures for material were in each month considerably more than the total amount of the pay-rolls. A somewhat larger proportion of pay-rolls is shown by the report on expenditures of three months of construction in projects financed by funds from the Reconstruction Finance Corporation. These figures are shown in Table IV.

Tables VI and VII give the value of the various types of material purchased by contractors on Public Works Administration and Reconstruction Finance Corporation projects respectively. This information shows the extent to which different industries have been directly stimulated by the programme of public works construction.

In Table V it is possible to see the number of men, in the fiscal year ending 1934, actually employed by the United States Government, not including the military and civil service employees.

The construction programme of the Public Works Administration is not yet one-third accomplished. The figures for the first year cannot be accepted as a fair sample for the total programme. It is contemplated that, when all the money is spent, about half will have gone directly for labour and about half for materials and equipment.

#### V. — THE EFFECTS OBTAINED AND EXPECTED FROM THE EXECUTION OF THE PUBLIC WORKS ON THE RESUMPTION OF ECONOMIC AND INDUSTRIAL ACTIVITIES AND ON UNEMPLOYMENT.

As the expenditure for public works declined steadily from 1930 through the summer of 1933, its effect during this period is problematical. Whereas it probably did have a certain retarding effect in the general decline of business activity, nevertheless both declined so swiftly that the effects, if any, are negligible.



On the other hand, although since October 1933 the expenditure for public works has increased enormously, this has only been one part of the programme of the Roosevelt Administration, and it is impossible to attribute any definite part of the general results to any single activity within the programme. It is clearly evident, nevertheless, that the general programme has had the effect of halting the downward sweep of the depression and has increased business activity and reduced the numbers of the unemployed.

It is possible to say quite definitely, moreover, that, during the fiscal year ending June 1934, the monthly average of men employed on construction projects financed by funds from the Public Works Administration (see Table III) was 270,756. It is also possible to state that, of the \$523,850,179 actually spent for this construction, \$159,205,512 went to workers on these projects and \$364,644,667 was spent by the contractors for material to be used on these projects.

If we then follow the accepted principle of estimating that the number of people who were employed in the manufacture and transportation of the material used was roughly equal to the number employed directly on the projects, we see that the immediate effect on employment is to bring about an average increase, in the fiscal year ending June 1934, of approximately half a million.

The secondary and later effects of this increase in the purchasing power of such a large number of people are undoubtedly being reflected in retail sales and other aspects of business activity. These effects are necessarily combined with the effects of other parts of the Recovery Programme and it is not possible to give statistical proof of them. We know that conditions have been improved in many industries and in the country as a whole. If, for instance, we look at the increase in the Federal revenue from tobacco in 1934, as against 1933, we see a reflection of this improvement.

The collections from tobacco taxes increased from \$402,739,059 in the fiscal year ending June 30th, 1933, to \$425,162,129 in the fiscal year ending June 30th, 1934. The rate of the tax was the same for both years.

The effect of the Recovery Programme is again illustrated by the figures for income-tax collections in the two years. As tax collections largely apply to incomes made in the previous calendar year, it is necessary to compare the collections of the first six months of each year. The figures of corporation and individual income-tax collections during the first six months of the calendar years 1933 and 1934 were as follows :

	1933 \$	1934 \$	Increase \$	Increase Per cent
Corporation . . .	180,931,460	233,272,958	52,341,498	28.9
Individual . . .	222,692,485	266,917,668	44,225,183	19.0

The large increase in both categories of income-tax collections is particularly significant when it is realised that President Roosevelt's programme was started only in March 1933. The figures given for 1934 above refer to tax collections from incomes made in 1933, whereas the figures given for 1933 refer to tax collections from incomes made in 1932.

The figures concerning increased revenue need not be confined to the Federal Government. Reports from municipalities all over the country indicate the same trend. An article by the Associated Press in the *New York Times* of August 13th, 1934, describes the change which has come over the finances of the various municipalities. Only the first few paragraphs will be quoted here, but the article carried numerous specific examples of the improvement :

“ The books of the nation's municipalities are being written in black ink once more. From all sections of the country to-day came reports of the brightest outlook for city financial affairs in the last few years.

“ The new state of affairs reveals generally lowered interest rates on both renewed and new bond issues, with some even selling at premiums ; lowered outstanding indebtedness, repayment of back salaries and, in numerous cases, restoration of salary cuts.

“ Back of the intensive struggle to effect the transfer on the municipal books from red into black stand in bold relief balanced budgets, strict economies rigidly enforced and, more recently, increased tax collections.”

Because of the swiftness with which the public works programme was undertaken and the lack of preparation for it by the States and other governmental bodies, there have been many delays in getting the programme under way. As this situation is overcome, and increasing amounts of Federal money are used for construction purposes, there is every reason to expect that the immediate effects which are already in evidence will be increased and, indeed, become cumulative in their stimulation of the economic system of the country.

Men have been put to work more promptly through allotments to the Bureau of Public Roads and to the railroads than through allotments for any other purpose. This may be accounted for by the fact that both the railroads and the Bureau of Public Roads had organisations ready to start work immediately.

By August 1st, 1934, only 30 per cent of the \$2,733,851,102 allotted for construction by the Public Works Administration had been spent. The effects of expenditures from these allotments will therefore continue to be felt for some time.

Another effect of the Public Works Administration that should perhaps be mentioned is the money raised elsewhere by applicants for non-Federal loans. By August 1st, 1934, \$252,037,985 had been raised by such applicants. This amount must be added to the total appropriations in a full account of the investment in public works.

Although it is impossible to attribute general results to any one feature of the President's programme, it is possible to show that, since this Administration took power, there has been a steady decline in unemployment in the country. The figures given by the American Federation of Labour and given here in Table VIII show that their estimate of unemployment increased consistently from January 1930 until it reached the peak of 13,689,000 in March 1933. Since that time, it has been declining just as consistently.

In addition to the intention of the Roosevelt Administration to achieve (a) immediate relief for the people from the suffering of unemployment and of the reduced standards of living, and (b) the reinvigoration of our economic life and an intensified business activity, has been the desire to use Federal funds for planning and co-ordinating the development and conservation of the resources of the country. The establishment of the National Resources Board and the Mississippi Valley Committee are steps toward a more efficient use, and a better-planned control, of the resources of the country. The declaration by President Roosevelt that the Government-built hydro-electric power plants will be used as “ yardsticks ” for rates to consumers in that industry is an instance of the new responsibility which the Government has taken. Not only will power be more carefully planned for, but also the exploitation of petroleum and other mineral resources will be carefully regulated. This work is already under way, and there is good reason to expect that it will have a powerful influence on the future of the country, not only by increasing the standard of living, but also by integrating the people themselves into a more harmonious and enlightened culture.

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Table I.<sup>1</sup> — Construction financ

Fiscal years end

(In dol -

	Routes, ponts et tunnels  Roads, bridges and tunnels  A	Chemins de fer, voies souterraines  Railways, subways  B	Récupération complète de terres agricoles  Complete agricultural land reclamation  C	Canaux, irrigation, lutte contre les inondations  Canals, irrigation, flood control  D	Amélioration du sol, reboisement  Land improvements, reforestation  E	Travaux d'adduction et de distribution d'eau, égouts  Waterworks, sewers  F	Ports maritimes et fluviaux  Sea and river ports  G
	<i>Federal</i>						
Dépenses effectives, 1930 . . . . .	93.555.324	264.271	9.398.603	26.605.804	1.134.949	693.154	46.978.476
Dépenses effectives, 1931 . . . . .	44.842.856	197.697	9.422.289	39.262.392	1.596.262	117.166	52.861.965
Dépenses effectives, 1932 . . . . .	217.033.005	255.369	24.779.932	38.977.651	3.252.078	104.996	46.964.252
Dépenses effectives, 1933 . . . . .	185.094.819	157.030	24.077.279	36.117.062	6.823.075	54.509	48.563.485
Dépenses effectives, 1934 . . . . .	149.833.747	352.919	14.607.828	91.691.662	228.196.643	1.022.974	84.247.863
Dépenses ; crédits réguliers des dé- partements, 1934	5.421.726	218.893		31.636.580	1.016.137	789.999	49.096.601
Crédits d'urgence, dépenses, 1934 (N.I.R.A.-C.C.C.)	144.412.021	134.026	14.607.828	60.055.082	227.180.506	232.975	35.151.262
Total des projets fédéraux de 1930 à 1934 inclus . .	690.359.751	1.227.286	82.305.931	232.654.571	241.003.007	1.992.799	279.616.041
Crédits pour l'exer- cice 1935 . . . . .	483.527.494	210.008		316.726.995	23.575.522		158.482.808
	<i>Non-Federal Projects: States, Muni</i>						
Dépenses effectives, crédits d'urgence, 1934 . . . . .	18.643.960			1.817.000		57.912.438	
Affectation de crédits d'urgence (N.I.R.A. 1935) . . . . .	187.757.783	35.060.000		52.981.894		382.839.149	12.409.400
	<i>Non-Federal Private</i>						
Dépenses effectives, crédits d'urgence, 1934 . . . . .		91.770.300					
Affectation de crédits d'urgence, 1935 . .		199.607.800					
Totaux généraux des crédits pour 1935	671.285.277	234.877.808		369.708.889	23.575.522	382.839.149	170.892.208
Dépenses effectives, crédits d'urgence, 1934 . . . . .	163.055.981	91.904.326	14.607.828	61.872.082	227.180.506	58.145.413	35.151.262
Dépenses effectives sur les crédits d'ur- gence et les crédits des départements de 1930 à 1934 inclusivement . .	709.003.711	92.997.586	82.305.931	234.471.571	241.003.007	59.905.237	279.611.041

<sup>1</sup> Each category is treated in detail in Appendix B.

dix A.

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Aéroports Airports  H	Construction (édifices administratifs, maisons d'habitation, etc.)  Building and construction (administrative buildings, dwelling-houses, etc.)  I	Installations électriques, usines hydroélectriques, centres thermiques, transmission d'énergie  Electric installations. hydro-electric plants, heating centres, power transmission  J	Usines à gaz  Gasworks  K	Télégraphe et téléphone  Telegraph and telephone  L	Divers  Miscellaneous  M	Totaux annuels  Yearly totals	
<i>projects.</i>							
3.601.090	88.035.309	198.094		48.400		270.513.476	Actual expenditures, 1930.
7.948.829	288.259.254	222.138		86.918		436.837.765	Actual expenditures, 1931.
2.656.941	185.427.703	190.428		18.914		519.661.269	Actual expenditures, 1932.
2.567.526	178.399.819	15.582				481.870.186	Actual expenditures, 1933.
1.241.716	585.736.819	11.698.000			23.572.405	1.192.202.576	Actual expenditures, 1934.
113.432	96.104.320					184.397.688	Expenditures, regular departmental appropriations, 1934.
1.128.284	489.632.499	11.698.000			23.572.405	1.007.804.888	Emergency appropriation expenditures, 1934. (N.I.R.—A.C.C.C.).
18.016.102	1.317.858.904	12.324.243		154.232	23.572.405	2.901.085.272	Total Federal projects 1930-1934 inclusive.
18.356.187	799.039.034	51.700.000			298.000.000	2.089.618.048	Allocations for fiscal year 1935.
<i>municipalities, Other Public Bodies.</i>							
29.580	7.389.756	1.125.292			130.195	87.048.221	Actual expenditures, emergency funds, 1934.
376.500	168.631.590	25.224.813	867.600		134.700	866.283.429	Allocations, emergency funds (N.I.R.A.—1935).
<i>Projects (R.R., etc.).</i>							
	2.634.667					94.404.967	Actual expenditures, emergency funds, 1934.
	35.881.087					235.488.887	Allocations, emergency funds, 1935.
18.732.687	1.003.551.711	76.924.813	867.600		238.134.700	3.191.390.364	Grand Totals : Allocations, 1935.
1.157.864	499.656.922	12.823.292			23.702.600	1.189.258.076	Actual expenditures, emergency funds, 1934.
18.045.682	1.327.883.327	13.449.535		154.232	23.702.600	3.082.538.460	Actual expenditures, emergency and departmental, 1930-1934 inclusive.

Table II. — Estimated Construction in the United States, 1929-1933.  
(In millions of dollars.)

	1929	1930	1931	1932	1933	
Maisons d'habitation . . .	2,127	1,222	900	311	222	Residential.
Maisons de commerce . . .	1,031	684	345	135	89	Commercial.
Usines . . . . .	606	285	129	48	100	Factories.
Théâtres, clubs, loges, bâ- timents religieux et com- mémoratifs . . . . .	224	188	129	47	34	Theatres, clubs, lodges, religious and memorial.
Constructions agricoles . .	463	367	258	192	135	Farm construction.
Total . . . . .	4,451	2,746	1,761	734	580	Total.
Chemins de fer (catégorie I)	1,364	1,227	804	471	401	Railways (Class I).
Tramways . . . . .	194	189	155	98	82	Street railways.
Energie électrique . . . . .	904	1,036	697	373	230	Electric power.
Téléphone. . . . .	818	824	600	422	340	Telephones.
Télégraphe . . . . .		73	37	21	16	Telegraph.
Gaz . . . . .		221	144	85	53	Gas.
Pipe-lines. . . . .		515	469	31	52	Pipe-lines.
Travaux d'adduction et de distribution d'eau . . . . .		44	25	15	8	Waterworks.
Total . . . . .	3,340	4,173	2,972	1,552	1,213	Total.
Total des constructions privées . . . . .	7,791	6,919	4,733	2,286	1,793	Total private.
Villes. . . . .	1,339	1,495	1,302	797	400	Cities.
Comtés . . . . .	556	709	329	137	100	Counties.
Etats (non compris les sub- ventions fédérales) . . . . .	576	706	786	551	300	States (excluding Federal aid).
Total des constructions publiques non fédérales . .	2,471	2,910	2,417	1,485	800	Total non-Federal public.
Constructions fédérales (y compris les subventions fédérales, non compris D.C.) . . . . .	305	390	510	580	500	Federal (including Federal aid, excluding D.C.).
Total des constructions fédérales publiques. . . . .	305	390	510	580	500	Total Federal public.

(Based on reports to the F. W. Dodge Corporation, to the Department of Agriculture, the Bureau of the Census and the Federal Employment Stabilisation Board.)

(Compiled by the Federal Employment Stabilisation Board.)

Table III. — *Employment, Pay-Rolls and Man-Hours worked during August 1933 to June 1934 on Projects financed from Public Works Funds, by Month.*

(Subject to revision.)

Mois Month	Nombre des salariés Number of wage-earners	Nombre des heures d'ouvriers effectuées Number of man- hours worked	Salaire moyen par heure Average earnings per hour	Montant des feuilles de paie Amount of pay-rolls	Valeur des commandes de matériel passées Value of material orders placed
				Dollars	
1933					
Août — August . . . .	4.699	539.454	0,519	280.040	202.100
Septembre — September	33.836	3.920.009	0,500	1.961.496	1.622.365
Octobre — October . . .	114.098	14.077.752	0,498	7.006.680	22.005.920 <sup>1</sup>
Novembre — November	254.784	28.168.280	0,513	14.458.364	24.605.055
Décembre — December	270.808	29.866.297	0,527	15.724.700	24.839.098
1934					
Janvier — January . . .	273.583	27.658.591	0,527	14.574.960	23.522.929
Février — February . . .	295.722	28.938.177	0,527	15.245.381	24.562.311
Mars — March . . . . .	292.696	29.171.634	0,536	15.636.545	69.334.754
Avril — April . . . . .	369.234	31.247.248	0,567	17.732.234	66.639.862
Mai — May . . . . .	486.166	44.130.618	0,558	24.637.889	49.720.378
Juin — June . . . . .	582.690	57.825.214	0,553	31.947.223	57.589.895
Total . . . . .	—	295.543.274	—	159.205.512	364.644.667

(Prepared in the Bureau of Labour Statistics, Division of Building Statistics and Public Employment.)

Table IV. — *Employment, Pay-Rolls and Man-Hours worked during April, May and June 1934 on Projects Financed by the Self-Liquidating Loans Division of the Reconstruction Finance Corporation.*

(Subject to revision.)

Mois Month	Sommes décaissées Amount disbursed	Nombre des salariés Number of wage-earners	Nombre des heures d'ouvriers effectuées Number of man-hours worked	Salaire moyen par heure Average earnings per hour	Montant des feuilles de paie Amount of pay-roll	Valeur des matériaux achetés Value of materials purchased
				Dollars		
Avril — April . . . .	2.525.044,88	18.638	2.302.479	0,659	1.518.479	2.297.479
Mai — May . . . . .	6.399.212,56	19.274	2.334.060	0,701	1.636.503	2.120.498
Juin — June . . . . .	4.603.597,88	19.218	2.412.342	0,723	1.743.318	2.189.538

(Prepared in the Bureau of Labour Statistics, Division of Building Statistics and Public Employment.)

<sup>1</sup> Includes orders placed for naval vessels prior to October.

Table V. — Numbers of Workers hired from Funds of the United States Government, not including Military and Civil Service, in the Fiscal Year ending June 30th, 1934.

Mois Month	Travaux financés par la P. W. A. Construction projects financed by P. W. A.	Constructions de routes (autres que par la P. W. A.) Road building (other than P. W. A.)	C. C. C.	Projets financés par la C. W. A. Projects financed by C. W. A.	Programme de travaux d'urgence Emergency work programme	Travaux financés par la R. F. C. Construction projects financed by R. F. C.
1933						
Août — August . . . . .	4.699	128.801	316.109			
Septembre — September . . . . .	33.836	106.907	307.100			
Octobre — October . . . . .	114.098	79.980	242.968			
Novembre — November . . . . .	254.784	56.872	294.861	1.471.200		
Décembre — December . . . . .	270.808	38.112	344.273	2.884.919		
		21.345	321.701			
1934						
Janvier — January . . . . .	273.583	7.633	331.594	3.928.130		
Février — February . . . . .	295.722	2.382	321.829	3.492.947		
Mars — March . . . . .	292.696	1.396	247.591	2.284.897	22.934	
Avril — April . . . . .	369.234	1.932	314.664	65.512	786.829	18.638 <sup>1</sup>
Mai — May . . . . .	486.166	3.941	335.871	11.117	866.779	19.274
Juin — June . . . . .	582.690	4.678	280.271	6.503	969.466	19.218

(Prepared in the Bureau of Labour Statistics, Division of Building Statistics and Public Employment.)

Table VI. — Materials purchased from August 1933 to June 1934 inclusive for Public Works Projects, by Type of Material.

(Subject to revision.)

Type of material	Value of material orders placed \$
Aircraft (new) . . . . .	1,562,840
Aeroplane parts . . . . .	4,198,705
Aluminium manufactures . . . . .	34,925
Ammunition and related products. . . . .	57,919
Asbestos . . . . .	39,919
Awnings, tents, canvas, etc. . . . .	128,489
Belting, miscellaneous. . . . .	11,824
Boat-building, steel and wooden (small) . . . . .	463,174
Bolts, nuts, washers, etc. . . . .	1,483,787
Carpets and rugs . . . . .	19,447
Carriages and wagons . . . . .	15,142
Cast-iron pipe and fittings . . . . .	4,104,006
Cement . . . . .	26,257,475 <sup>2</sup>
Chemicals . . . . .	134,248
Clay products . . . . .	3,310,857 <sup>2</sup>
Coal . . . . .	370,146
Compressed and liquefied gases . . . . .	103,421

<sup>1</sup> Previous figures not available.

<sup>2</sup> Estimated.

Type of material	Value of material orders placed
	8
Concrete products . . . . .	14,493,215 <sup>1</sup>
Copper products . . . . .	203,355
Cordage and twine . . . . .	149,688
Cork products . . . . .	20,371
Cotton goods. . . . .	41,454
Creosote . . . . .	444,988
Crushed stone . . . . .	3,076,584 <sup>1</sup>
Doors, shutters, and window sash and frames, moulding and trim (metal) . . . . .	1,621,901
Electrical machinery, apparatus and supplies . . . . .	15,046,451
Engines, turbines, tractors, waterwheels and windmills . . . . .	2,362,477
Explosives . . . . .	2,744,343 <sup>1</sup>
Felt goods . . . . .	58,734
Firearms . . . . .	306,637
Forgings, iron and steel . . . . .	2,362,392
Foundry and machine-shop products, not elsewhere classified . . . . .	27,574,218 <sup>1</sup>
Furniture, including store and office fixtures . . . . .	308,578
Glass . . . . .	213,352
Hardware, miscellaneous . . . . .	1,392,335
Instruments, professional and scientific . . . . .	931,580
Jute goods. . . . .	22,215
Lighting equipment. . . . .	883,124
Lime . . . . .	62,165
Locomotives, oil-electric . . . . .	330,400
Locomotives, steam. . . . .	5,707,095
Lumber and timber products . . . . .	24,264,983 <sup>1</sup>
Machine tools . . . . .	2,080,531
Marble, granite, slate, and other stone products . . . . .	4,920,049
Meters (gas, water, etc.) and gas generators . . . . .	35,390
Minerals and earths, ground or otherwise treated . . . . .	56,947
Motor vehicles, passenger . . . . .	134,298
Motor vehicles, trucks . . . . .	310,924
Nails and spikes . . . . .	447,638
Non-ferrous-metal alloys, non-ferrous-metal products, except aluminium, not elsewhere classified . . . . .	664,766
Paints and varnishes . . . . .	798,424
Paper products. . . . .	11,474
Paving mixtures . . . . .	24,584,035 <sup>1</sup>
Petroleum products. . . . .	10,727,178 <sup>1</sup>
Planing-mill products . . . . .	1,521,770
Plumbing supplies . . . . .	2,508,205
Pumps and pumping equipment . . . . .	1,734,784
Radio apparatus and supplies . . . . .	182,951
Rail fastenings, excluding spikes . . . . .	4,671,208
Rails, steel . . . . .	17,285,403
Railway cars, freight . . . . .	34,286,587
Railway cars, mail and express . . . . .	219,157
Railway cars, passenger . . . . .	5,093,773
Refrigerators and refrigerator cabinets, including mechanical refrigerators . . . . .	353,069
Roofing, built-up and roll; asphalt shingles; roof coatings, other than paint . . . . .	826,769
Rubber goods . . . . .	139,037
Sacks and bags . . . . .	10,719
Sand and gravel . . . . .	11,899,758 <sup>1</sup>
Sheet-metal work. . . . .	1,281,860
Smelting and refining lead . . . . .	76,937
Springs, steel . . . . .	429,871
Steam and hot-water heating apparatus . . . . .	1,879,870

<sup>1</sup> Estimated.



Type of material	Value of material orders placed \$
Steam and other packing, pipe and boiler covering, and gaskets . . . . .	185,311
Steel-works and rolling-mill products, other than steel rails, including structural and ornamental metal work. . . . .	57,247,013 <sup>1</sup>
Stoves and ranges (other than electric) and warm-air furnaces . . . . .	58,810
Switches, railway. . . . .	748,629
Theatrical scenery and stage equipment . . . . .	23,621
Tools, other than machine tools . . . . .	647,103
Upholstering materials, not elsewhere classified . . . . .	65,569
Wall-plaster, wall-board, insulating board, and floor composition . . . . .	523,347
Waste . . . . .	15,243
Window and door screens and weather strip. . . . .	22,095
Window shades and fixtures . . . . .	15,785
Wire, drawn from purchased rods . . . . .	2,071,080
Wirework, not elsewhere classified. . . . .	286,555
Wrought pipe, welded and heavy rivets . . . . .	138,905
Other. . . . .	26,503,200 <sup>1</sup>
Total . . . . .	364,644,667

(Prepared in the Bureau of Labour Statistics, Division of Building Statistics, and Public Employment.)

*Table VII. — Materials purchased during April, May and June 1931, for Projects financed by the Self-Liquidating Division of the Reconstruction Finance Corporation, by Type of Material.*

(Subject to revision.)

Type of material	Value of material purchased \$
Cast-iron pipe and fittings . . . . .	173,762
Cement . . . . .	509,719
Clay products . . . . .	160,269
Coal . . . . .	17,339
Compressed and liquefied gas . . . . .	13,122
Concrete products . . . . .	588,094
Copper products . . . . .	102,059
Cordage and twine . . . . .	1,500
Crushed stone . . . . .	36,469
Doors, shutters, window sash and frames, etc. . . . .	6,422
Electrical machinery and supplies . . . . .	389,808
Explosives . . . . .	302,032
Felt goods, etc. . . . .	1,082
Foundry and machine-shop products, not elsewhere classified . . . . .	560,409
Fuel oil . . . . .	44,451
Gasoline . . . . .	68,517
Glass . . . . .	2,151
Hardware, miscellaneous . . . . .	321,121
Lime . . . . .	3,249
Lubricating oil and greases. . . . .	18,456
Lumber and timber products . . . . .	465,037
Marble, granite, slate and other stone products . . . . .	18,312
Motor vehicles (auto trucks) . . . . .	74,848

<sup>1</sup> Estimated.

Type of material	Value of material purchased \$
Nails and spikes . . . . .	3,573
Paints and varnishes . . . . .	4,710
Plumbing supplies . . . . .	76,124
Pumps, etc. . . . .	1,576
Roofing, built-up and roll ; asphalt shingles, roof coatings other than paint. . . . .	3,075
Rubber goods . . . . .	7,943
Sand and gravel . . . . .	158,593
Sheet-metal work. . . . .	10,275
Steam and hot-water heating apparatus . . . . .	5,012
Steel-works and rolling-mill products, including structural and ornamental metal work . . . . .	2,190,330
Tools, other than machine tools . . . . .	44,623
Wall-plaster, wall-board, insulating board and floor compo- sition . . . . .	5,738
Wire, drawn from purchased rods . . . . .	78,636
Wirework, not elsewhere classified. . . . .	17,978
Other. . . . .	121,095
Total . . . . .	6,607,515

(Prepared in the Bureau of Labour Statistics, Division of Building Statistics, and Public Employment.)

*Table VIII. — American Federation of Labour Estimate of Total Number unemployed in the United States.*

	1930	1931	1932
January. . . . .	3,216,000	7,160,000	10,197,000
February . . . . .	3,565,000	7,345,000	10,486,000
March . . . . .	3,543,000	7,098,000	10,739,000
April . . . . .	3,188,000	6,739,000	10,990,000
May . . . . .	3,090,000	6,750,000	11,470,000
June . . . . .	3,250,000	6,841,000	11,853,000
July . . . . .	3,714,000	7,198,000	12,300,000
August . . . . .	4,101,000	7,357,000	12,344,000
September. . . . .	4,150,000	7,303,000	11,767,000
October . . . . .	4,639,000	7,778,000	11,586,000
November. . . . .	5,364,000	8,699,000	12,008,000
December . . . . .	5,541,000	8,908,000	12,124,000
1933			
January. . . . .	13,100,000		Same figures corrected by subtracting number employed by C.C.C., C.W.A., E.W.P.
February . . . . .	13,294,000		
March . . . . .	13,689,000		
April . . . . .	13,256,000		
May . . . . .	12,896,000		12,704,620
June . . . . .	12,204,000		11,920,519
July . . . . .	11,793,000		11,476,891
August . . . . .	10,960,000		10,652,900
September. . . . .	10,108,000		9,865,032
October . . . . .	10,122,000		9,827,139
November. . . . .	10,651,000		8,835,527
December . . . . .	10,769,000		7,562,380
1934			
January. . . . .	11,755,000		7,495,276
February . . . . .	11,443,000		7,628,224
March . . . . .	10,849,000		8,293,578
April . . . . .	10,551,000		9,383,995
May . . . . .	10,248,000		9,034,233
June . . . . .	10,312,000		9,055,760

**Appendix B.**

DETAILED ACCOUNT OF EXPENDITURES SUMMARISED IN TABLE I.

*Expenditures for Public Works in the United States of America and Possessions.*

Fiscal Years 1930 to 1934 inclusive.

*Summary 1. — Federal Departments.*

Classification of projects	Total	Ordinary appropriations	Emergency funds, fiscal year 1934	Allocated for fiscal year 1935
	\$	\$	\$	\$
A . . . . .	690,359,751	545,947,730	144,412,021	483,527,494
B . . . . .	6,595,586	1,093,260	134,026	210,008
C . . . . .	82,305,931	67,698,103	14,607,828	—
D . . . . .	232,654,571	172,599,489	60,055,082	316,726,995
E . . . . .	241,003,007	13,822,501	227,180,506	23,575,522
F . . . . .	1,992,799	1,759,824	232,975	—
G . . . . .	279,616,041	244,464,779	35,151,262	158,482,808
H . . . . .	18,016,102	16,887,818	1,128,284	18,356,187
I . . . . .	1,317,858,904	828,226,405	489,632,499	799,039,034
J . . . . .	12,324,243	626,243	11,698,000	51,700,000
K . . . . .	—	—	—	—
L . . . . .	154,232	154,232	—	—
M . . . . .	23,572,405	—	23,572,405	238,000,000
Total . . . . .	2,906,453,572	1,893,280,383	1,007,804,888	2,089,618,048

*Summary 2. — Non-Federal Projects: States, Municipalities and Other Public Bodies*

Classification of projects	Emergency funds only	
	Allocated for fiscal year 1934	Expenditures for fiscal year 1934
	\$	\$
A . . . . .	187,757,783	18,643,960
B . . . . .	35,060,000	—
C . . . . .	—	—
D . . . . .	52,981,894	1,817,000
E . . . . .	—	—
F . . . . .	382,839,149	57,912,438
G . . . . .	12,409,400	—
H . . . . .	376,500	29,580
I . . . . .	168,631,590	7,389,756
J . . . . .	25,224,813	1,125,292
K . . . . .	867,600	—
L . . . . .	—	—
M . . . . .	134,700	130,195
Total . . . . .	866,283,429	87,048,221

*Summary 3. — Non-Federal Projects: Private Projects.*

Classification of projects	Allocated for fiscal year 1935	Expenditures for fiscal year 1934
A . . . . .	\$ —	\$ —
B . . . . .	199,607,800	91,770,300
C . . . . .	—	—
D . . . . .	—	—
E . . . . .	—	—
F . . . . .	—	—
G . . . . .	—	—
H . . . . .	—	—
I . . . . .	35,881,087	2,634,667
J . . . . .	—	—
K . . . . .	—	—
L . . . . .	—	—
M . . . . .	—	—
Total . . . . .	235,488,887	94,404,967

*Summary 4.*

	Total expenditures	Expenditures Regular appropriations, 1930-1934	Emergency funds	Allocated for fiscal year 1935
	\$	\$	\$	\$
Total: Federal departments . . . . .	2,901,085,272	1,893,280,383	1,013,173,188	2,089,618,048
Total: Non-Federal projects:				
States, municipalities, and other public bodies . . . . .	87,048,221	—	87,048,221	866,283,429
Total: Non-Federal projects: private projects . . . . .	94,404,967	—	89,036,667	235,488,887
Grand total of expenditures for public works . . . . .	\$3,082,538,460			

*Note.* — All allocated emergency sums should be reduced by the emergency fund already expended in order to arrive at the net allocations still available.

Emergency appropriations include the National Industrial Recovery Administration funds totaling \$3,700,000,000, both expended and allocated, a loan to various railroads by the Reconstruction Finance Corporation of \$5,368,300, and an expenditure by the Civilian Conservation Corps of \$226,091,490.

The emergency fund expended on Federal projects includes expenditures up to July 31st, while the emergency fund expended on non-Federal projects includes expenditures up to June 30th.

The National Industrial Recovery funds were advanced on a 30 per cent grant, 70 per cent loan basis.

The Reconstruction Finance Corporation funds were advanced on a loan basis only.

The Civilian Conservation Corps funds were a 90 per cent grant for labour on reforestation projects.

*Federal Projects.*

Totals of expenditures by all Governmental departments . . . . .

*Classification A.* — This account includes expenditures for State highways, forest roads and trails, paving city streets, erection of bridges and construction of vehicle and pedestrian tunnels (exclusive of railroads). . . . . \$

Expenditures out of the emergency appropriations. . . . . 144,412,021

Expenditures out of ordinary departmental appropriations . . . . . 545,947,730

Total . . . . . 690,359,751

Allocated for fiscal year 1935 . . . . . \$483,527,494

*Non-Federal Projects.*

States, municipalities and other public bodies.	
<i>Classification A.</i> — Expenditures out of the emergency appropriations . . . . .	\$18,643,960
Allocated for fiscal year 1935 . . . . .	\$187,757,783

*Federal Projects.*

Totals of expenditures by all Governmental departments.	
<i>Classification B.</i> — This account includes expenditures for all railway lines, including tramways, metropolitan railways, etc. The great majority of this expenditure has been and will be spent for rails and fastenings, new rolling equipment, and electrification.	
	\$
Expenditures out of the emergency appropriations . . . . .	134,026
Expenditures out of ordinary departmental appropriations . . . . .	<u>1,093,260</u>
Total . . . . .	1,227,286
Allocated for fiscal year 1935 . . . . .	\$210,008

*Non-Federal Projects.*

States, municipalities and other public bodies.	
<i>Classification B.</i> — Nothing expended to date.	
Allocated for fiscal year 1935 . . . . .	\$35,060,000
Private projects.	
<i>Classification B.</i> — Expenditures out of the emergency appropriations . . . . .	\$91,770,300
Allocated for fiscal year 1935 . . . . .	\$199,607,800

*Federal Projects.*

Totals of expenditures by all Governmental departments.	
<i>Classification C.</i> — This account includes expenditures for all agricultural and land reclamation (drainage, irrigation, construction of dwelling-houses and various new buildings, or establishment of entire new settlements, country roads and other works connected with land settlement).	
	\$
Expenditures out of the emergency appropriations . . . . .	14,607,828
Expenditures out of ordinary departmental appropriations . . . . .	<u>67,698,103</u>
Total . . . . .	82,305,931
<i>Classification D.</i> — This account includes expenditures for all canals and other inland waterways (including improvement work on rivers, defensive work against floods, etc.).	
	\$
Expenditures out of the emergency appropriations . . . . .	60,055,082
Expenditures out of ordinary departmental appropriations . . . . .	<u>172,599,489</u>
Total . . . . .	232,654,571
Allocated for fiscal year 1935 . . . . .	\$316,726,995

*Non-Federal Projects.*

States, municipalities and other public bodies.	
<i>Classification D.</i> — Expenditures out of the emergency appropriations . . . . .	\$1,817,000
Allocated for fiscal year 1935 . . . . .	\$52,981,894

*Federal Projects.*

Totals of expenditures by all Governmental departments.

<i>Classification E.</i> — This account includes expenditures for all land improvement work, bringing of new land under cultivation, reforestation, etc.		\$
Expenditures out of the emergency appropriations . . . . .		227,180,506
Expenditures out of ordinary departmental appropriations . . . . .		<u>13,822,501</u>
Total . . . . .		241,003,007
Allocated for fiscal year 1935 . . . . .	\$23,575,522	

<i>Classification F.</i> — This account includes expenditures for all waterworks, water-mains, reservoirs, sewer-mains and sewage-disposal plants.		\$
Expenditures out of the emergency appropriations . . . . .		232,975
Expenditures out of ordinary departmental appropriations . . . . .		<u>1,759,824</u>
Total . . . . .		1,992,799

*Non-Federal Projects.*

States, municipalities and other public bodies.

<i>Classification F.</i> — Expenditures out of the emergency appropriations . . . . .	\$57,912,438
Allocated for fiscal year 1935 . . . . .	\$382,839,149

*Federal Projects.*

Totals of expenditures by all Governmental departments.

<i>Classification G.</i> — This account includes expenditures on all work carried out in sea and river ports, including mechanical equipment of such ports.		\$
Expenditures out of the emergency appropriations . . . . .		35,151,262
Expenditures out of ordinary departmental appropriations . . . . .		<u>244,464,779</u>
Total . . . . .		279,616,041
Allocated for fiscal year 1935 . . . . .	\$158,482,808	

*Non-Federal Projects.*

States, municipalities and other public bodies.

<i>Classification G.</i> — Nothing expended to date.	
Allocated for fiscal year 1935 . . . . .	\$12,409,400

*Federal Projects.*

Totals of expenditures by all Governmental departments.

<i>Classification H.</i> — This account includes expenditures for all work pertaining to the establishment of airports.		\$
Expenditures out of the emergency appropriations . . . . .		1,128,284
Expenditures out of ordinary departmental appropriations . . . . .		<u>16,887,818</u>
Total . . . . .		18,016,102
Allocated for fiscal year 1935 . . . . .	\$18,356,187	

*Non-Federal Projects.*

States, municipalities and other public bodies.

<i>Classification H.</i> — Expenditures out of the emergency appropriations . . . . .	\$29,580
Allocated for fiscal year 1935 . . . . .	\$376,500

*Federal Projects.*

Totals of expenditures by all Governmental departments.

*Classification I.* — This account includes expenditures for all building and construction work forming a part of a general plan and carried out with the participation or approval of public authorities. This includes dwelling-houses under a nation-wide housing plan, Governmental administration buildings, etc. This total includes over \$399 million expended on "made work" projects to relieve unemployment. Of this sum, approximately 90 per cent was expended for labour and 10 per cent for material on thousands of small construction jobs.

	\$
Expenditures out of the emergency appropriations. . . . .	489,632,499
Expenditures out of ordinary departmental appropriations . . . . .	<u>828,226,405</u>
Total . . . . .	1,317,858,904
Allocated for fiscal year 1935 . . . . .	\$799,039,034

*Non-Federal Projects.*

States, municipalities and other public bodies.

<i>Classification I.</i> — Expenditures out of the emergency appropriations . . . . .	\$7,389,756
Allocated for fiscal year 1935 . . . . .	\$168,631,590

Private projects.

<i>Classification I.</i> — Expenditures out of the emergency appropriations . . . . .	\$2,634,667
Allocated for fiscal year 1935 . . . . .	\$35,881,087

*Federal Projects.*

Totals of expenditures by all Governmental departments.

*Classification J.* — This account includes expenditures for electric installations, hydro-electric plants, heating-power centres and motive-power transmission.

	\$
Expenditures out of the emergency appropriations. . . . .	11,698,000
Expenditures out of ordinary departmental appropriations . . . . .	<u>626,243</u>
Total . . . . .	12,324,243
Allocated for fiscal year 1935 . . . . .	\$51,700,000

*Non-Federal Projects.*

States, municipalities and other public bodies.

<i>Classification J.</i> — Expenditures out of the emergency appropriations . . . . .	\$1,125,292
Allocated for fiscal year 1935 . . . . .	\$25,224,813

*Classification K.* — This account includes expenditures for gasworks and long-distance gas supply.  
Nothing expended to date.

Allocated for fiscal year 1935 . . . . .	\$867,600
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*Federal Projects.*

Totals of expenditures by all Governmental departments.

*Classification L.* — This account includes expenditures for telegraph and telephone installations, wireless broadcasting stations, etc.

	\$
Expenditures out of the emergency appropriations . . . . .	None
Expenditures out of ordinary departmental appropriations . . . . .	<u>154,232</u>
Total . . . . .	154,232

*Classification M.* — This account includes those types of projects not included in the foregoing. This account includes over \$23 million expended on the construction of ships for the Navy Department.

	\$
Expenditures out of the emergency appropriations . . . . .	23,572,405
Expenditures out of ordinary departmental appropriations. . . . .	<u>None</u>
Total . . . . .	23,572,405

Allocated for fiscal year 1935 . . . . .	\$238,000,000
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*Non-Federal Projects.*

States, municipalities and other public bodies.

<i>Classification M.</i> — Expenditures out of the emergency appropriations . . . . .	\$130,195
Allocated for fiscal year 1935 . . . . .	\$134,700

## B. — REPORT OF THE FEDERAL EMERGENCY ADMINISTRATION OF PUBLIC WORKS.

### PART I. — GENERAL SURVEY.

On June 16th, 1933, the National Industrial Recovery Act was put into force as a means of using the public programme for the improvement of business. The summer of 1933 was occupied in building up an organisation of experienced technicians in engineering, law and finance and the necessary complement of clerical employees. The available Federal projects were rushed through as fast as possible. Since the Federal agencies had completed their plans, these projects offered the quickest means of getting the construction programme started. Private and local projects were slow in making their appearance, because some little time was required for the local authorities to determine on desirable forms of work and adapt them to the administrative requirements of the Act. State organisations were set up to examine proposed projects and give the Central Administration the benefit of local knowledge of conditions.

While awaiting the development of new local projects, the Administration examined 526 projects turned over to it by the Reconstruction Finance Corporation. Owing to the severe financial restrictions imposed on the Reconstruction Finance Corporation by the Emergency Relief and Construction Act of 1932, there were many projects that could not be carried forward by that organisation, but which could be allowed to proceed under the more liberal terms of the National Industrial Recovery Act. These projects were re-examined by the Administration in the light of the requirements of the present Act.

It may be interesting for those who have not followed in detail the operations of the Public Works Administration to know the methods of procedure adopted for handling proposed projects.

In Washington, all local projects are examined by the Engineering, Legal, and Financial Divisions, where they are given a thorough study as to the physical soundness and adequacy of the proposed work, the question whether it comes within the Act and whether the applicant has legal authority to undertake such work, and the question whether the applicant can stand the financial strain consequent upon borrowing for the purpose intended. The personnel of these divisions has been carefully selected to include specialists in many lines. In some cases where the technical questions involved are simple, a project can be quickly passed or rejected; in other cases, elaborate study and lengthy correspondence are required before one or another of the divisions can arrive at a conclusion. In all cases the number and character of the technicians who check the final decision is such that the chance of illegitimate influence is remote. The decisions are made in accordance with the best judgment of competent technical men on technical grounds under the provisions of the Act.

#### *Selecting Projects.*

If favourable reports are rendered by the three examining divisions, the project is referred to the Deputy Administrator and to the Administrator, and the latter, if it meets with his approval, submits it to the Special Board for Public Works. This Special Board consists of the Secretary of the Interior (Chairman), the Attorney-General, the Secretaries of War, Agriculture, Commerce, and Labour, the Director of the Budget, Henry M. Waite (the Deputy Administrator), and Assistant Secretary of the Treasury Robert (in charge of public buildings). The function of the Special



Board is to consider all projects in the light of general national policy. If a project is passed by the Special Board, it goes to the President for final consideration and approval or rejection. The Act does not establish the mandatory right of all technically eligible projects to receive Federal aid. The President and, under his authority, the Special Board may exercise discretion in choosing such projects as, in their judgment, are most beneficial under the circumstances at any particular time, rejecting others that are eligible under the Act.

#### *Reviewing Rejected Projects.*

In case a project is recommended for rejection by the examining divisions, it is referred to the Technical Board of Review, a body of engineers in private practice, who are called to Washington from time to time to sit as a court of appeal. The Board has a permanent chairman and a staff of regular examiners, who sort out the rejected projects and eliminate those which are hopelessly ineligible under the Act, leaving for the Board to consider in public hearings only those where there is reasonable question as to the facts or the policies involved. No member of the Board sits in any case in which he or any of his clients has an interest. Cases that have been recommended for approval but have been protested by other interests are also referred to the Board, as well as an occasional case of such unusual size or nature that the Deputy Administrator desires the Board's opinion on its technical features. When public hearings are held, the members of the Board study the case in advance, and, after the hearing, question the examiners who have previously studied the case. Finally, a recommendation is prepared for the Deputy Administrator, who determines whether to carry the project further or let it drop.

#### *Housing Projects.*

Housing projects are examined by the Housing Division, which consists of technical men experienced in housing design and construction, and has its own staff of legal and financial advisers. Experience has unfortunately shown that many of the private housing projects submitted were conceived rather as means of utilising unsuccessful land subdivisions controlled by the applicants than as means of meeting a definite need for low-cost housing. The danger of involving the Federal Government in speculative building of a type that would quickly blight and render the housing situation worse instead of better has had to be constantly kept in mind. So few, indeed, were the desirable and eligible projects submitted that the Administration has formed the Emergency Public Works Housing Corporation, through which the Government can make a beginning by initiating suitable projects where they are most needed. At the present time, the possibility of a completely satisfactory solution of the housing problem is impeded by the fact that, in many places where new construction is desirable, the cost of land makes low rentals impossible. The present programme is therefore confined to exploratory work and to demonstration projects placed where a fortunate combination of need and low land costs makes immediate construction feasible. The ultimate solution of the problem of locating and building low-cost housing in accordance with national, city and regional planning awaits the development of means for dealing with the question of land values.

#### *Miscellaneous Projects.*

Co-ordinate with the other examining divisions are special divisions for the consideration of Federal projects initiated by other departments of the Government, and of transportation loans made to railroads under Section 203 (a) (4) of the Act.

The Division of Subsistence Homesteads, to handle projects provided for in Section 208 of the Act, was detached from the Public Works Administration and established as a bureau of the Department of the Interior.

#### *Making Loans.*

After a project has received final approval by the President, the sum required is definitely allocated, and the project is returned to the Legal Division for the preparation of an agreement covering the loan, or grant, or loan and grant provided for in the allocation. In the case where the applicant is a private corporation, the proceedings are relatively simple, as the legal formalities involved in the issuance of corporate bonds do not, as a rule, involve a necessarily long lapse of time; but, where the applicant is a public body, considerable delay is generally to be expected. The States have established a definite procedure that must be followed whenever a political unit of the State issues bonds or financial obligations of any kind. This procedure includes giving public notice of intention to act. In some cases, the notice requires a period as long as ninety days between one step of the process and the next. No attempt to shorten the required time is permissible, since the courts have held that, if any legally prescribed act is omitted in the issuance of public bonds, the lender is deprived of any right to collect on the bonds.

Another difficulty has appeared in certain States where the legal powers of the municipalities and other local bodies were not such as to permit of their conforming to the requirements of the Act. In such cases, the Administration has endeavoured to co-operate with the State legislatures in formulating new enabling legislation that would permit public works loans in States where they would otherwise be impossible. The clearing away of obstacles of this kind is necessarily a slow process, which persists as a source of delay up to the present time. This feature will naturally be of less importance from now on, as more and more of the local projects complete the necessary processes and become actual employers of labour.

#### *Inspecting Construction.*

When contracts have been let and work begins in the field, the Inspection Division assigns the necessary inspectors to see that the work is well and honestly carried on, and that the specifications and the provisions of the National Industrial Recovery Act are faithfully observed. As the non-Federal projects come into action in larger numbers, the size and importance of the Inspection Division will necessarily be greatly increased. The same is true of the Accounting Section, which will have to keep track of loans made and securities taken, and also to examine in detail the expenditures on local projects.

#### *National Planning.*

While the major portion of the effort of the Administration has been devoted to the immediate problem of getting money into action and men into jobs, the larger problems of national planning have been considered, as provided by the Act. The National Planning Board has begun a series of long-range studies into the relation of public works to the many other factors in social and economic life. A Mississippi Valley Committee has been established to pass upon the immediate projects having to do with the control and utilisation of that river, and also to formulate a general long-range programme of action covering such questions as flood control, power,

irrigation, soil erosion and navigation. The development of a national programme of adequate size to utilise and recirculate the surplus national income, and to provide long-time employment for the permanent surplus of labour, will be greatly stimulated by the findings of this Committee. In addition, the various working parts of the Administration have gathered a considerable fund of experience in the limitations and possibilities of Federal public works.

## PART II. — THE ORGANISATION, FUNCTIONS AND PROCEDURE OF THE PUBLIC WORKS ADMINISTRATION.

The Public Works Administration was established on June 16th, 1933, in accordance with "an Act to encourage national industrial recovery, to foster fair competition, and to provide for the construction of certain useful public works, and for other purposes", approved June 16th, 1933.

By executive order of that date, the President of the United States appointed a Special Board for Public Works.

### *Functions of the Special Board for Public Works.*

The Special Board for Public Works has had three main functions : (a) to advise the President upon all major matters of policy arising in connection with the administration and interpretation of those portions of the National Recovery Act that relate to public works ; (b) to advise and confer with the Administrator on major appointments in the Public Works Administration and other major matters of administration and procedure ; and (c) to pass upon all recommendations for allotments to applicants of public works funds, either as loans or grants. The actual allotments are made by the President of the United States upon the recommendation of the Special Board for Public Works, of which the Secretary of the Interior, who is also Public Works Administrator, is Chairman.

## PART III. — POLICY OF THE PUBLIC WORKS ADMINISTRATION.

The fundamental purpose of the Public Works Administration is to relieve unemployment and to increase purchasing power through the construction of useful public works, thereby increasing the consumption of goods and also providing employment in the capital goods industries. All public works projects, therefore, have had certain tests applied to them :

(1) Are the projects socially desirable and do they contribute something of value to the community ?

(2) Will additional outlay by the Federal Government for maintenance and operation be required after the project has been completed ?

(3) Can the project be commenced at once and completed quickly ?

(4) Is the project located in or near a centre of unemployment, which would entitle it to special consideration ?

(5) Is the project integrated with other projects in a significant plan, which give it a preferred status ?

The following policies were adopted by the Special Board for Public Works in the interest of labour :

(1) Opportunity for employment should be equally distributed among qualified workers who are unemployed, as it is not intended that the public works programme should merely provide a change from one job to another.

(2) Opportunities for employment should be distributed geographically as widely and as equitably as practicable.

(3) Workers who are qualified should be entitled to whatever legal preference they may have—as, for instance, ex-service men with dependents, citizens of the area or State within which the work is to be done, etc.

(4) Excessive migration of labour in quest of work should be avoided.

(5) Local labour should, so far as possible, be selected from lists of qualified workers submitted by local employment agencies designated by the United States Employment Service.

The Act provides that, so far as practicable and feasible, no individual directly employed on any public work covered by the Act should be permitted to work more than thirty hours in any one week, and that all employees should be paid just and reasonable wages sufficient to provide, for the hours of labour as limited, a standard of living in decency and comfort.

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## FINLAND.

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The public works in question have been organised in Finland in accordance with the " emergency public works " programme. Before giving an account of these works, we propose to indicate briefly what provision is made for the relief of the unemployed.

Before the present worldwide depression, unemployment as a public calamity was unknown in Finland, except during the winter. It occurred chiefly in the largest towns of the country, and the municipalities sought to deal with it by improvising programmes of work. It was only during the depression which Finland passed through in 1917-18, at the time of the liberation of the country, that there was a critical period of unemployment. This situation the State helped to remedy by organising public works on a large scale.

For the above-mentioned reason, unemployment insurance, which is not compulsory, has not assumed any special importance. When the unemployment resulting from the world depression of 1929 extended to Finland, it was thought undesirable to make money grants direct, and the municipalities followed the example of Sweden. The measures adopted in that country were designed to find work for those who were idle through no fault of their own, and also for the unemployed requiring public relief. The assistance was, however, given in such a way as to ensure that the unemployed should desire to return to the free labour market as soon as there was a fresh demand for labour.

The organisation of these public works is primarily in the hands of the communes. The State confines itself to facilitating and co-ordinating the various schemes. According to the financial situation of the commune and the proportion of unemployed in the district, the State organises relief work on its own account and confines itself to contributing towards the financing of communal works. In the poorest communes, the State has made itself entirely responsible for the support of the unemployed. The commune has granted poor-law relief to those unemployed for whom it has not been possible to find work. In the poorer communes, the State has also given certain grants in aid.

Public works were, therefore, organised only in that part of the country where there was so much unemployment that the State found it necessary to assist the commune. Hence these public works for the purpose of reducing unemployment—they are also known as relief works—were, in the main, of relatively small importance. No attempt was made to deal with the crisis itself, the sole object being to find work for the unemployed until such time as the reorganisation of production necessitated by the crisis was completed. Such works are therefore not included in the public works dealt with in the questionnaire. For the sake of completeness, mention, however, is made of the credits used for these purposes during the years 1930-1933, allocated according to the purpose for which they were used.

*Employment of Credits during the Years 1930-1933.*

	1930	1931	1932	1933
	Finnish marks			
Roads and bridges . . . . .	22,643,000.—	33,442,170.—	43,416,830.—	25,568,548.40
Communal and local roads . . .	5,967,700.—	2,831,670.—	4,704,500.—	2,823,000.—
Railways, canals and bridges . .	11,665,000.—	12,053,000.—	13,776,000.—	14,744,850.—
Drainage of arable land . . . .	923,691.50	3,903,364.—	5,256,287.—	4,037,067.—
Drainage of forests . . . . .	—	—	1,785,330.—	1,003,730.—
Improvement work on rivers . .	1,358,183.—	1,500,000.—	2,711,000.—	579,000.—
Building and construction work.	1,447,000.—	3,356,000.—	4,338,500.—	7,791,000.—
Timber-felling . . . . .	—	3,365,000.—	2,500,000.—	1,200,000.—
Suburban allotments for town dwellers and unemployed .	820,000.—	—	—	1,000,000.—
Loans to communes . . . . .	—	400,000.—	3,948,800.—	257,000.—
Vocational and other training courses and communal workshops . . . . .	1,832,050.—	1,990,158.75	6,571,200.—	4,731,000.—
Miscellaneous works . . . . .	3,074,300.—	1,023,300.—	802,000.—	310,237.90
Administration expenses . . . .	255,430.25	355,850.65	538,450.80	945,080.90
<b>Total . . . . .</b>	<b>49,992,404.75</b>	<b>64,820,513.40</b>	<b>105,808,797.80</b>	<b>69,990,514.20</b>

At the time of the year when their number was highest, the unemployed requiring social relief amounted to about 35,000 in 1930, to about 55,000 in 1931, to about 90,000 in 1932 and to about 80,000 in 1933. At present, the number of unemployed is constantly decreasing, so that, in May 1934, there were only 23,695, of whom 15,626 were employed on relief work and 8,069 were without work.

Among public works of the kind mentioned in the Circular Letter, attention should be drawn to the "emergency public works", for which Parliament voted a credit of 350 million Finnish marks in the autumn of 1932. These works were wholly financed by national short-term loans, whereas the cost of the works enumerated above was met entirely out of the ordinary budget of the State. The programme of emergency public works is as follows :

A.

Designation of works by categories	Estimate	Credits granted in the programme of emergency works	Present condition of works
<i>I. Construction of New Roads and Improvement of Roads already existing.</i>			
Finnish marks			
Straightening of the Tuomarinkylä- Hyrylä road . . . . .	3,400,000	3,400,000	Completed
Construction of the first section of the Helsinki-Turku road . . . . .	20,000,000	5,000,000	Now in progress
Improvement of the Piikkiö-Paimio road.	2,050,000	2,050,000	Completed
Improvement of the Paimio-Halikko road	9,350,000	2,000,000	Not yet begun
Straightening of the Juupajoki-Ruovesi road . . . . .	1,000,000	1,000,000	Completed
Improvement of a section of the Tampere- Teisko road . . . . .	—	1,000,000	Now in progress
Improvement of the Jämsä-Korpilahti road . . . . .	—	1,000,000	Now in progress
Improvement of the Viipuri-Antrea- Kaukola-Kurkijoki-Sortavala road .	—	3,000,000	Now in progress
Construction of the Anttola-Puumala road . . . . .	3,300,000	2,400,000	Now in progress

Designation of works by categories	Estimate	Credits granted in the programme of emergency works	Present condition of works
Finnish marks			
Straightening of the Kyrömalmi-Savonlinna road . . . . .	—	1,000,000	Now in progress
Improvement of the Pieksämäki-Jäppilä road . . . . .	1,180,000	1,180,000	Now in progress
Construction of the Koivu-Tossava road . . . . .	6,600,000	3,480,000	Now in progress
Construction of the Luusua (Kemijärvi)-Pekkala (Rovaniemi) road . . . . .	5,665,000	425,000	Now in progress
Construction of the Vuolijoki-Säräisniemi road . . . . .	3,000,000	1,700,000	Now in progress
Construction of a bridge to replace the ferry at Vuonteensalmi (Laukaa) . . . . .	2,100,000	2,100,000	Completed
Construction of the Saarivaara-Kuiva-järvi road . . . . .	285,000	685,000	Now in progress
Construction of the Sovijärvi-Liikasen-vaara-Käylänkoski road . . . . .	3,300,000	2,000,000	Now in progress
Improvement of the Tornio-Kemi road . . . . .	—	2,000,000	Now in progress
At the disposal of the Ministry of Communications and Public Works . . . . .	—	8,200,000	
Total credits granted for the service of roads and bridges . . . . .		42,720,000	
 <i>II. Construction of Railways and Improvement of Railways already existing.</i>			
Construction of the Pori-Haapamäki line . . . . .	—	7,000,000	Now in progress
Construction of the line serving the port of Pitkäranta-Uuksu . . . . .	4,745,000	3,445,000	Now in progress
Construction of the Varkaus-Viinijärvi section . . . . .	—	9,800,000	Now in progress
Bridges on the same . . . . .	—	6,456,000	Now in progress
Straightening of the Helsinki-Turku line along the coast . . . . .	11,000,000	1,500,000	Now in progress
Construction of a road tunnel passing under the railway at Tampere . . . . .	7,250,000	7,250,000	Now in progress
Construction of the station at Lahti . . . . .	3,000,000	2,000,000	Now in progress
New station at Kuopio and the traffic tunnel . . . . .	7,000,000	4,000,000	Completed
Total credits granted for railway works . . . . .		41,454,000	
 <i>III. Construction Works.</i>			
Landing quay for the pilot post at Reposaari . . . . .	500,000	500,000	Completed
Establishment of a stud farm . . . . .	5,886,165	1,500,000	Now in progress
Construction of the record office of the Province of Viipuri . . . . .	3,700,000	750,000	Completed
Construction of houses for the district medical officers and of hospitals on the Island of Lavansaari, and at Kuhmoniemi, Suomussalmi, Taivalkoski and Petsamo . . . . .	2,925,000	2,925,000	Now in progress
Construction and fitting up of depots of the National Defence Service . . . . .	16,612,000	15,000,000	Now in progress
Construction of the departmental hospital of Mikkeli . . . . .	5,000,000	1,400,000	Completed
Installation of central heating at the hospital of Niuvanniemi . . . . .	2,500,000	1,500,000	Completed

Designation of works by categories	Estimate	Credits granted in the programme of emergency works	Present condition of works
	Finnish marks		
Construction of the Technical Institute at Tampere . . . . .	4,000,000	4,000,000	Completed
Construction of a maternity home and a gynæcological annex at the municipal hospital of Helsinki . . . . .	—	<u>5,000,000</u>	Completed
Total credits granted for construction works . . . . .		32,575,000	
<i>IV. Works for the Purpose of improving Conditions of Navigation.</i>			
Dredging the sandbank of Lehtinen on the line of navigation between Lovisa and Kotka . . . . .	900,000	900,000	Now in progress
Repairs to the system of locks at Suur-Mustola . . . . .	16,700,000	5,000,000	Now in progress
Repairs to lighthouses and beacons . . . . .	2,200,000	1,200,000	Completed
Extension of the port of Kotka . . . . .	6,700,000	4,000,000	Now in progress
Extension of the port of Viipuri . . . . .	9,232,000	<u>4,000,000</u>	Now in progress
Total credits granted for works for the purpose of improving conditions of navigation . . . . .		15,100,000	
<i>V. Orders placed with Industry and Communal Workshops.</i>			
Order for a steamship intended for coastal navigation at Petsamo . . . . .	4,000,000	4,000,000	Completed
Orders for clothing and equipment for the National Defence Force . . . . .	—	5,000,000	
Orders for material forming the basis of the National Defence Force . . . . .	—	<u>25,000,000</u>	
Total credits granted for the above-mentioned orders . . . . .		34,000,000	
<i>VI. River Conservancy Work.</i>			
Conservancy on the Kymi and building a dam . . . . .	32,548,000	4,000,000	Now in progress
Conservancy work on the Kilpee at Viipuri . . . . .	—	385,000	Now in progress
Lowering the level of the lakes of Kirkko, Punnus and Vuot in the communes of Muola and Kivennapa. . . . .	—	500,000	Now in progress
Conservancy work on the Saija, in the communes of Sakkola, Valkjärvi and Rautu . . . . .	1,200,000	1,200,000	Now in progress
Conservancy work on the Perho . . . . .	13,500,000	2,700,000	Now in progress
Conservancy work on the Lapua . . . . .	12,800,000	1,000,000	Now in progress
Regulation of the rapids between the lakes of Oulainen and of Meri . . . . .	2,000,000	2,000,000	Now in progress
Lowering the level of the lake of Pyhä and conservancy work on the river of the same name . . . . .	1,067,000	1,047,000	Now in progress
Conservancy work on the Malis . . . . .	1,310,000	499,000	Now in progress
Conservancy work on the Vihanti . . . . .	2,000,000	2,000,000	Now in progress
Partial correction work on the Kokemäki. . . . .	—	<u>2,000,000</u>	Now in progress
Total credits granted for river conservancy work . . . . .		18,851,000	



Designation of works by categories	Estimate	Credits granted in the programme of emergency works	Present condition of works
<i>VII. Work not falling under any of the Above Categories.</i>			
		Finnish marks	
Establishment of an aerodrome at Turku . Aerodrome and other works connected with national defence . . . . .	2,600,000 —	2,000,000 10,000,000	Now in progress Now in progress
Establishment of a fish-breeding centre at Vuohensalo in the commune of Käkisalmi . . . . .	548,000	548,000	Now in progress
Financing of work in the autumn of 1932 .	—	<u>2,755,000</u>	
Total credits granted for various works . . . . .		15,303,000	
At the disposal of the Council of State . .	—	4,000,000	
Total credits granted for works coming under Group A :		205,000,000	Finnish marks

*B. Credits granted for Certain Agricultural and Forest Improvement Work.*

Land improvement work . . . . .	40,000,000	Finnish marks
Forest improvement and other works :		
(a) In State forests . . . . .	14,000,000	
(b) In forests belonging to private persons . . . . .	14,000,000	
Bonuses for bringing new land under cultivation and formation of pasture land granted to smallholders . . . . .	33,000,000	
Other bonuses for bringing new land under cultivation . . . . .	15,000,000	
Centres of agricultural production (dairies, slaughter-houses, etc.) . . . . .	8,000,000	
Communal and local roads . . . . .	14,000,000	
Settlement and other work of the Settlement Directorate . . . . .	7,000,000	
		<u>145,000,000</u>
		Finnish marks
Works under Group A . . . . .	205,000,000	
Works under Group B . . . . .	<u>145,000,000</u>	
Total . . . . .	350,000,000	

The credits used for emergency public works in 1933 were divided as follows between the various categories :

Designation of work	Credits used Finnish marks
Bridges and roads . . . . .	28,000,000
Communal and local roads . . . . .	6,700,000
Railways, canals and ports . . . . .	63,000,000
Land improvement . . . . .	29,000,000
Improvement work on forest land belonging :	
(a) To communes and to private persons . . . . .	5,700,000
(b) To the State . . . . .	7,800,000
River conservancy work . . . . .	10,300,000
Construction works (including aerodromes) . . . . .	33,800,000
Orders placed with industry . . . . .	25,500,000
Orders placed with communal workshops . . . . .	3,600,000
Bonuses for bringing new land under cultivation and formation of pasture land . . . . .	27,000,000
Settlement work . . . . .	3,700,000
Loans to agricultural production centres (dairies, slaughter- houses, etc.) . . . . .	5,300,000
Lands granted to unemployed for vegetable gardens, and loan of seed . . . . .	1,000,000
Miscellaneous . . . . .	2,100,000
Total . . . . .	<u>232,400,000</u>

A sum of 95,600,000 Finnish marks therefore remains available for 1934. The above-mentioned works are generally organised and financed by the State. In all cases the State organises them, even if those who profit by the work pay a share of the expenses in the form of redeemable loans, as in the case of the drainage of agricultural land and forest marshland.

The following works have, however, been carried out as a result of private initiative, coming either from communes or from private persons :

- (1) Construction of a settlement centre of the Society for the Evangelisation of Industrial Districts ;
- (2) Extension of the port of Kotka ;
- (3) Extension of the port of Viipuri ;
- (4) Establishment of an aerodrome at Turku ;
- (5) Agricultural production centres (dairies, slaughter-houses, etc.) ;
- (6) Communal and local roads ;
- (7) Pasture land and bringing new land under cultivation.

There has been no need of special legislation to carry out the programme of public works, unless the law authorising the commencement of the construction of roads although the legal expropriation of the necessary land for that purpose has not yet been completed can be regarded as such. It must be said, however, that this law has been promulgated in order to expedite the execution of the additional work which is contemplated.

In this work, very little use has been made of raw material coming from foreign countries, save for the execution of orders placed with industrial concerns. The expenditure is divided between wages and other costs, so that wages amount, in building work, to about 48 per cent of the costs, whereas in all other work the amount of wages is more than half the total expenditure. In the case of orders placed with industrial concerns, it is impossible to estimate even approximately the percentage of the total expenditure represented by wages.

Lastly, it is very difficult to estimate exactly the part that the works carried out in accordance with the above programme have played, or are likely to play, in the re-establishment of economic and industrial conditions and in the lessening of unemployment. It may, however, reasonably be maintained that the works in question have both directly and indirectly contributed largely towards lessening the hardships of the unemployed during the critical period.

Nevertheless, the general improvement of the economic situation which is being felt in Finland—at least, for the moment—should be primarily ascribed to other factors, and mainly to the fact that the production of the country, which is free from any State regulations and control, has been able to adapt itself readily to the new economic conditions.

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## FRANCE.

[*Translation.*]

The French Government has sent a note on the public works undertaken in France for the relief of unemployment, together with information concerning points (a) Roads and bridges, and (b) Telegraph and telephone installations, wireless broadcasting stations.

Information relating to the other points of the questionnaire will be transmitted later.

### NOTE ON THE WORK UNDERTAKEN FOR THE RELIEF OF UNEMPLOYMENT.

The French Government has, since the beginning of the depression, devoted its attention to the problem of finding work for the unemployed.

With that aim in view, it secured Parliament's approval of the Law dated December 28th, 1931, providing, on the one hand, for the immediate execution of certain work for the improvement of national technical equipment and, on the other hand, for the formation of a fund for granting credits to departments and communes for the improvement of national, departmental and communal technical equipment.

The above-mentioned law authorised, in particular, payments up to 3,476 million francs in respect of work for the improvement of national technical equipment.

Under that law these credits were allocated as follows :

	Francs
Ministry of the Interior . . . . .	205,000,000
Ministry of Education and Fine Arts . . . . .	701,000,000
Ministry of Health and Social Assistance. . . . .	400,000,000
Ministry of Agriculture . . . . .	708,000,000
Ministry of Public Works . . . . .	1,165,000,000
Ministry of the Mercantile Marine . . . . .	25,000,000
Ministry of Marine . . . . .	95,000,000
Air Ministry . . . . .	<u>177,000,000</u>
	3,476,000,000

The Ministry of Labour, moreover, has urged other Government departments to expedite the carrying out of work or the placing of contracts for supplies, expenditure for which would be covered by normal budget appropriations. Finally, the Government departments whose budgets cover grants to departments, public undertakings or other bodies for the execution of works have expedited the allocation of those grants.

All the above is normal work carried out under normal conditions by workers who are engaged without any discrimination being made between the unemployed and others.

In addition to the above, certain departments and communes have undertaken other work solely for the purpose of relieving unemployment.

Further, certain measures have been taken in order to assist departments and communes which are having work carried out by the unemployed.

A circular dated January 19th, 1932, for instance, stated that departments and communes which undertake work for the purpose of occupying the unemployed during a part of the week might, on certain conditions, receive Government grants under the Decree on partial unemployment, dated March 10th, 1931.

By a Law dated April 23rd, 1932, rebates of interest may be granted to departments and communes which contracted loans in 1932 for the purpose of undertaking work for the relief of the unemployed in their areas.

By a Decree dated September 16th, 1932, Government grants may, on certain conditions, be made in respect of wages paid to the unemployed engaged by the communes for municipal work.

A fairly large number of communes have taken measures to occupy the unemployed to whom they grant relief on small-scale road work in return for the relief granted. The circulars dated March 20th and August 8th, 1933, accordingly laid down the conditions under which relief granted to the unemployed thus engaged might continue to be counted for the purpose of calculating the Government grant.

The information supplied by the prefects shows that the work undertaken by public bodies in order to combat unemployment may be classified as follows :

(1) *Work carried out by the Departments.*

This includes chiefly :

(a) Work connected with the erection, adaptation, extension and upkeep of departmental buildings (particularly hospitals) ;

(b) Road work undertaken by the local authorities (main and local roads—*chemins de grande communication et d'intérêt commun*)—*i.e.*, all work connected with the construction, improvement, adaptation and maintenance of roads and highways forming part of the departmental system.

Some prefects also mention work which is connected with national roads, navigable waterways, national forests, historic buildings, etc., but which is covered by the State budget.

(2) *Work carried out by Communes or by Intercommunal Syndicates.*

(a) School buildings ;

(b) Other communal buildings, particularly hospitals, dispensaries, town halls, public halls, social centres, post offices, slaughter-houses, etc. ;

(c) All work connected with minor local roads (ordinary secondary roads, rural roads, farm roads) and urban roads, including, for instance, the digging and breaking of stones, the construction, improvement and upkeep of roads, the construction and upkeep of streets, the cleaning of ditches, etc. ;

(d) Sanitation work, the construction or extension of sewers, the cleaning of river beds, drainage, etc. ;

(e) The location of drinking-water supplies and laying down of pipes ;

(f) Various works connected with town-planning, the laying out of squares and public gardens, the construction of shower-baths, public wash-houses, etc., the extension and upkeep of cemeteries and their removal to new sites, the improvement of public lighting, etc. ;

(g) Rural electrification and various other works planned by the rural engineers ;

(h) Work connected with physical training (the laying out of sports grounds, etc.) ;

(i) Work coming under the Water and Forestry Department (pastoral and forest improvements, afforestation, tree-felling, lopping, etc.).

(3) *Work carried out by Public Undertakings.*

Apart from the construction of cheap dwellings by the Public Offices for the Construction of Cheap Dwellings, little work is reported to have been put in hand by public undertakings for the purpose of giving work to the unemployed.

(4) *Statistical Information.*

(a) Amount of expenditure under the heading of national technical equipment authorised by the Law dated December 28th, 1931 : 3,476,000,000 francs.

(b) Amount of credits appropriated under the Decree dated September 16th, 1932—which authorised Government grants in respect of wages paid to the unemployed engaged in municipal work for the relief of unemployment—between the date on which the Decree came into force and April 1st, 1934 : 22,947,918.04 francs, of which 15,472,180.47 francs represents the amount of the wages paid to unemployed workers.

(c) Number of departments and communes giving work to the unemployed in return for the relief granted to them from municipal and departmental unemployment relief funds : 317.

(d) Amount of credits appropriated in 1932 and 1933 as payment for work carried out by public undertakings in respect of which no grant is made by the Ministry of Labour : more than 3,500,000,000 francs.

This work represents more than 20 million working-days.

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Finally, the French Government is now considering the execution of a plan for large-scale works for the relief of unemployment by the utilisation of the sums available in the general guarantee fund and in the capitalisation funds provided for by the Law on Social Insurance.

The resources which may thus be utilised between now and December 31st, 1940, may be estimated at a total of from 9,000 to 10,000 million francs—*i.e.*, 1,500 million francs a year. These resources will be centralised in a common fund, the management of which will be entrusted to the deposit bank (*caisse des dépôts et consignations*) under the supervision of a National Committee. This Committee is also required to draw up the general programme and the detailed list of the works to be carried out, regard being had to the nature and urgency of the requirements and the utility and remunerative character of the work proposed. This will be concentrated in districts where unemployment is most widespread.

The work will be carried out solely by local bodies (departments, communes, syndicates of communes), public undertakings, colonies, main-line railways, certain specially approved holders of concessions for the execution of public works and any other duly constituted bodies which have secured the guarantee of a department or commune.

A Decree dated May 15th, 1934, accordingly made the necessary amendments in the Social Insurance Law, and by another Decree of the same date the National Committee on Large-scale Works for Unemployment Relief was set up. This Committee, which comprises two sub-committees (a technical sub-committee and a financial sub-committee), set to work as soon as it was constituted, and it will doubtless be possible for the first large-scale works to be put in hand in July.

MINISTRY OF PUBLIC WORKS (CENTRAL ROADS DEPARTMENT).

In order to make quite clear what is the scope of the following information, we would state that it concerns primarily work carried out under the direct supervision of the Ministry of Public Works by the Department of Roads and Bridges on the French national road system, of which the total length is 80,000 kilometres. Thus the following information does not generally relate to departmental, urban or communal roads, which are all placed under the Ministry of the Interior.

I (a). — The main work done for several years on the national road system has been repair and readaptation as regards width, camber and banking for the purpose of adjusting the system to motor traffic.

Since 1929, much has been possible, thanks to the voting of sums for national equipment to supplement the normal credits, of which the greater part necessarily corresponds to maintenance expenditure. From 1929 to 1934—*i.e.*, in six years—these credits have enabled about 30,000 kilometres of road to be remade, thus doubling the length of roads having a coated surface.

These works involved an outlay about 1,600 million francs, of which half, or 800 millions, may be considered to have been spent on wages. If this sum is translated into man-years, it will be seen that for the past six years the Ministry of Public Works has, apart from its road-mending staff, employed each year an average of 16,000 to 17,000 workmen on new construction. In this figure, no account is taken of wages paid for maintenance, which may amount to about 3,000 man-years. The total labour employed during the last six years would therefore be about 20,000 workmen, excluding the road-mending staff, which is paid separately and numbers about 10,000.

Besides this work on roads, a certain amount of constructional work on new bridges or readaptation of old bridges has been undertaken. Amongst these may be mentioned the bridge at Vichy over the Allier, the Madeleine bridge over the Lot, the bridges at Cavaillon and Mirabeau over the Durance, the Mulatière bridge over the Rhône, the bridge at Marmande over the Garonne, the Concorde bridge over the Seine, and the bridge at Sarrières over the Rhone.

I (b). — The work at present in progress is less considerable, owing to the smaller appropriation for 1934. On the roads, repairs and readaptation are being continued, but the sums at the disposal of the Ministry will not enable more than 2,000 kilometres of repairs, instead of the average of 5,000 undertaken during the period 1929-1934.

Amongst the roads that are being constructed or readapted, the following are chiefly worthy of mention :

- The Corniche des Maures and Esterel road ;
- The Pratz de Mollo road in the Pyrenees ;
- The Route des Alpes in the neighbourhood of the Col de l'Iseran and the Col de Vars.

As regards construction works, the principal have been :

- The replacement of the Pascau suspension bridge by a metal bridge with three continuous beams ;
- The readaptation of the Martrou aerial ferry-bridge at Rouen ;
- The reconstruction of the Gluges bridge ;
- The widening of the Arche bridge over the Seine ;
- The reconstruction of the Illkirch bridge.

To this river-bridge work may be added the bridges for crossing railways, which will enable inconvenient or dangerous level-crossings to be suppressed. The chief of these are at Epone on Route Nationale 190, at Montluçon on R.N.145, at Virelade on R.N.10, at Myennes on R.N.7, at Compiègne on R.N.32, at St. Martin-Belleroche on R.N.6.

I (c). — A complete readaptation of the national road system would require more than 6 milliards. There are at present 20,000 kilometres of roads whose surfaces are in bad condition and must be remade as early as possible, and about 60,000 kilometres whose widths are, or will very soon be, insufficient.

By far the most urgent readaptation work concerns the facilitation of exit from the large towns.

In Paris, the readaptation programme includes :

- (1) Widening and deviation of roads at a cost of 100 million francs ;
- (2) Construction or readaptation work at a total cost of about 120 million francs ;
- (3) Building of three motor-roads, which would involve an expenditure of at least 400 million francs by the State.

For the various other towns like Lyons, Marseilles, Bordeaux, Rouen, Le Havre, Lille and Nancy, the proposed programmes amount to a total of 250 million francs.

Besides the readaptation work in the neighbourhood of large centres, it is proposed to strengthen or build a certain number of bridges (120 million francs, of which 80 millions to be borne by the State), to construct or rectify certain tourist roads (Route des Alpes, Aldudes, Pratz de Mollo and Corniche des Maures roads) (50 million francs), and, lastly, to abolish level-crossings (90 million francs, of which 60 millions is to be borne by the State).

II. — The work in question is generally carried out by the State. Only in a few exceptional cases does the State consent to hand over the direction of the work to independent bodies and content itself with a supervision which is, moreover, the lawful and necessary counterpart of its share in the expenditure. The bodies which the State considers capable of properly carrying out such work are, furthermore, few in number—namely, the railway companies and the municipalities of important towns.

In the great majority of cases, the work is entrusted to firms chosen by tender. The different forms of tender are varied enough to admit of the greatest elasticity, from the simple acceptance of the lowest tender to the more restricted invitation to tender, of the second category, generally called competition ; midway between these two there come the restricted invitation to tender, where the lowest tender is accepted, and the form where a price is offered.

These various methods of awarding contracts enable the Administration to leave a larger or smaller share of initiative to contractors, and to limit, in so far as necessary, the invitation to compete.

Direct control is reserved for accessory work of completion, or work which, relating to upkeep and requiring constant supervision, renders necessary the permanent organisation of a staff specially employed for the purpose.

The expenditure on works is covered in principle by the ordinary budget of the State, which allots each year a part of its normal revenue from taxation to the maintenance and adaptation of the national road system.

But this principle has undergone important modifications in recent years. In the first place, the Laws of March 19th, 1931, and December 28th, 1931, with regard to the perfecting of national equipment, provided respectively 100 and 480 million francs for the adaptation of the national road system.

In the second place, the Decree of May 15th, 1934, by establishing a common works fund under the social insurance system, for the realisation of a plan of important works to remedy unemployment, enables the State to borrow from the social insurance common fund and thus to finance a large-scale programme of works, of which the chief have been mentioned in the previous paragraph.

Apart from these resources, the State may, in certain cases, benefit by grants or assistance from local bodies or companies. Thus, for the suppression of level-crossings, about one-third of the expenditure is borne by the railway companies and municipalities concerned. But, as compared with the total expenditure borne by the State, the amount of such grants or assistance is extremely small and negligible. The work normally undertaken by the State being of general interest, it is understandable that, in most cases, private and local interests are not obliged to contribute to the expenditure.

IV and V. — The division of expenditure into material and equipment on the one hand and labour on the other is somewhat variable, according to the nature of the work undertaken.

Out of every 100 francs spent, a sum of about 30 francs must be put aside as representing general expenses, taxation and contractor's profits. Of the remaining 70 francs, depreciation of plant and purchase of materials represent from 20 to 50 francs. Expenditure on labour thus constitutes from 20 to 50 per cent of the total sums spent on works.

In point of fact, the percentage of expenditure on labour to be considered from the point of view of the influence on unemployment is generally higher than these figures, because of the effect on the demand for labour brought about by purchases of material. It may be admitted that, in public works, from 35 to 65 per cent of the cost represents wages paid within a period of less than six months.

The average percentage is about 50. Out of one milliard devoted to works, there will thus be 500 millions spent on labour—*i.e.*, the equivalent of 60,000 man-years.

These figures show that important public works can only be regarded as a palliative—and a temporary palliative—for unemployment.

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## MINISTRY OF POSTS, TELEGRAPHS AND TELEPHONES.

## I. BRIEF DESCRIPTION OF THE MAIN PUBLIC WORKS.

 OF THE ALLOCATION  
 OF EXPENDITURE BETWEEN  
 MATERIALS AND LABOUR.

Nature of work	Total expenditure on works			Proportion of expenditure relating to :		
	Undertaken since the beginning of 1929 and completed	Now in course of execution	Work in contemplation or for which schemes are in preparation	Materials or equipment	Labour	Miscellaneous interest on bankers' loans, general expenses, cost of plans, etc.
	Francs	Francs	Francs	Per cent	Per cent	Per cent
(i) <i>Building and construction work forming part of a general plan :</i>						
Construction or adaptation of buildings : post offices, station offices, telephone exchanges and wireless stations . . . . .	303,773,000	181,085,000	822,580,000	45	45	10
(l) <i>Telegraph and telephone installations, wireless broadcasting stations :</i>						
Submarine cables . . . . .	22,900,000	—	8,000,000	50	45	5
Underground telephone cables (manufacture and laying of cables, supply and installation of relay station equipment, making of conduits, etc.).	555,280,000	780,000,000	255,000,000	30	60	10
Installation of telephone exchanges (automatic or manual). . . . .	762,000,000	241,000,000	350,000,000	35	55	10
Adaptation of underground telephone installations (construction of telephone galleries, conduits and chambers, laying of cables in towns) .	345,190,000	65,500,000	308,700,000	30	60	10
Installation of wireless telegraph stations (material) . . . . .	45,250,000	12,565,000	—	40	50	10
Installation of broadcasting stations (material) . . . . .	12,000,000	50,000,000	32,000,000	40	50	10
Modernisation and electrification of the Paris pneumatic message system.	5,900,000	700,000	5,600,000	55	35	10
(m) <i>Other work :</i>						
Building and improvement of rolling-stock (postal vans and tenders) . . .	141,200,000	1,800,000	47,800,000	30	62	8

*Note.* — Apart from the above extraordinary work, which appears in the schedules annexed to various Finance Acts, may be mentioned :

(1) *Further new construction work :* supply and installation of electric machinery, construction of electric lines of lesser importance ; purchase of furniture and postal or electrical equipment, etc. The whole of this additional work has, since 1929, involved *annual* expenditure of from 60 to 70 million francs. It may be foreseen that this expenditure, though steadily decreasing, will be from 40 to 50 million francs in each of the next financial years up to 1940.

(2) *Work* in respect of normal exploitation and to some extent of a *permanent* nature : general maintenance of post-office buildings and connection of new subscribers with the telephone system. Annual expenditure, about 150 million francs.

## II. PRINCIPAL ADMINISTRATIVE METHODS FOLLOWED OR CONTEMPLATED FOR THE EXECUTION OF THE WORK.

All the work mentioned in the above table was carried out on account of the Post Office annex to the budget, after being authorised by the annual Finance Acts or by special laws.

Apart from work relating to the installation of secondary electric lines and the connection of new subscribers with the telephone, mentioned as permanent and carried out directly by the Post Office, this work gives rise to contracts concluded :

Either by mutual agreement, after advertisement and invitation to competitors ; this procedure is prescribed in the case of certain categories of supplies and work for the Post Office by Article 9 of the Regulations for Public Administration of December 18th, 1923, and is observed in regard to most contracts for electrical material—in particular, the laying of long-distance cables, the installation of telephone exchanges and the arrangement of underground telephone systems, etc., all of which work must be entrusted to firms that are specialists ;

Or by public tender ; this is essentially the method employed in the case of building work and the construction of postal vans.

## III. PRINCIPAL METHODS EMPLOYED FOR FINANCING SUCH WORK.

The expenditure involved by the work referred to in paragraph (l) appears under the heading of " Extraordinary expenditure " in the Post Office annex to the budget, of which it forms a special section (No. 2).

In accordance with the provisions of Article 75 of the Law of June 30th, 1923, it is covered by the issue of redeemable bonds, which the Minister of Finance is authorised to make in virtue of the same law and of which the amount is fixed annually by the Finance Act.

Until such issues are made, the Minister of Finance grants the Post Office administration advances from the general Treasury account, when no funds are available from previous issues or when such funds are insufficient to cover expenditure.

The bonds issued on behalf of the Post Office are redeemable within a maximum period of thirty years. They are inscribed in the ledger of the public debt. The sums required for the payment of interest and redemption appear each year in the ordinary expenditure of the annex to the budget, which expenditure is itself covered by working receipts, and, if these sums are insufficient, from Treasury funds or from the general budget.

All the bonds issued since the annex to the budget was introduced have been subscribed for in France.

## V. THE GOVERNMENT'S OPINION WITH REGARD TO THE EFFECTS OBTAINED OR EXPECTED FROM THE EXECUTION OF THE PUBLIC WORKS REFERRED TO IN SECTION I ON THE RESUMPTION OF ECONOMIC AND INDUSTRIAL ACTIVITIES AND ON UNEMPLOYMENT.

There is no doubt that the execution of the programmes of works carried out since 1929 by the Post Office administration has largely contributed to the maintenance of economic activity. More than one milliard of francs has been spent each year on various constructional work, if account be taken of expenditure on wages of permanent and auxiliary staff paid directly by the administration.

The re-equipment of telephone exchanges and the laying of main underground cables, in particular, have encouraged the development of the French telephone industry, which, during the period in question, has enjoyed exceptional prosperity. The fortunate influence of building work on economic activity, although less apparent owing to the wide dispersion of the building yards, is none the less certain, especially in large towns, in which many important buildings have been put up.

As regards construction, the many buildings still to be erected will maintain that influence for several years yet. On the other hand, the programmes of installation of telephone exchanges and cables are nearing completion, and already the slackening in the activity of the telephone construction workshops has obliged employers to discharge a considerable number of their workmen.

It may be seen from the above table (I) that the other electrical installation has also, for the most part, been completed, and no improvement in the economic situation can be expected from its continuance.

The *annual* volume of expenditure incurred or foreseen in respect of the constructional work as a whole (material and permanent staff), which exceeded one milliard francs from 1929 to 1934, will, from 1935 onwards, diminish steadily at the rate of about 100 to 200 million francs each year, and towards 1939 to 1940 will reach a figure of below 300 millions. At that period the important work undertaken to renew the equipment of the Post Office that has been going on since 1923 will be almost completed; only the large-scale maintenance work and the connection of subscribers with the telephone, mentioned above as being to some extent permanent, will give rise to annual expenditure, as already indicated.

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## GREECE.

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[*Translation.*]

### I. WORK COMMENCED AT THE BEGINNING OF 1929 AND NOW COMPLETED.

1. Construction of 68 kilometres of departmental and communal roads.
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### II. WORK IN COURSE OF EXECUTION.

1. Completion of the construction of 1,700 kilometres of road by the "Prometheus" Company, the total cost amounting to 2,300 million drachmas.

The State had concluded an agreement with the "Prometheus" Company for the building, by direct concession, of roads to a value of 6 million drachmas.

This expenditure was to be covered by a foreign loan. Up to 1932, 1,650,000 drachmas had been expended.

But, since the world depression, work has been suspended, and the necessary expenditure for the completion of those roads the construction of which has already been begun will be met out of the State budget.

2. Hydraulic works in the Salonika Plain (by the American Foundation Company). This work will be completed at the end of April 1935.

Total value, \$19,000,000.

The above work has been undertaken as a direct concession by the Foundation Company, on the basis of an agreement signed in 1925 and duly endorsed by the Legislature.

The cost was to have been met by a foreign loan; but, as a result of the 1932 world depression, the cost will be met out of the budget.

3. Hydraulic works in the Struma Plain and the Philippi Marshes, in the Plain of Drama (Anglo-American Monks-Ulen Company).

The work will be completed in two years.

Total value, \$15,000,000.

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### III. WORK THE EXECUTION OF WHICH IS IN CONTEMPLATION OR SCHEMES FOR WHICH ARE IN PREPARATION.

1. Two hundred kilometres of roads.

The work will be submitted for public tender in the near future

2. Athens sewerage system.

Plans are being prepared. The first step will be the construction of the main collector, at a cost of 300 million drachmas, to be met by internal loan.

The total cost of the whole system will be 1,200 million drachmas.

3. Salonika harbour extension : cost, 150 million drachmas. The Salonika Harbour Board has already announced that tenders are to be invited for this work, the cost of which will be covered by internal loan.

As the plant for hydraulic works has been supplied by foreign industry, the expenditure will be allocated as follows : 30 per cent for materials and 70 per cent for labour.

In the matter of road-building, expenditure will be allocated as follows : 30 per cent for materials and plant, supplied by national industries, and 70 per cent for labour.

With regard to the Salonika harbour extension, it should be noted that the contractors have their own plant. Consequently, payment, etc., for plant and materials must be estimated at 60 per cent, and labour at 40 per cent.

The improvement of communications will stimulate agriculture by diminishing transport costs ; it will also have a beneficial influence on unemployment and on commerce and industry in general.

The same applies to the hydraulic works ; 500,000 hectares will be made available for agriculture.

It should also be noted that many refugee families have to be partly supported by the State owing to lack of land.

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[Translation.]

## HAITI.

The Directorate-General of Public Works has sent to the Secretary-General of the League of Nations its annual reports published since 1928.

### STATEMENT OF EXPENDITURE AND BALANCES OF ALL THE FUNDS ENTRUSTED FOR EXPENDITURE TO THE DIRECTORATE-GENERAL OF PUBLIC WORKS.

Financial Year	Amount of credit	Expenditure previous to the financial year	Expenditure during the financial year	Balance available at September 30th	Surplus carried over during the financial year
	Gourdes	Gourdes	Gourdes	Gourdes	Gourdes
1927-28 . . . .	26,897,315.41	10,714,804.78	11,555,981.72	4,447,687.58	178,841.33
1928-29 . . . .	20,010,314.15	3,751,735.72	11,249,545.62	4,937,163.82	71,868.99
Surplus carried over from closed credits 1927-28 . . . .	—	—	—	—	9,952.14
					<u>81,821.13</u>
1929-30 . . . .	14,815,725.82	3,646,775.33	8,519,083.70	1,791,954.06	857,912.73
1930-31 . . . .	9,977,922.51	2,703,066.69	6,104,295.03	971,403.57	199,157.22
1931-32 . . . .	6,175,305.87	657,272.46	5,404,851.00	68,180.87	45,001.54

## IRAQ.

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### LIST OF PUBLIC WORKS.

#### (a) ROADS AND BRIDGES (Works exceeding £50,000).

I (a). — *Mosul Bridge*: £60,000.

II. — Executed and completed directly by the Central Authority (the Public Works Department of Iraq) to the order of the Central Government of Iraq.

III. — Financed by the extraordinary budget of the State.

IV. — Materials and equipment, 60 per cent, and labour, 40 per cent of the total cost.

I (a). — *Fellujah Bridge*: £100,000.

II. — Executed and completed by contractors to the order of the Central Government of Iraq.

III. — Financed by the extraordinary budget of the State.

IV. — Materials and equipment (estimated), 65 per cent, and labour, 35 per cent of the total cost.

I (b). — *Rayat Road*: £238,000.

II. — Being executed directly by the Central Authority (the Public Works Department of Iraq), to the order of the Central Government of Iraq.

III. — Financed by the extraordinary budget of the State.

IV. — Materials and equipment, 20 per cent, and labour, 80 per cent of the total cost.

I (b). — *Amadia Road*: £66,000.

II. — Being executed directly by the Central Authority (the Public Works Department of Iraq) to the order of the Central Government of Iraq.

III. — Financed by the extraordinary budget of the State.

IV. — Materials and equipment, 15 per cent, and labour, 85 per cent of the total cost.

I (b). — *Baghdad-Ramadi Road*: £72,000.

II. — Being executed directly by the Central Authority, £47,000, and by contractor, £25,000, to the order of the Central Government of Iraq.

III. — Financed by the extraordinary budget of the State.

IV. — Materials and equipment, 15 per cent, and labour, 85 per cent of the total cost.

I (b). — *Shirwan Road*: £63,000.

II. — Being executed directly by the Central Authority (Public Works Department of Iraq) to the order of the Government of Iraq.

III. — Financed by the extraordinary budget of the State.

IV. — Materials and equipment, 15 per cent, and labour, 85 per cent of the total cost.

I (b). — *Kirkuk-Sulaimaniyah Road*: £53,000.

II. — Being executed directly by the Central Authority (Public Works Department of Iraq) to the order of the Central Government of Iraq.

III. — Financed by the extraordinary budget of the State.

IV. — Materials and equipment, 15 per cent, and labour, 85 per cent of the total cost.

(d) CANALS, ETC.

1. *Diwaniyah and Dagharrah Head Regulators.*

(a) Completed 1929 by local contractor on behalf of the Government.

(b) Cost, 42,800 Iraqi dinars, from State revenues.

(c) Ironwork provided partly from England at a cost of 2,920 Iraqi dinars.

(d) For the "control" and "improvement" of water-levels and the better distribution of water in a protected area of half a million acres in the Middle Euphrates.

2. *Badaa Regulator.*

(a) Completed in 1930 by local contractor on behalf of the Government.

(b) Cost 48,000 Iraqi dinars, from State revenues.

(c) Ironwork provided partly from England at a cost of 3,600 Iraqi dinars.

(d) For the protection of 150,000 acres of winter crops in the Muntafiq Liwa, Lower Euphrates.

3. *Latifiyah Canal.*

(a) Work carried out by local contractors for the Government on behalf of concessionaires, Latifiyah Estates, and canal opened in 1930 and under gradual development, which continues, and has reached a figure of 30,000 acres protected.

(b) Cost, about 54,000 Iraqi dinars, to be recovered from concessionaires.

(c) Ironwork provided from England at a cost of 1,300 Iraqi dinars.

(d) For the protection of 60,000 acres on the east of the Euphrates, 20 miles south of Baghdad. Development is under the control of the Latifiyah Estates Company.

4. *Iskandariyah Canal.*

(a) Completed and opened for irrigation in 1930, work done by local contractors on behalf of the Government.



(b) Cost, 13,000 Iraqi dinars, from State revenues.

(c) Ironwork partly provided from England at a cost of 260 Iraqi dinars.

(d) Is a Euphrates Canal adjacent to (3) Latifiyah Canal, but farther south. It has converted an area of 20,000 acres from an inundation system to a perennial system of irrigation, improved water-levels and established control of water distribution by up-to-date method.

5. *New Hillah Head Regulator.*

(a) Completed in 1933 (and opened in 1934) by local contractors on behalf of the Government.

(b) Cost, 45,000 Iraqi dinars, from State revenues.

(c) Ironwork provided from England at a cost of 6,000 Iraqi dinars.

(d) For the better and safer control of the Hillah Canal head, which passes a discharge of about 6,300 cubic feet per second. Provided with a navigation lock and the latest regulation devices. It also forms part of a Euphrates River training work above the Hindiyah Barrage.

6. *Abu Ghuraib Canal.*

(a) Started in 1932 and still in progress. Work undertaken by local contractors on behalf of the Government.

(b) Estimated cost, 150,000 Iraqi dinars ; cost to date, 20,000 Iraqi dinars, from State revenues.

(c) Ironwork for head regulator to be provided from England at a cost of 1,200 Iraqi dinars.

(d) For a protected area of 125,000 acres. Development to be gradual and irrigation for the first stage of development expected in 1935. A modern canal with up-to-date control and distribution equipment.

7. *Rapid for Western Jaarah Drainage Erosion.*

(a) Practically completed in April 1934 by local contractors on behalf of Government.

(b) Cost, 4,000 Iraqi dinars, from State revenues.

(c) Work entirely of local material or purchased locally.

(d) This work is designed to prevent scour in one of the largest natural drainage lines in the Middle Euphrates and to prevent deterioration of one of the richest rice areas in Iraq. It safeguards the continuance of the Shatt el Hindiyah in its middle reaches where it is most unstable.

8. *Habbaniyah Flood Protection Scheme.*

(a) At present under consideration, and tenders have been open to foreign engineering contractors for construction on behalf of the Iraqi Government.

(b) Provision by Parliament, 500,000 Iraqi dinars over five years from State revenues.

(c) Ironwork to be imported.

(d) For the permanent removal of flood menace below Ramadi on the Euphrates. Euphrates floods threaten large areas of irrigation and also main road and railway communications. This flood-protection scheme will give stability to the whole of the Euphrates irrigation area and the dense population which it supports.

9. *Kut Barrage Scheme.*

(a) Under consideration, and tenders for the work have been open to foreign engineering contractors to do the work on behalf of the Government.

(b) Provision by Parliament, the 1,200,000 Iraqi dinars in a period of five years from State revenues.

(c) Machinery and ironwork required will be imported as required.

(d) For the protection by canalisation of an area of approximately 200,000 acres. This area is at present under cultivation by uncertain and scanty rain and potentially dangerous floods, and crop maturity is very uncertain. The barrage will make winter cropping certain and may in future afford better opportunities for summer cultivation. The barrage is provided with a lock and the head of the canal offtake with a modern regulator.

10. *Flood Protection Works.*

Work has been steadily continued on the improvement and reconstruction of flood embankments on both the Euphrates and Tigris rivers. Diversions have been made on retired alignments at many points of weakness and the general standard of flood embankments throughout the country greatly improved.

An embankment 5 kilometres long was built to protect the Muadham suburbs of Baghdad from flooding from the landward side in the event of the Tigris river breaching its left bank above Muadham.

During the five years preceding April 1st, 1934, over 20,000 Iraqi dinars has been spent annually on improving the flood protection works of the country and increasing the security of the population against disaster from flooding.

About two-thirds of this work has been done by contract and one-third by direct labour.

(h) WORK FOR ESTABLISHMENT OF AIRPORTS.

I (a). — New airport, Baghdad, including provision of airport building and aerodrome. Cost, £19,721.874.

II. — Erected directly by the Central Authority (the Public Works Department of Iraq) and to the order of the Central Government of Iraq.

III. — Financed by the extraordinary budget of the State.

IV. — Materials and equipment, 75 per cent ; labour, 25 per cent.

(l) TELEGRAPH AND TELEPHONE INSTALLATIONS, WIRELESS BROADCASTING STATIONS.

1. Construction of telephone line from Erbil to Quwair.
2. Construction of telephone line from Sulaimaniyah to Halabja.
3. Construction of telephone line between Hillah, Tuerij and Kerbala.

4. Construction of telephone line from Hillah to Kifil.
5. Construction of telephone line from Falujah to Dhibban.
6. Construction of telephone line from Dhibban to Ramadi.
7. Construction of telephone line from Baghdad to Hillah and Yousifiyah.
8. Construction of telephone line from Hillah to Diwaniyah.
9. Construction of telephone line from Kirkuk to Mosul.
10. Completion of the Baghdad underground scheme, which includes a net mileage of 2,065.
11. Construction of Bagdad-Mahmudiyah telephone trunk line.
12. Construction of telephone trunk line between Kifil, Kufah, Najaf and Abu Sukhair.
13. Construction of telephone trunk line between Diwaniyah, Shamiyah, Abu Sukhair, Faisaliyah and Ghammas.
14. Laying of submarine telephone cables in river crossings in the Middle Euphrates area and at Diwaniyah.
15. Extension of the trunk service to Seeba and Fao.
16. Construction of telephone trunk line between Hillah and Dagharah.
17. Construction of telephone trunk line from Diwaniyah to Nasiriyah.
18. Construction of telephone trunk line from Diwaniyah to Basrah.
19. Conversion of the Baghdad telephone system from magneto to C.B. system.
20. Installation of a rural automatic exchange at Adhamiyah.
21. Installation of electric clock system at Basrah.
22. Installation of electric clock system at Mosul.
23. Reconstruction of the Zubair Jahara telegraph line.
24. Construction of telephone trunk line from Basrah to Nasiriyah.
25. Construction of telephone line between Hillah, Hindiyah and Mussayeb.
26. Construction of telephone trunk line between Basrah and Amarah.
27. Construction of telephone trunk line between Baghdad, Hadithah and Anah.
28. Construction of telephone line between Erbil and Rowanduz.
29. Construction of telephone line between Dohok and Amadia.
30. Construction of telephone line between Baghdad, Kut and Kut Na'maniyah.
31. Construction of telephone line between Rowanduz, Mergasur and Kanirash.
32. Construction of telephone line between Nasiriyah and Suk Esheyukh.
33. Installation of cord circuit, telephone repeaters at Baghdad, Diwaniyah and Basrah.
34. Installation of 1½ kw. medium-wave and ½ kw. short-wave transmitters in Baghdad, including masts and aerials.
35. Laying of underground telephone and telegraph cable for the new airport and wireless receiving stations and the installation of wireless receivers.
36. Reconstruction of Mosul-Dohuk-Zakho line.
37. Completion of Mosul underground scheme.
38. Installation of Marconi R.G.32.A receiver at the airport wireless receiving station.
39. Installation of Marconi Adcock direction finder at Rutbah.
40. Construction of a second telephone trunk between Baghdad and Mosul.
41. Laying of submarine cable across the river at South Gate.
42. Extension of the Baghdad underground cable system.
43. Laying of submarine cable across the river at Adhamiyah and underground cable from the Shamal exchange to the river bund, also laying underground and aerial cable from Shamal exchange to Sulaikh junction.
44. Construction of telephone line between Mosul, Kirkuk and Ain Sifni.
45. Construction of telephone line between Margasur and Shirwani Mazan.

(m) OTHER WORKS.

	£
I (a). — Gaol at Basrah . . . . .	23,800
Hospital at Diwaniyah . . . . .	6,300
Government offices at Ghammas . . . . .	5,100
Hospital at Amarah . . . . .	6,400
School at Diwaniyah . . . . .	4,200
Post office, Mosul . . . . .	2,700
Police offices and station, Hillah . . . . .	3,600
Secondary School at Mosul . . . . .	2,550
Law courts, Amarah . . . . .	5,250
Post office, Baqubah . . . . .	1,680
Post office, Hillah . . . . .	900
Military barracks, Mosul . . . . .	29,600
Military barracks, Sulaimani . . . . .	17,800
II. — Above works erected directly by the Central Authority (the Public Works Department of Iraq) and to the order of the Government of Iraq.	
III. — Financed by the ordinary budget of the State.	
IV. — Materials and equipment, 75 per cent ; labour, 25 per cent.	
	£
I (a). — Government offices at Penjwin . . . . .	12,200
Government offices at Arbil . . . . .	13,450
Medical school at Baghdad . . . . .	16,150
Girls' school, Mosul . . . . .	10,300
Government offices, Maidan . . . . .	3,400
Schools at Baghdad . . . . .	9,000
II. — Erected directly by the Central Authority (the Public Works Department of Iraq) and to the order of the Government of Iraq.	
III. — Financed by the extraordinary budget of the State.	
IV. — Materials and equipment, 75 per cent ; labour, 25 per cent.	
I (b). — Buildings now in course of erection :	£
Hospital at Nejaf . . . . .	3,000
Hospital at Kadhimain . . . . .	6,500
Extension to hospital, Baghdad . . . . .	30,000
Pathological Institute . . . . .	10,000
Hospital, Sulaimaniyah . . . . .	6,500
Law Courts, Hillah . . . . .	5,500
Police barracks, Nasiriyah . . . . .	5,000
Serum Institute, Baghdad . . . . .	3,000
Government offices at Diwaniyah . . . . .	11,000
Government guest house . . . . .	50,000
II. — Erected directly by the Central Authority (the Public Works, Department of Iraq) and to the order of the Government of Iraq.	
III. — Financed by the extraordinary budget of the State.	

IV. — Materials and equipment, 75 per cent ; labour, 25 per cent.

I (c). — Buildings contemplated :

	£
Customs House, Basrah . . . . .	10,000
Hospital, Mosul . . . . .	60,000
Isolation hospital, Basrah . . . . .	30,000
Museum, Baghdad . . . . .	60,000
Secondary and training schools, Baghdad . . . . .	60,000
Ministry for Foreign Affairs . . . . .	20,000
Hospital at Kerbelah . . . . .	5,000

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## ITALY.

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[*Translation from the Italian.*]

The tables on pages 172-189 give information on public works executed as at December 31st, 1932.

With regard to the administrative methods followed in executing works, however, some general information may be desirable in order to illustrate the fundamental policy followed by the Administration.

The most important works, both from the technical and from the financial standpoint, are carried out by the State direct, with or without the financial participation of the local bodies concerned. The bodies responsible for the administrative part of the work are the various Directorates-General in the Ministry of Public Works and the Inspectorates (*Provveditorati*) of Public Works, which are decentralised services set up temporarily to facilitate and render more adaptable the State's action for the benefit of the southern provinces. An Autonomous State Road Board, managing its own finances, was created in 1928 for the State highway system.

Certain works are also carried out by local bodies (provinces, communes) with State participation. In most cases, the work is of special and direct interest to the bodies concerned. State aid may, however, if the public interest so demands, amount to the taking-over of the management of the work, subject to repayment of the proportionate contributions.

In a very small number of cases, work is allowed to be carried out by private enterprise, with the participation of the State or the repayment of a proportion of the cost by the State, particularly in the case of hydraulic works or reconstruction work after earthquakes. This is explained by the fact that, in such undertakings, private interests are more important than the public interest, though the latter is still considerable, and may lead to the direct management of works in certain serious cases or where absence of private action may be injurious to the community.

The legislative provisions governing the management of works are the fundamental provisions of the Law of March 20th, 1865, No. 2248, Annex F, on public works, and the consolidated text of February 8th, 1923, No. 422, amended by Royal Decrees Nos. 1396, of August 28th, 1924, and 646, of May 7th, 1925.

In order to guarantee technical regularity in the execution of such works, there has been set up a system of special advisory bodies, varying in size with the cost of the works. The whole of this system is regulated by Law No. 678, of June 1st, 1931, on the Supreme Council for Public Works.

It should also be mentioned that, in the management of works, legislative provisions are less important than the contractual clauses in the General Specification approved by Ministerial Decree of May 28th, 1895, to which slight modifications have been made subsequently.

The method of execution usually followed is by submission to private or public tender. Private tender is preferred, because it allows the authorities to make a careful preliminary selection of the competing firms with a view to ensuring the reliability of the offers and regularity of execution. In exceptional cases, private contracts are concluded, or the work is granted as a direct concession regulated by Royal Decree No. 350, of May 25th, 1895, concerning the management, accounts and general approval of all works. This method is mainly resorted to in very urgent cases, or when the competing firms do not offer sufficient guarantees of regular execution, or, normally,

for minor works regarding which the engineering services are allowed to use their discretion.

The manner in which works are to be carried out is governed, not merely by the above-mentioned legislative provisions, but also by the fundamental rules concerning the general accountancy of the State, contained in Royal Decrees No. 2440, of November 18th, 1923, and No. 827, of May 23rd, 1924.

A system which is becoming more and more frequent is that of granting concessions.

A concession may be granted either to public or to private bodies ; the State expenditure is divided up into not more than thirty annual payments, including both capital and interest.

The law governing these concessions is Law No. 1137, of June 24th, 1929. Generally speaking, public works are financed according to the method adopted for their execution.

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## PUBLIC WORKS CARRIED OUT DIRECT BY THE STATE AND AT ITS OWN EXPENSE.

In this case, the State provides for the cost by means of items in the budget estimates of the Ministries concerned.

Payment for ordinary works is made under special chapters according to the nature of the work ; these are entered in the above-mentioned estimates under the items referring to ordinary expenditure.

In the case of extraordinary works, the estimates include chapters, not only for the various kinds of work, but also for the methods of payment.

We have therefore :

(1) Chapters for expenditure on extraordinary works payable in a lump sum ;

(2) Chapters for the payment of annual sums in connection with work carried out under concession, the payment being deferred or in connection with subsidies and grants provided under special laws.

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## WORKS CARRIED OUT BY LOCAL AUTHORITIES OR PRIVATE ENTERPRISE.

Expenditure on public works carried out by local authorities is borne on the budgets of these authorities.

Nevertheless, as stated above, the State sometimes assists local authorities in carrying out these works by according subsidies or grants to the extent provided under special laws.

This occurs, in particular, when the works are such as will improve public health or social conditions.

In special cases, the State even grants subsidies to individuals ; for instance, for the rebuilding or repairing of houses in earthquake zones.

If the local authorities do not possess sufficient funds to meet exceptional requirements in the matter of public works (improvement works, construction of aqueducts, etc.), they may float loans repayable in accordance with a specific plan.

It should also be mentioned that works connected with "countryside regeneration" have, since 1929, come within the sphere of the Ministry of Agriculture.

Question No. V enquires as to the effect of public works in stimulating trade and industry and diminishing unemployment. It is now known that the policy pursued in this respect by Italy, as reflected in the general programmes of public works provided specially with a view to diminishing seasonal unemployment, has greatly attenuated the effects of the world depression in Italy.

The increase in the number of man-days worked, from 29 millions in 1926 to 51 millions in 1933, gives a good idea of these effects.

It seems, therefore, unnecessary to say that the development of public works has improved and is still improving the economic position of the subsidiary industries which provide materials, implements, etc., and of the transport industry, or that the national economy is benefiting appreciably thereby.

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## DEVELOPMENT OF PUBLIC WORKS CARRIED OUT DIRECTLY BY, UNDER CONCESSION STATE ROAD UNDERTAKING (A. A. S. S.) AND THE DEPARTMENT

(Amounts in

Travaux pour le compte de :	Année Year	Etat au 1 <sup>er</sup> janvier Situation as at January 1st		Travaux commencés pendant l'année Work started during the year	
		Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost
		Ministère des Travaux publics . . . . .		1.543	1.920.290
Office national autonome de la route . . . . .		381	786.409	434	271.932
Sous-Secrétariat de la Bonification intégrale . . . . .		521	2.000.695	621	584.833
Ministère des Travaux publics; Office national autonome de la route, Sous-Secrétariat de la Bonification intégrale	1932	2.445	4.707.394	3.826	1.687.666
	1931	2.579	5.006.126	2.768	1.338.064
	1930	3.072	4.682.136	2.862	1.872.222
	1929	3.237	4.123.405	4.132	1.878.254
Ministère des Travaux publics, Office national autonome de la route . . . . .	1928	2.908	3.749.320	4.297	1.866.925
Ministère des Travaux publics seul . . . . .	1927	3.409	3.697.746	3.402	1.345.346
	1926	2.937	3.332.517	3.743	1.773.987
	1925 <sup>1</sup>	2.896 <sup>2</sup>	3.269.475 <sup>2</sup>	2.392 <sup>3</sup>	732.405 <sup>3</sup>
Organisations locales et privées entretenues ou subven- tionnées par le Ministère des Travaux publics . . .	1932	(7) 23.637	978.375	16.337	570.868
	1931	(6) 12.157	901.107	13.353	396.585
	1930	2.293	650.103	10.667	353.337
Organisations locales seules . . . . .	1929	2.244	508.993	874	333.918
	1928	2.381	560.571	1.047	165.680
	1927	2.137	552.192	917	186.918
	1926	1.603	497.690	1.384	199.893
	1925 <sup>1</sup>	1.379 <sup>2</sup>	593.630 <sup>2</sup>	1.001 <sup>3</sup>	100.718 <sup>3</sup>

<sup>1</sup> Neuf derniers mois. — Last nine months.

<sup>2</sup> Au 31 mars. — To March 31st.

<sup>3</sup> En neuf mois. — In nine months.

FROM, OR SUBSIDISED BY, THE MINISTRY OF PUBLIC WORKS, THE AUTONOMOUS  
OF THE UNDER-SECRETARY FOR COMPLETE RECLAMATION.

(thousands of lire.)

Travaux achevés pendant l'année Work completed during the year		Etat au 31 décembre Situation as at December 31st		Work for account of
Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	
1.946	671.941	2.368	2.079.250	
460	538.292	355	520.049	
566	554.410	576	2.031.118	
2.972	1.764.643	3.299	4.630.417	} Ministry of Public Works, Autonomous State Road Undertaking, Department of Under-Secretary for Complete Reclamation
2.902	1.636.796	2.445	4.707.394	
3.355	1.548.232	2.579	5.006.126	
4.297	1.319.523	3.072	4.682.136	
3.968	1.492.840	3.237	4.123.405	Ministry of Public Works, Autonomous State Road Undertaking
3.903	1.293.772	2.908	3.749.320	} Ministry of Public Works alone
3.271	1.408.758	3.409	3.697.746	
2.351 <sup>3</sup>	669.363 <sup>3</sup>	2.937	3.332.517	
6.966	306.245	(8) 33.008	(8) 1.242.998	} Local and private organisations financed or subsidised by the Ministry of Public Works
1.873	319.317	(7) 23.637	(7) 978.375	
803	102.333	(6) 12.157	(6) 901.107	
825	192.808	2.293	650.103	} Local organisations alone
1.184	217.258	2.244	508.993	
673	178.539	2.381	560.571	
850	145.391	2.137	552.192	
777 <sup>3</sup>	196.658 <sup>3</sup>	1.603	497.690	

CHAPTER I. — WORK FOR WHICH THE MINISTRY OF PUBLIC WORKS OR THE  
 AVERAGE FIGURES FOR CONTRACTS GIVEN BY THE MINISTRY OF PUBLIC WORKS IN  
 (Amounts in

Districts administratifs	Nature des travaux Nature of work							
	Travaux ordinaires de voirie Ordinary road work		Travaux hydrauliques et de navigation intérieure Hydraulic work and work on inland waterways		Travaux maritimes Maritime work		Construction de bâtiments Building	
	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost
Piémont . . . . .	13	8.270	10	1.236	—	—	9	2.638
Ligurie . . . . .	3	13.060	2	740	15	5.805	4	4.130
Lombardie . . . . .	14	5.058	96	38.348	—	—	5	2.271
Vénétie Tridentine . . . . .	7	1.323	12	6.575	—	—	5	5.489
Vénétie . . . . .	23	6.115	170	61.484	11	16.568	8	3.076
Vénétie Julienne et Zara . . . . .	17	6.389	18	3.614	31	27.556	18	6.539
Emilie . . . . .	33	14.178	131	70.851	15	6.583	6	3.036
Toscane . . . . .	24	17.380	31	7.441	17	8.025	10	6.350
Marches . . . . .	1	210	4	1.267	15	21.082	4	345
Ombrie . . . . .	2	504	7	643	—	—	3	153
Latium . . . . .	4	1.516	13	5.652	11	19.336	12	14.776
Abruzzes et Molise . . . . .	34	20.904	6	2.112	5	5.374	1	187
Campanie . . . . .	19	7.169	4	238	32	140.412	8	14.199
Pouilles . . . . .	13	3.479	6	12.147	47	23.772	5	8.897
Lucanie . . . . .	19	9.480	1	73	—	—	2	104
Calabre . . . . .	83	45.959	10	2.183	9	24.085	2	7.735
Sicile . . . . .	40	23.213	11	4.753	31	120.579	5	1.676
Sardaigne . . . . .	1	50	4	945	15	18.608	16	15.224
Total pour le Royaume	350	184.263	536	220.302	254	437.785	123	96.825

AUTONOMOUS STATE ROAD UNDERTAKING IS DIRECTLY RESPONSIBLE.

1932, CLASSIFIED BY DISTRICTS AND ACCORDING TO THE NATURE OF THE WORK.

(thousands of lire.)

Nature des travaux Nature of work								Administrative District
Nouveaux chemins de fer New railway construction		Travaux en raison de tremblements de terre Work necessitated by earthquakes		Travaux divers Miscellaneous work		Total		
Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	
10	20.499	—	—	1	127	43	32.770	
2	970	—	—	1	73	27	24.778	Liguria
—	—	—	—	1	219	116	45.896	Lombardy
—	—	—	—	—	—	24	13.387	Venezia Tridentina
10	7.711	—	—	—	—	222	94.954	Veneto
—	—	—	—	—	—	84	44.098	Venezia Giulia e Zara
19	25.144	26	1.813	14	3.746	244	125.351	Emilia
13	10.099	12	6.632	2	209	109	56.142	Tuscany
1	376	—	—	11	1.722	36	25.002	Marches
—	—	—	—	3	439	15	1.739	Umbria
3	2.945	1	162	9	1.684	53	46.071	Latium
—	—	9	629	23	2.342	78	31.548	Abruzzi e Molise
3	1.436	33	7.880	13	5.440	112	176.774	Campania
—	—	—	—	23	12.955	94	61.250	Apulia
—	—	4	822	38	3.772	64	14.251	Lucania
—	—	26	12.159	21	5.537	151	97.658	Calabria
9	33.110	12	8.672	26	8.935	134	200.938	Sicily
—	—	—	—	91	52.535	127	87.362	Sardinia
70	102.290	123	38.769	277	99.735	1.733	1.179.969	Total for Kingdom

AVERAGE FIGURES FOR CONTRACTS IN COURSE OF EXECUTION FOR ACCOUNT  
OF THE AUTONOMOUS STATE ROAD UNDERTAKING IN 1932, CLASSIFIED  
BY ADMINISTRATIVE DISTRICTS.

(Amounts in thousands of lire.)

District administratif	Travaux Work schemes	Coût Cost	Coût moyen Average cost	%	Administrative District
Piémont . . . . .	22	57.308	2.605	9,0	Piedmont
Ligurie. . . . .	9	16.517	1.835	2,6	Liguria
Lombardie . . . . .	25	92.384	3.695	14,5	Lombardy
Vénétie Tridentine. . .	24	15.897	662	2,5	Venezia Tridentina
Vénétie . . . . .	23	36.523	1.588	5,7	Veneto
Vénétie Julienne et Zara	23	42.906	1.865	6,7	Venezia Giulia e Zara
Emilie . . . . .	22	32.397	1.473	5,1	Emilia
Toscane . . . . .	19	33.590	1.768	5,3	Tuscany
Marches . . . . .	18	43.476	2.415	6,8	Marches
Ombrie . . . . .	6	11.701	1.950	1,8	Umbria
Latium. . . . .	16	26.911	1.682	4,2	Latium
Abruzzes et Molise . . .	11	9.735	885	1,5	Abruzzi e Molise
Campanie . . . . .	21	44.676	2.127	7,0	Campania
Pouilles . . . . .	17	58.837	3.461	9,2	Apulia
Lucanie . . . . .	8	10.645	1.331	1,7	Lucania
Calabre . . . . .	31	39.582	1.277	6,2	Calabria
Sicile . . . . .	30	46.172	1.539	7,2	Sicily
Sardaigne . . . . .	15	19.156	1.277	3,0	Sardinia
<b>Total pour le Royaume</b>	<b>340</b>	<b>638.413</b>	<b>1.878</b>	<b>100</b>	<b>Total for Kingdom</b>

MINISTRY OF PUBLIC WORKS AND AUTONOMOUS STATE ROAD UNDERTAKING.  
*Average Figures for Contracts from 1926 to 1932, classified according to the Nature of the Work.*  
 (Amounts in thousands of lire.)

Nature des travaux effectués par adjudication Nature of work covered by the contracts	Période de trois années 1926-1928 Three years 1926-1928				Période de trois années 1929-1931 Three years 1929-1931				1932			
	Travaux Work schemes	Coût Cost	Coût moyen Average cost	%	Travaux Work schemes	Coût Cost	Coût moyen Average cost	%	Travaux Work schemes	Coût Cost	Coût moyen Average cost	%
Construction de nouvelles routes — Construction of new roads . . . . .	944	496.313	526	24,5	373	274.370	736	12,6	350	184.263	526	10,1
Aménagement de routes nationales — Improvement of State roads . . . . .					502	680.400	1.355	31,1	340	638.413	1.878	35,1
Aménagements hydrauliques et travaux de navigation intérieure — Hydraulic improvements and work on inland waterways . . . . .	453	160.763	355	8,0	514	193.038	376	9,0	536	220.302	411	12,1
Travaux maritimes — Maritime work . . . . .	339	413.528	1.220	20,4	266	483.458	1.818	22,2	254	437.785	1.724	24,1
Construction de bâtiments nationaux et scolaires — Buildings, State and schools . . . . .	213	132.444	622	6,5	106	113.325	1.069	5,2	123	96.825	787	5,3
Nouveaux chemins de fer de l'Etat — New State railways . . . . .	126	470.941	3.738	23,2	91	175.254	1.926	8,0	70	102.290	1.461	5,6
Travaux exécutés en raison de tremblements de terre et d'éruptions volcaniques — Work necessitated by earthquakes and volcanic eruptions . . . . .	279	256.450	919	12,6	184	165.447	899	7,6	123	38.769	315	2,1
Travaux exécutés en raison d'inondations et d'éboulements, aqueducs et travaux d'hygiène et sanitaires — Work necessitated by floods and landslides, aqueducts, and public health and sanitary work . . . . .	233	95.080	408	4,8	205	96.375	470	4,3	277	99.735	360	5,6
Total . . . . .	2.587	2.025.519	783	100	2.241	2.181.667	973	100	2.073	1.818.382	877	100

*Average Figures for Contracts from 1926 to 1932, classified by Districts.*

(Amounts in thousands of lire.)

District administratif	Période de trois années 1926-1928 Three years 1926-1928				Période de trois années 1929-1931 Three years 1929-1931				1932				Administrative District
	Travaux	Coût	Coût moyen	%	Travaux	Coût	Coût moyen	%	Travaux	Coût	Coût moyen	%	
	Work schemes	Cost	Average cost		Work schemes	Cost	Average cost		Work schemes	Cost	Average cost		
Piémont . . . . .	55	69.805	1.269	3,4	72	77.256	1.073	3,5	65	90.078	1.386	4,9	Piedmont
Ligurie . . . . .	49	39.182	800	1,9	50	82.790	1.656	3,8	36	41.295	1.147	2,3	Liguria
Lombardie . . . . .	111	26.641	240	1,3	144	121.259	842	5,6	141	138.280	980	7,6	Lombardy
Vénétie Tridentine . . . . .	64	21.237	331	1,0	60	46.461	774	2,1	48	29.284	610	1,6	Venezia Tridentina
Vénétie Julienne et Zara . . . . .	250	195.863	783	9,7	255	187.744	736	8,6	245	131.477	536	7,2	Veneto
Emilie . . . . .	101	56.425	559	2,8	108	63.940	59	2,9	107	87.004	813	4,8	Venezia Giulia e Zara
Toscane . . . . .	155	107.003	690	5,3	227	174.732	770	8,0	266	157.748	593	8,7	Emilia
Marches . . . . .	171	177.412	1.037	8,8	172	141.169	821	6,4	128	89.732	701	4,9	Tuscany
Ombrie . . . . .	54	23.404	433	1,1	52	37.045	712	1,7	54	68.478	1.268	3,7	Marches
Latium . . . . .	16	2.792	174	0,1	20	16.356	818	0,7	21	13.440	640	0,7	Umbria
Abruzzes et Molise . . . . .	132	110.420	836	5,6	87	112.925	1.298	5,2	69	72.982	1.058	4,0	Latium
Campanie . . . . .	206	72.537	352	3,6	125	52.287	418	2,5	89	41.283	464	2,3	Abruzzi e Molise
Pouilles . . . . .	239	186.115	779	9,2	127	231.209	1.820	10,6	133	221.450	1.665	12,2	Campania
Lucanie . . . . .	58	30.118	519	1,5	77	82.410	1.070	3,8	111	120.087	1.082	6,6	Apulia
Calabre . . . . .	121	66.621	551	3,3	96	50.766	529	2,3	72	24.896	346	1,4	Lucania
Sicile . . . . .	364	340.082	934	16,8	244	299.619	1.228	13,7	182	137.240	754	7,5	Calabria
Sardaigne . . . . .	338	413.427	1.223	20,4	211	295.791	1.402	13,5	164	247.110	1.507	13,6	Sicily
	103	86.435	839	4,2	114	107.908	946	5,1	142	106.518	750	6,0	Sardinia
Total pour le Royaume . . . . .	2.587	2.025.519	783	100	2.241	2.181.667	973	100	2.073	1.818.382	873	100	Total for King- dom

CHAPTER II. — WORK FOR ACCOUNT OF THE MINISTRY OF PUBLIC WORKS CARRIED OUT BY ORGANISATIONS, COMPANIES AND SYNDICATES OF HOLDERS OF THE RELEVANT STATE CONCESSIONS.

GENERAL AVERAGE FIGURES FOR CONCESSIONS IN COURSE OF EXECUTION FROM JULY 1ST, 1925, TO DECEMBER 31ST, 1932, CLASSIFIED ACCORDING TO THE NATURE OF THE WORK.

(Amounts in thousands of lire.)

Nature des travaux	Période de trois ans 1926-1928		Période de trois ans 1929-1931		1932		Nature of work
	Three years 1926-1928		Three years 1929-1931				
	Travaux Work schemes	Montant des concessions Amounts of concessions	Travaux Work schemes	Montant des concessions Amounts of concessions	Travaux Work schemes	Montant des concessions Amounts of concessions	
Travaux routiers	14	75.450	9	41.824	2	10.953	Road work
Travaux hydrauliques.	9	31.500	18	67.197	16	55.504	Hydraulic work
Travaux maritimes	4	472.078	4	564.955	4	606.709	Maritime work
Travaux d'adduction d'eau	4	81.660	5	73.229	6	34.715	Work on water conduits

AVERAGE FIGURES FOR WORK CARRIED OUT UNDER CONCESSIONS IN COURSE OF EXECUTION FROM JANUARY 1ST, 1926, TO DECEMBER 31ST, 1932, CLASSIFIED BY ADMINISTRATIVE DISTRICTS.

(Amounts in thousands of lire.)

District	Période de trois années 1926-1928		Période de trois années 1929-1931		1932		District
	Three years 1926-1928		Three years 1929-1931				
	Travaux Work schemes	Montants des concessions Amounts of concessions	Travaux Work schemes	Montant des concessions Amounts of concessions	Travaux Work schemes	Montant des concessions Amounts of concessions	
Piémont	1	800	1	895	—	—	Piedmont
Lombardie	1	5.600	1	6.179	1	4.928	Lombardy
Vénétie Tridentine	—	—	1	663	—	—	Venezia Tridentina
Vénétie	2	119.978	4	189.061	4	186.229	Veneto
Vénétie Julienne et Zara	—	—	1	222	1	1.549	Venezia Giulia e Zara
Emilie	5	20.600	7	29.257	6	21.133	Emilia
Toscane.	2	86.000	4	96.930	4	100.667	Tuscany
Marches	—	—	1	4.398	2	1.406	Marches
Lucanie.	4	81.660	5	73.229	6	34.715	Lucania
Pouilles.	1	95.600	1	129.547	1	167.301	Apulia
Sicile	15	250.450	10	216.824	3	185.953	Sicily
Total pour Royaume	31	660.688	36	747.205	28	703.881	Total for Kingdom



CHAPTER III. — WORK CARRIED OUT BY QUASI-STATE ORGANISATIONS AND UNDER ADMINISTRATIVE CONCESSIONS GRANTED

CONCESSIONS AND AUTHORISATIONS GRANTED BY THE MINISTRY OF PUBLIC

Année	Concessions					Renouvellements Renewals				
	Force Power		Irrigation			Force Power		Irrigation		
	Nombre Number	C. V. Hp.	Nombre Number	Modules Modulus	Hectares	Nombre Number	C. V. Hp.	Nombre Number	Modules Modulus	Hectares
1925 . . . . .	103	181.556,25	49	64,08	4.824,55	8	358,81	1	1,50	15,—
1926 . . . . .	157	474.664,45	72	61,45	5.215,15	12	477,51	11	2,98	395,45
1927 . . . . .	217	438.239,23	118	254,70	38.239,34	38	24.733,29	8	2,64	145,66
1928 . . . . .	225	324.171,33	198	305,24	28.489,38	35	6.696,17	23	45,70	324,15
1929 . . . . .	238	449.076,—	195	637,80	66.400,22	28	11.829,57	8	1,09	91,65
1930 . . . . .	184	229.418,—	274	471,74	38.638,22	31	21.132,19	6	2,05	226,82
1931 . . . . .	122	76.434,34	236	228,02	31.631,60	26	11.073,—	5	1,54	11,62
1932 . . . . .	140	203.950,06	285	416,15	46.842,61	10	1.381,85	—	—	—
Total pour la période 1925-1932	1.386	2.377.509,66	1.427	2.439,18	260.281,07	188	77.682,39	62	57,50	1.210,35

**WORK CARRIED OUT BY PRIVATE UNDERTAKINGS OF GENERAL CONCERN  
BY THE STATE AND SUBSIDISED BY THE STATE.**

**WORKS IN THE PERIOD 1925-1932 IN RESPECT OF PUBLIC WATER DERIVATION.**

Concessions provisoires Provisional concessions					Autorisations Authorisations					Year
Force Power		Irrigation			Force Power		Irrigation			
Nombre Number	C. V. Hp.	Nombre Number	Modules Modulus	Hectares	Nombre Number	C. V. Hp.	Nombre Number	Modules Modulus	Hectares	
8	22.262,37	—	—	—	88	1.654,10	68	14,67	1.213,36	. . . . . 1925
3	423,04	—	—	—	316	6.660,23	310	45,66	3.013,61	. . . . . 1926
14	11.996,89	—	—	—	437	9.533,33	500	123,98	7.444,78	. . . . . 1927
9	9.309,40	2	22,10	6,44	375	11.365,08	365	152,05	7.369,77	. . . . . 1928
9	5.206,11	3	6,56	350,50	316	12.264,09	342	166,02	21.255,55	. . . . . 1929
14	8.032,37	7	103,72	277,50	448	10.303,80	320	85,79	7.980,45	. . . . . 1930
4	828,26	4	100,64	81,—	426	11.312,31	408	236,51	10.157,37	. . . . . 1931
4	1.295,22	2	100,05	5,—	516	23.079,67	769	811,50	11.337,91	. . . . . 1932
105	59.353,66	18	333,07	720,44	2.922	86.173,51	3.082	1.636,18	69.772,80	Total for the period 1925-1932

DAMS CONSTRUCTED AND UNDER CONSTRUCTION AS AT DECEMBER 31ST, 1932.

District administratif	Nombre de barrages Number of dams	Barrages achevés au 31 décembre 1932 Dams completed as at December 31st, 1932			Barrages encore en construction au 31 décembre 1932 Dams still under construction at December 31st, 1932			Administrative District
		Nombre Number	Capacité utile des réservoirs en millions de mètres cubes Volume of effective inflow of reservoirs in millions of cubic metres	Surfaces de drainage commandées par les réservoirs, en kilomètres carrés Catchment area of reservoirs in square kilometres	Nombre Number	Capacité utile des réservoirs en millions de mètres cubes Volume of effective inflow of reservoirs in millions of cubic metres	Surface de drainage commandées par les réservoirs, en kilomètres carrés Catchment area of reservoirs in square kilometres	
Piémont . . . . .	64	61	205,614	2,168,670	3	24,600	46,470	Piedmont
Ligurie . . . . .	9	9	21,526	108,100	—	—	—	Liguria
Lombardie . . . . .	41	38	255,000	1,700,630	3	90,525	1,806,500	Lombardy
Vénétie Tridentine . . . . .	5	3	7,660	2,481,600	2	25,300	1,954,200	Venezia Tridentina
Vénétie . . . . .	6	5	7,020	1,167,000	1	0,040	25,000	Veneto
Emilie . . . . .	19	16	69,237	682,330	3	55,500	1,068,000	Emilia
Toscane . . . . .	8	6	8,464	435,750	2	0,325	83,380	Tuscany
Marches . . . . .	4	4	2,010	896,500	—	—	—	Marches
Latium . . . . .	10	10	20,423	8,777,500	—	—	—	Latium
Abruzzes et Molise . . . . .	4	4	3,130	977,000	—	—	—	Abruzzi e Molise
Campanie . . . . .	3	3	20,100	7,091,000	—	—	—	Campania
Lucanie . . . . .	1	1	5,700	35,000	—	—	—	Lucania
Calabre . . . . .	3	3	121,704	163,000	—	—	—	Calabria
Sardaigne . . . . .	13	9	626,246	4,025,500	4	52,400	93,000	Sardinia
Sicile . . . . .	3	2	24,992	67,000	1	11,800	238,000	Sicily
Total pour le Royaume	193	174	1,398,826	30,776,580	19	260,490	5,314,550	Total for Kingdom

**CHAPTER IV. — PUBLIC WORKS CARRIED OUT FOR ACCOUNT OF LOCAL ORGANISATIONS AND WORK CARRIED OUT BY PRIVATE PERSONS WITH STATE ASSISTANCE FROM THE BUDGET OF THE MINISTRY OF PUBLIC WORKS.**

AVERAGE FIGURES FOR PUBLIC WORKS CARRIED OUT BY LOCAL ORGANISATIONS AND BY PRIVATE PERSONS WITH SUBSIDIES FROM THE STATE, IN THE PERIOD 1925-1932, CLASSIFIED ACCORDING TO THE NATURE OF THE WORK.

(Amounts in thousands of lire.)

Nature des travaux	1925	1926	1927	1928	1929	1930	1931	1932	Nature of work
Travaux de voirie . . . . .	276.347	273.868	263.444	224.810	243.337	467.890	584.323	523.301	Road work
Travaux hydrauliques . . . . .	127.884	120.608	90.261	69.882	29.419	16.581	15.711	18.071	Hydraulic work
Travaux exécutés en raison de dommages de guerre. . . . .	36.753	44.259	52.031	61.752	52.766	42.341	26.310	14.599	Work to repair war damage
Travaux exécutés en raison de tremblements de terre . . . . .	17.652	16.947	20.073	15.781	14.184	30.196	145.103	234.877	Work necessitated by earthquakes
Travaux maritimes . . . . .	2.867	2.126	2.104	1.374	1.760	705	—	—	Maritime work
Travaux de bonification . . . . .	4.046	3.770	1.202	118	336	—	—	—	Reclamation work
Travaux d'hygiène, travaux sanitaires et travaux d'intérêt social. . . . .	49.338	81.321	118.710	170.883	167.269	171.857	207.096	275.531	Public health, sanitary and social work
Moyenne générale. . . . .	514.887	542.899	547.825	544.600	509.071	729.570	978.543	1.066.379	Total average figures

CHAPTER V. — EMPLOYMENT OF LABOUR IN PUBLIC WORKS.

WORKMEN EMPLOYED DAILY IN EACH YEAR OF THE PERIOD 1926-1932.

Année Year	Nombre d'ouvriers Number of workmen	Année Year	Nombre d'ouvriers Number of workmen
1926 . . . . .	81.452	1930 . . . . .	153.186
1927 . . . . .	99.599	1931 . . . . .	146.648
1928 . . . . .	101.845	1932 . . . . .	156.967
1929 . . . . .	125.224		

PROPORTION OF EXPENDITURE ON LABOUR IN THE VARIOUS CATEGORIES OF WORK FOR WHICH THE MINISTRY OF PUBLIC WORKS WAS DIRECTLY RESPONSIBLE IN THE FINANCIAL PERIOD 1931-32.

Nature des travaux	Palements effectués pour les travaux (lires) Payments effected for work (lire)	Calcul des dépenses de main-d'œuvre Calculation of expenditure on labour			Rapport entre la dépense de main-d'œuvre et la dépense totale Relation of expenditure on labour to total expenditure	Nature of work
		Nombre de journées de salaire Number of days' wages	Montant présumé de la journée de salaire (lires) Rate estimated (lire)	Dépenses présumées de main-d'œuvre (lires) Estimated expenditure on labour (lire)		
Nouvelles routes . .	74.872.970	2.197.844	15,00	32.967.660	44,0	New roads
Aménagements hydrauliques . . . .	164.854.389	5.819.121	15,00	87.286.815	52,9	Hydraulic improvements
Travaux maritimes .	121.405.115	1.437.606	20,00	28.752.120	23,7	Maritime work
Construction de bâtiments . . . . .	60.327.911	707.044	20,00	14.140.880	23,4	State buildings
Travaux de consolidation, travaux sanitaires et travaux d'intérêt social . . . . .	65.485.939	1.262.298	15,00	18.934.470	28,9	Consolidation work and public health and social work
Nouveaux chemins de fer . . . . .	227.884.428	1.157.008	20,00	23.140.160	10,2	New railways
Total . . . . .	714.830.752	12.580.921	16,31	205.222.105	28,7	Total

CHAPTER VI. — STUDY OF PLANS AND PRELIMINARY INVESTIGATIONS  
IN RESPECT OF CONTRACTS FOR NEW WORK SCHEMES.

AVERAGE FIGURES FOR PLANS UNDER CONSIDERATION IN 1932, CLASSIFIED ACCORDING  
TO THE NATURE OF THE WORK.

(Amounts in thousands of lire.)

Nature des travaux	Projets Plans	Evaluation de la dépense Estimated cost	Coût moyen Average cost	Pourcentage du coût total Percentage of total amount	Nature of work
Travaux de voirie ordi- naires :					Ordinary road work :
Nouvelles constructions	196	163.501	834	12,7	New construction
Aménagement de routes nationales. . . . .	243	300.323	1.236	23,3	Improvement of State roads
Aménagements hydrau- liques et travaux de navigation intérieure . .	297	305.983	1.030	23,8	Hydraulic improvements and work on inland waterways
Travaux maritimes . . .	120	172.976	1.441	13,4	Maritime work
Construction de bâtiments nationaux. . . . .	103	72.596	705	5,6	State buildings
Nouvelles constructions de chemins de fer (projets de travaux) . . . . .	37	117.601	3.178	9,2	New railway construc- tion (schemes propos- ed)
Travaux exécutés en rai- son de tremblements de terre . . . . .	50	27.205	544	2,1	Work necessitated by earthquakes
Travaux exécutés en rai- son d'inondations, de crues et d'éboulements; travaux sanitaires et travaux divers . . . . .	189	126.982	672	9,9	Work necessitated by inundations, floods and landslides; public health work and mis- cellaneous work
<b>Total. . . . .</b>	<b>1.235</b>	<b>1.287.167</b>	<b>1.042</b>	<b>100</b>	<b>Total</b>

AVERAGE FIGURES FOR PLANS UNDER STUDY IN 1932, CLASSIFIED ACCORDING TO THE NATURE OF THE WORK.

(Amounts in thousands of lire.)

Nature des travaux	Projets Plans	Evaluation de la dépense Estimated cost	Coût moyen Average cost	Pourcentage du coût total Percentage of total amount	Nature of work
Travaux de voirie ordinaires :					Ordinary road work :
Nouvelles constructions	690	748.954	1.085	30,5	New construction
Aménagement de routes nationales. . . . .	303	273.818	904	11,2	Improvement of State roads
Aménagements hydrauliques et travaux de navigation intérieure .	529	280.237	530	11,4	Hydraulic improvements and work on inland waterways
Travaux maritimes . . .	360	380.297	1.056	15,5	Maritime work
Construction de bâtiments nationaux. . . . .	252	219.773	872	9,0	State buildings
Nouvelles constructions de chemins de fer (projets de travaux) . . . . .	64	322.573	5.040	13,2	New railway construction (schemes proposed)
Travaux exécutés en raison de tremblements de terre . . . . .	105	71.751	683	2,9	Work necessitated by earthquakes
Travaux exécutés en raison d'inondations, de crues et d'éboulements; travaux divers. . . . .	380	155.600	409	6,3	Work necessitated by inundations, floods and landslides; miscellaneous work
Total. . . . .	2.683	2.453.003	914	100	Total

MINISTRY OF AGRICULTURE AND FORESTS.

WORK FOR ACCOUNT OF THE STATE, CARRIED OUT DIRECTLY OR BY CONCESSION-HOLDERS.

The Department of the Under-Secretary of State for Complete Reclamation, set up in the Ministry of Agriculture and Forests by Royal Decree No. 1726, dated September 27th, 1929, is entirely responsible for all work and all projects that come within the modern conception of complete reclamation, including the schemes transferred to it by the Ministry of Public Works in 1929. These schemes include work under State authority, carried out directly by the State or by the holders of concessions from the State under the control or supervision of the technical offices of the civil engineers, and also work carried out under private authority and subsidised by the State.

In respect of work coming within the first-named category, we give hereunder a comparative statement compiled from the information which the offices of the civil engineers continue to supply.

PUBLIC WORKS CONNECTED WITH COMPLETE RECLAMATION FOR THE EXECUTION OF WHICH THE STATE IS DIRECTLY RESPONSIBLE.

(Amounts in thousands of lire.)

District administratif	Etat au 1 <sup>er</sup> janvier 1932		Travaux commencés pendant l'année		Travaux achevés pendant l'année		Etat au 31 décembre 1932		Journées de travail Working days	Administrative District
	Situation as at January 1st, 1932		Work started during the year		Work completed during the year		Situation as at December 31st, 1932			
	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost		
Piémont . . . . .	1	111	6	718	2	267	5	562	20.457	Piedmont
Ligurie . . . . .	1	15	1	140	2	155	—	—	5.901	Liguria
Lombardie . . . . .	22	4.873	26	4.948	27	4.178	21	5.643	110.291	Lombardy
Vénétie Tridentine . . .	7	725	15	927	13	881	9	771	32.886	Venezia Tridentina
Vénétie . . . . .	25	7.837	18	2.905	33	8.112	10	2.630	110.491	Veneto
Vénétie Julienne et Zara	2	200	3	369	2	118	3	451	6.365	Venezia Giulia e Zara
Emilie . . . . .	29	7.566	34	3.818	31	6.000	32	5.384	128.776	Emilia
Toscane . . . . .	22	9.896	47	5.407	41	6.979	28	8.324	243.230	Tuscany
Marches . . . . .	9	1.063	9	1.136	8	1.091	10	1.108	20.634	Marches
Ombrie . . . . .	9	1.460	9	697	11	946	7	1.211	42.253	Umbria
Latium . . . . .	18	15.231	24	13.239	25	3.537	17	24.933	197.000	Latium
Abruzzes et Molise . . .	8	889	16	1.057	15	719	9	1.227	27.019	Abruzzi e Molise
Campanie . . . . .	22	1.973	37	2.867	39	2.438	20	2.402	92.364	Campania
Pouilles . . . . .	38	4.046	81	4.097	76	5.506	43	2.637	192.332	Apulia
Lucanie . . . . .	2	360	2	167	3	289	1	238	14.566	Lucania
Calabre . . . . .	28	8.958	22	2.516	32	8.169	18	3.305	159.455	Calabria
Sicile . . . . .	24	3.873	35	2.502	42	4.510	17	1.865	96.103	Sicily
Sardaigne . . . . .	21	5.419	40	2.443	43	4.846	18	3.016	130.756	Sardinia
Total pour le Royaume	288	74.495	425	49.953	445	58.741	268	65.707	1.630.879	Total for Kingdom



PUBLIC WORKS CONNECTED WITH COMPLETE RECLAMATION FOR  
ACCOUNT OF THE STATE, CARRIED OUT UNDER CONCESSIONS.

(Amounts in thousands of lire.)

District administratif	Etat au 1 <sup>er</sup> janvier 1932 Situation as at January 1st, 1932		Travaux commencés pendant l'année Work started during the year		Travaux achevés pendant l'année Work completed during the year		Etat au 31 décembre 1932 Situation as at December 31st, 1932		Journées de travail Working days	Administrative District
	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost	Travaux Work schemes	Coût Cost		
Piémont . . . . .	1	125	2	311	3	436	—	—	4.019	Piedmont
Ligurie . . . . .	—	—	1	1.200	—	—	1	1.200	14.532	Liguria
Lombardie . . . . .	9	96.942	8	15.444	4	1.933	13	110.453	225.113	Lombardy
Vénétie Tridentine . . . . .	4	3.826	5	799	7	4.042	2	583	15.487	Venezia Tridentina
Vénétie . . . . .	54	259.871	38	72.720	27	75.339	65	257.252	1.423.263	Veneto
Vénétie Julienne et Zara . . . . .	6	60.766	3	8.421	2	5.400	7	63.787	341.374	Venezia Giulia e Zara
Emilie . . . . .	47	796.887	19	139.674	17	88.190	49	848.371	2.121.233	Emilia
Toscane . . . . .	19	66.440	22	37.788	5	11.761	36	92.467	526.907	Tuscany
Marches . . . . .	—	—	1	1.604	—	—	1	1.604	21.323	Marches
Ombrie . . . . .	—	—	1	225	1	225	—	—	618	Umbria
Latium . . . . .	12	125.240	8	17.447	4	20.222	16	122.465	2.322.255	Latium
Abruzzes et Molise . . . . .	—	—	5	2.208	1	535	4	1.673	25.410	Abruzzi e Molise
Campanie . . . . .	10	82.561	20	47.267	14	84.030	16	45.798	387.876	Campania
Pouilles . . . . .	12	43.628	22	60.375	11	26.790	23	77.213	553.405	Apulia
Lucanie . . . . .	—	—	1	26.859	—	—	1	26.859	165.750	Lucania
Calabre . . . . .	38	316.400	22	68.003	24	175.261	36	209.142	1.641.134	Calabria
Sicile . . . . .	3	19.958	6	14.455	—	—	9	34.413	271.887	Sicily
Sardaigne . . . . .	18	53.556	30	50.190	19	31.615	29	72.131	770.375	Sardinia
Total pour le Royaume	233	1.926.200	214	564.990	139	525.779	308	1.965.411	10.831.961	Total for Kingdom

MINISTRY OF AGRICULTURE AND FORESTS : DEPARTMENT OF THE UNDER-SECRETARY  
OF STATE FOR COMPLETE RECLAMATION.

COST OF SUBSIDISED WORK SCHEMES CARRIED OUT UNDER PRIVATE AUTHORITY, AUTHORISED DURING THE FINANCIAL  
PERIOD 1931-32.

(Amounts in thousands of lire.)

District administratif	Travaux d'irrigation  Irrigation schemes	Adduction d'eau d'intérêt rural  Rural water conduits	Communication entre les fermes  Roads between farms	Agglomérations et bâtiments ruraux dans le Midi et dans les Iles  Villages and rural buildings in Southern Italy and the Islands	Petits travaux d'aménagements ruraux  Small-scale agrarian improvements	Adduction d'eau potable  Drinking- water supplies	Administrative District
Piémont . . . . .	18.965	733	32	—	158	27	Piedmont
Ligurie . . . . .	6.755	303	—	—	—	17	Liguria
Lombardie . . . . .	23.005	11	192	—	—	12	Lombardy
Vénétie Tridentine . . . . .	2.600	256	26	—	13	—	Venezia Tridentina
Vénétie . . . . .	29.899	2.853	526	—	—	—	Veneto
Vénétie Julienne et Zara. . . . .	57	45	—	—	—	10	Venezia Giulia e Zara
Emilie . . . . .	13.988	582	202	—	50	23	Emilia
Toscane . . . . .	3.502	1.126	596	—	532	682	Tuscany
Marches . . . . .	3.256	—	162	—	108	36	Marches
Ombrie . . . . .	1.276	35	150	—	88	—	Umbria
Latium . . . . .	8.994	576	433	—	—	41	Latium
Abruzzes et Molise . . . . .	3.384	457	139	2.653	56	—	Abruzzi e Molise
Campanie . . . . .	4.628	—	429	4.210	—	—	Campania
Pouilles. . . . .	3.207	57	728	7.274	139	35	Apulia
Lucanie. . . . .	201	—	—	2.489	—	—	Lucania
Calabre . . . . .	3.238	—	249	2.222	54	—	Calabria
Sicile . . . . .	10.676	—	1.472	2.731	255	—	Sicily
Sardaigne . . . . .	4.815	—	52	2.245	—	—	Sardinia
<b>Total pour le Royaume . . . . .</b>	<b>142.446</b>	<b>7.034</b>	<b>5.388</b>	<b>23.824</b>	<b>1.453</b>	<b>883</b>	<b>Total for Kingdom</b>

## LATVIA.

[*Translation.*]

### PUBLIC WORKS EXECUTED BETWEEN APRIL 1ST, 1929, AND APRIL 1ST, 1934.

#### (a) ROADS AND BRIDGES.

1. Execution of earthworks in connection with the building of roads and highways over a total distance of 321 kilometres (shifting of 1,286,000 cubic metres of earth).
2. Construction of a new road surface 93 kilometres in length ; complete repairing of highways over a distance of 7 kilometres and paving over a distance of 1 kilometre.
3. Excavation and supplying of 325,000 cubic metres of dolomite and crushing of 152,000 cubic metres of dolomite.
4. Excavation and supplying of 18,400 cubic metres of granite ; crushing of 91,000 cubic metres of granite.
5. Supplying of 134,000 cubic metres of gravel, sand and metal for road repairs.
6. Cutting and clearing of lateral ditches over a distance of 1,400 kilometres.
7. Construction of 247 wooden bridges totalling 3,700 metres in length ; repairing of 110 wooden bridges totalling 1,600 metres in length.
8. Construction of reinforced concrete drains (192 pieces of 30 centimetres to 1 metre).
9. Manufacture and placing in position of 12,150 protective stakes.
10. Clearing of roads in winter over an area of 73,000 square metres.

The following highways were constructed, partly as public works : Riga-Tukums, Riga-Bauska, Riga-Vecmuiža-Skaistkalne, Riga-Nereta, Riga-Ogre, Riga-Kalnciems, Riga-Saulkrasti, Riga-Lubane, Skrīveri-Madliena, Līgatne-Nītaure, Sigulda-Turaida, Skrīveri-Jaunjelgava, Tukums-Kuldīga, Liepāja-Rucava, Liepāja-Tāsē, Jelgava-Iecava, Jelgava-Bauska, Jelgava-Auce, Kuldīga-Skrunda, Daugavpils-Populanka, Valmiera-Strenči.

The cost of the execution of the works specified under (a) was as follows :

	Lats
1929-30 . . . . .	596,600
1930-31 . . . . .	595,000
1931-32 . . . . .	1,830,000
1932-33 . . . . .	2,320,400
1933-34 . . . . .	990,000

(b) RAILWAYS.

Construction of railways over a total distance of 350 kilometres : Liepāja Alsunga (750 mm. gauge) ; Rēzekne-Bērzpils (750 mm.) and part of the Riga-Rūjiena line (1,524 mm.) and Riga-Ergli (1,524 mm.).

Decauville lines, from Pakalnieči (1,524 mm.), distance, 27 kilometres ; from Inčukalna (600 mm.), distance, 26 kilometres ; from Silini-Elekšni (600 mm.), distance, 33 kilometres ; from Ogre (600 mm.), distance, 40 kilometres ; from Ventspils-Dundaga (600 mm.), distance, 53 kilometres.

Apart from the above-mentioned works, works of upkeep, repair, transformation and demolition were carried out on the existing lines. Mention should also be made of the excavation of quarry gravel and the ballasting of roads, the construction, repair and demolition of railway bridges, drains and various buildings, and the renewal and repair of pumps and wells.

The following sums were expended on the above-mentioned works :

	Lats
1929-30 . . . . .	676,040
1930-31 . . . . .	525,000
1931-32 . . . . .	1,065,000
1932-33 . . . . .	830,424
1933-34 . . . . .	947,448

The tramways were not built with credits appropriated for public works.

(c) AGRICULTURAL LAND IMPROVEMENT.

Roads were built over a total distance of 210 kilometres on the outskirts of towns. This has helped to improve communications with the centre of the towns in question. It is proposed in the near future to erect about 1,000 dwelling-houses for unemployed agricultural workers, with the object of encouraging the migration of unemployed urban workers to the country. This measure will help to supply the lack of labour in the country and at the same time to reduce unemployment in the towns. Owing to the absence of suitable housing accommodation, it has been impossible up to the present to place unemployed workers with large families in the country.

(d) CANALS AND OTHER INLAND WATERWAYS (including Regulation of Rivers, Defensive Works against Floods, etc.).

The regulation of the Lubāna Lake has necessitated the boring of 2,113 holes, totalling 3,193 metres in length, in the sub-fluvial rock of the Aiviekste River and the blasting of 3,530 cubic metres of rock. The cost of these works amounted to 12,820 lats.

The regulation of the Dubna River required the boring and blasting of sub-fluvial rock for a distance of 25,230 metres. The cost was 66,500 lats.

Twenty-one thousand three hundred cubic metres of earth dredged on the banks of the Iecava River, and 20,900 cubic metres on the banks of the Misa River, were moved and levelled.

The partial construction of an embankment at Daugavpils and at Grīva for defence against floods necessitated an outlay, during the five years under review, of 534,000 lats. These works should be completed next year.

(e) IMPROVEMENT WORKS.

Improvement works are carried out in the State forests and also by improvement associations, which include the landowners concerned and the municipalities.

(1) Works executed by Improvement Associations.

Financial year	Cutting of ditches		Cost of works Lats
	Metres	Cubic metres	
1931-32 . . . . .	134.70	263,447	153,481
1932-33 . . . . .	737.40	1,639,860	767,545
1933-34 . . . . .	382.00	838,450	341,580

(2) Works executed in the State Forests.

Financial year	Cutting of ditches		Cost of works Lats
	Metres	Cubic metres	
1931-32 . . . . .	50.70	78,000	44,300
1932-33 . . . . .	222.50	310,500	130,000
1933-34 . . . . .	72.50	90,100	43,000

In 1932, the municipality of Riga undertook, in the vicinity of Riga, the consolidation of the moving dunes, the reclamation of the marshes and other drainage works. Among the works carried out in 1931, 1932, 1933 and 1934 should be mentioned also the cutting of various improvement ditches involving the excavation of 561,000 cubic metres of earth, the consolidation of 25,800 metres of ditches by fascine-work, the digging of drains over a distance of 32,000 metres, the consolidation of moving dunes by means of reeds, heath and brushwood over an area of 40 hectares, the clearing of undergrowth and stumps over an area of 190 hectares.

In 1932, the Forestry Department carried out forest thinning and clearing operations over an area of 600 hectares.

(f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

Nil.

(g) WORK CARRIED OUT IN SEA AND RIVER PORTS, ETC.

Nil.

(h) WORK FOR THE ESTABLISHMENT OF AIRPORTS.

Construction of aerodromes at Riga and Liepāja.

(i) BUILDING AND CONSTRUCTION WORK, ETC.

The reconstruction of the castles of Jelgava and Rundale, which had suffered serious damage during the great war, necessitated the expenditure of 195,000 lats for labour. The sum of 296,800 lats was expended on the reconstruction, modification and reparation of the buildings of the Ministry of War, and on the installation of ranges and sports grounds at Riga, Daugavpils, Rēzekne and Sālaspils.

Turf pits were opened at Ploči, near Liepāja, and at Sālaspils and Livani, with an annual output of about 400,000 bundles of peat for litter and 25,000 to 35,000 tons for fuel.

Mention should also be made of the works for the repair of school buildings, homes, etc., executed either by Government institutions or by the municipalities out of public works credits.

(j) ELECTRIC INSTALLATIONS, ETC.

Nil.

(k) GASWORKS AND LONG-DISTANCE GAS SUPPLY.

Nil.

(l) TELEGRAPH AND TELEPHONE INSTALLATIONS, WIRELESS BROADCASTING STATIONS.

As there are no specialists in these branches among the unemployed, works of this kind are only very rarely carried out in the form of public works.

Out of the credit voted for public works, a sum of 23,000 lats was expended in 1932 on the extension of the telephone system in rural districts.

(m) OTHER WORKS.

The output of the forestry work carried out in 1932 by the Ministry of Social Welfare was as follows :

Financial year	Squared timber, logs	Pit props	Wood for pulping	Wood for fuel	Various materials	Sum expended in
						preparations
						Lats
1932-33	113,050	32,230	50,730	219,900	4,660	3,200,000
1933-34	128,300	31,038	61,400	193,377	2,000	3,000,000

In Latvia, unemployment is, on the whole, seasonal in character ; it becomes more serious in the autumn, when building works and loading, and also agricultural works, cease, and improves rapidly in the spring on the resumption of those works. It is thus at its worst in January, February, March and April.

The unemployed are registered at the employment bureaux under the supervision of the Ministry of Social Welfare. They are divided into several categories, according to the size of the family that they have to support, and are classified according to their working capacity as follows : persons who are capable of working but have lost up to 30 per cent of their working capacity, and persons fit for light work who have lost 31 to 50 per cent of their working capacity. Unemployed persons who have lost more than 50 per cent of their working capacity or have reached the age-limit are excluded from the employment bureaux as persons in need of social assistance.

In drawing up the programme of works, account is taken of the qualifications of the unemployed. For unemployed persons capable of working, practically all the works are organised outside the towns. These works consist mainly of earthworks for the construction of railways, roadways and roads, the excavation and crushing of stones, improvement works, etc.

In 1932, the Ministry of Social Welfare had organised forestry work in regions at a distance from the railways and navigable waterways. In order to reduce the cost of transport, those regions have been connected up with the railway system by means of branch lines, extending over a total distance of 180 kilometres.

The extent and fluctuations of unemployment may be seen from the following figures :

*Table showing the Number of Unemployed Persons during the Years 1929-1934.*

Month	1929		1930		1931		1932		1933		1934	
	Reg.	Empl.	Reg.	Empl.	Reg.	Empl.	Reg.	Empl.	Reg.	Empl.	Reg.	Empl.
January ...	19,546	7,510	13,456	5,270	17,607	6,678	35,498	13,715	32,544	17,251	21,415	10,970
February ..	19,244	7,377	14,596	5,847	17,965	7,482	37,450	16,185	33,918	20,366	22,755	12,369
March ...	16,940	8,428	14,187	6,338	15,915	6,805	36,019	15,631	33,249	19,888	21,317	10,912
April .....	9,962	4,200	10,097	5,270	10,585	3,524	23,674	9,230	25,367	14,667	16,876	9,674
May .....	2,745	1,312	2,279	858	2,331	460	12,092	3,387	15,855	9,890	7,847	5,223
June .....	1,758	522	1,181	402	2,128	544	9,361	2,303	8,980	4,879	4,903	3,746
July .....	1,840	635	1,039	432	3,273	1,104	9,293	2,290	7,668	4,159	3,662	2,754
August ....	1,420	412	1,039	466	5,786	959	10,985	1,841	7,267	3,586		
September ..	2,029	447	2,075	605	8,335	1,149	12,448	3,424	5,983	2,752		
October ...	4,709	505	7,046	583	14,034	1,586	17,456	5,842	6,827	3,036		
November ..	10,546	2,067	11,903	2,262	22,310	5,769	25,090	8,537	14,867	5,838		
December ..	11,364	3,232	16,324	4,930	27,940	8,503	30,561	13,407	20,043	9,657		

This table shows that, in 1932, 1933 and 1934, there was a marked increase in the number of unemployed persons, during every month of the year, as compared with previous years. Owing to the shortage of funds, there was also an increase in the number of unemployed for whom no work was found.

The increase in unemployment, particularly among manual workers, led in 1931 to the promulgation of the law for the constitution of a special unemployment fund. This fund is made up of :

- (1) Deductions from the wages of State and municipal employees, and from those of members of sickness insurance funds (1 per cent of wages not exceeding 200 lats per month, and 2 per cent of wages above 200 lats per month).
- (2) Contributions representing 1 to 4 per cent of the income of persons belonging to the liberal professions.
- (3) Contributions by owners of immovable property.
- (4) Contributions by employers, who pay the same amount as their workers.

The sums at the disposal of the unemployment fund were as follows :

From January 1st, 1932, to April 1st, 1932	From April 1st, 1932, to April 1st, 1933	From April 1st, 1933, to April 1st, 1934
Lats	Lats	Lats
430,885.57	3,990,558.25	6,639,469.22

In addition to the unemployment fund, which forms the greater part of the moneys used for the organisation of public works, the budget of the State also includes a certain sum for that same object. On the application of the Ministry of Social Welfare, the necessary credits are granted each month by the Cabinet. The public works are carried

out either by the Government institutions, by the municipalities or by agricultural organisations. The necessary sums are allocated to the Government institutions and agricultural organisations in the form of non-repayable credits, while the municipalities receive one-half in the form of a subsidy and the balance as a loan for a period of ten years with interest at 1 per cent per annum.

The following table shows the sums used during the years 1929-1934 for the execution of public works, including miscellaneous expenditure :

Financial year	Government institutions Lats	Municipalities Lats	Private organisations Lats	Total Lats
1929-30	1,681,950.—	355,700.—	2,210.—	2,039,860.—
1930-31	1,769,806.28	557,000.—	2,036.—	2,328,842.28
1931-32	4,617,957.39	1,226,800.—	42,835.50	5,887,592.89
1932-33	7,180,112.37	1,551,000.—	—	8,731,112.37
1933-34	7,506,187.23	922,950.—	6,360.—	8,435,497.23

About 10 per cent of the above-mentioned sums was employed for various social purposes, such as medical treatment and assistance to unemployed persons in case of sickness or accidents, subsistence allowances for families of the unemployed during the winter, payment of rent, transport of unemployed persons, etc. About 5 per cent was expended on the purchase of materials and on equipment, which is supplied almost exclusively by the national industries. The employment of intellectual workers accounted for about 10 per cent, the balance being expended on wages paid to manual workers.

The public works are carried out directly by the authorities, the greater part of these works being organised by the Department of Highways and Roads (Ministry of Roads and Communications).



## LITHUANIA.

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[*Translation.*]

Up to 1926, there was no unemployment question in Lithuania ; its appearance is of more recent date and may be attributed to the reduction of emigration and the contraction of agricultural exports.

In Lithuania, as in other countries, there are two means of dealing with unemployment :

- (1) The organisation of public works ; and
- (2) The dole.

The dole was soon abandoned on account of its demoralising effect on the recipients. The public funds, moreover, could no longer stand the strain. Attention may therefore be confined to public works. Under the system followed, remuneration is at piece rates and not at day rates. In this way, the work is more productive and the workers' earnings are increased.

Expenditure on public works for the reduction of unemployment has been as follows : 900,000 litas in 1931, 1,200,000 litas in 1932, and 1,500,000 litas in 1933. A third of these sums was provided by the State and the remainder by the municipalities.

The Public Works Fund was created on January 1st, 1934, for the purpose of organising public works to reduce unemployment. The works are, however, not centralised, but are distributed among the various municipalities, by which they are executed in accordance with a prearranged plan. The Public Works Fund defrays all labour costs, while the municipalities finance the organisation, supply of raw materials, etc.

The period of unemployment begins on October 15th and ends on May 15th. During the summer months, unemployment disappears, and there is even a shortage of labour for agricultural purposes. A scheme of public works is drawn up for a specified period.

The following is the expenditure incurred during the period October 15th, 1933, to May 15th, 1934 : 500,000 litas for road-building and street-paving ; 350,000 litas for the preparation of paving-stones and gravel ; 150,000 litas for strengthening the banks of navigable waterways.

The difficulty of the problem of using public works as a means of reducing unemployment resides in the fact that, in Lithuania, the intense cold makes agricultural work impossible during the winter months ; whereas, as has already been stated, it is precisely during these months only that unemployment occurs. As a remedy, an attempt has been made to devise new methods.

For the coming season, the following public works are in contemplation : preparation of paving-stones and gravel for streets and roads, production of shingles, road repairs and the strengthening of the banks of navigable waterways. Among these various classes of works attention will, it is expected, be concentrated, in the main, on the production of shingles for wooden roofs, as this industry continues in full activity during the winter months. Five camps are to be set up at which the making of shingles will be carried out by hand instead of by machinery ; in that way, work will be found for a greater number of unemployed. Furthermore, hand-made shingles are superior in quality to those made by machinery.

The shingles will be sold at low prices and purchasers will be allowed credit facilities.

The Public Works Fund is derived from three sources :

- (1) Employers' taxes ;
- (2) Contractors' taxes ;
- (3) State and municipal grants.

The Public Works Fund has an annual revenue of 2 million litas, which are used for the remuneration of labour. This sum is sufficient to provide work for all the unemployed.

In carrying out the above-mentioned public works, recourse has not been had to the assistance of any foreign industry.

The Lithuanian Government views the increase in the organisation of public works with satisfaction. Government support has been prompted partly by a desire to put an end to unemployment, and partly by the great value of certain works to the country.

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## LUXEMBURG.

[Translation.]

### I (a).

No.	Description of works	Expenditure Francs
1.	Surfacing . . . . .	68,730,000
2.	Widening . . . . .	17,590,000
3.	Curve camber improvements . . . . .	3,933,000
4.	Straightening . . . . .	25,443,000
5.	Bridges . . . . .	2,366,000
6.	Water supply . . . . .	38,455,000
7.	Sewerage . . . . .	6,987,000
8.	Abolition of level-crossings . . . . .	—
	Total . . . . .	163,504,000

### I (b).

No.	Description of works	Expenditure Francs
1.	Surfacing . . . . .	7,407,000
2.	Widening . . . . .	2,812,000
3.	Curve camber improvements . . . . .	190,000
4.	Straightening . . . . .	839,000
5.	Bridges . . . . .	775,000
6.	Water supply . . . . .	3,645,000
7.	Sewerage . . . . .	450,000
8.	Abolition of level-crossings . . . . .	—
	Total . . . . .	21,118,000

### I (c).

No.	Description of works	Expenditure Francs
1.	Surfacing . . . . .	8,605,000
2.	Widening . . . . .	4,539,000
3.	Curve camber improvements . . . . .	946,000
4.	Straightening :	
	(a) State roads . . . . .	21,305,000
	(b) Communal roads . . . . .	35,850,000
5.	Bridges . . . . .	1,530,000
6.	Water supply . . . . .	9,890,000
7.	Sewerage . . . . .	1,337,000
8.	Abolition of level-crossings . . . . .	4,950,000
9.	Major bridges . . . . .	32,500,000
10.	Special motor roads . . . . .	p.m.
	Total . . . . .	121,452,000

II (a). — The works have been carried out on behalf of the Government.

II (b). — The work on water supply and sewerage has been carried out at the expense of the communes concerned, with a State grant of approximately 10 per cent in the case of water supply and 25 per cent for sewerage. In respect of the water supply in the Ardennes, however, a special State grant of 20,000,000 francs has been made.

II (c). — The works are to be carried out by contract, with the exception, however, of the surfacing operations, the working-up of the materials for which is under direct public control.

III. — The expenditure on such works is covered :

- (a) By a loan ;
- (b) Out of the ordinary budget ;
- (c) Out of the budgets of the communes.

IV.

No.	Description of works	Allocation of expenditure as between	
		Materials and equipment	Labour
1.	Surfacing . . . . .	$\frac{2}{4}$	$\frac{1}{4}$
2.	Widening . . . . .	$\frac{2}{3}$	$\frac{1}{3}$
3.	Curve camber improvements . . . . .	$\frac{2}{3}$	$\frac{1}{3}$
4.	Straightening . . . . .	$\frac{2}{3}$	$\frac{1}{3}$
5.	Bridges . . . . .	$\frac{2}{3}$	$\frac{1}{3}$
6.	Water supply . . . . .	$\frac{2}{3}$	$\frac{1}{3}$
7.	Sewerage . . . . .	$\frac{2}{4}$	$\frac{1}{4}$
8.	Abolition of level-crossings . . . . .	$\frac{2}{3}$	$\frac{1}{3}$
9.	Major bridges . . . . .	$\frac{2}{3}$	$\frac{1}{3}$
10.	Special motor roads . . . . .	$\frac{2}{3}$	$\frac{1}{3}$

V. — These works provide employment for quarrymen and also for the industries concerned. The quarries have maintained their productive capacity, and the other industries have appreciated the orders which they have received. The works in question have greatly contributed to reducing unemployment.

## NICARAGUA.

[*Translation from the Spanish.*]

### NATIONAL PUBLIC WORKS CARRIED OUT SINCE THE BEGINNING OF 1929.

*Sand and Clay Roads for Motor Traffic.*

	Kilometres
Managua to San Isidro (Department of Managua) . . . . .	8
Managua to Santo Domingo (Department of Managua) . . . . .	10
Parque Colón to Ticomo (Department of Managua) . . . . .	4
Las Conchitas to Masachapa . . . . .	36
San Marcos to Masatepe . . . . .	8
Masatepe to Laguna de Masaya . . . . .	7
Granada to Nandaime . . . . .	27
Granada to Villa Stimson . . . . .	62
Arenal to Nindirí . . . . .	10
Nindirí, branching off from the Villa Stimson road . . . . .	2
Arenal to La Concepción . . . . .	7
San Juan de Oriente to Granada, branching off at La Fuente . . . . .	18
Las Esquinas to San Marcos . . . . .	7
Masatepe to Nandasmo . . . . .	1½
Rivas to San Jorge . . . . .	5
Chinandega to Nacascolo . . . . .	33
Pocitos to San Juan . . . . .	4
Villa Stimson to Rama, 214 kilometres, of which part only has been constructed—namely . . . . .	60
Ocotal to Las Manos . . . . .	35
Masaya, branching off from the Granada-Villa Stimson road . . . . .	25
Matagalpa to Muy Muy . . . . .	60
León to Telica . . . . .	7
Temoá to Arenal . . . . .	24
Masaya to Masatepe . . . . .	13
Junction San Juan-Granada-Diriá road . . . . .	1
Diriá to Diriomo . . . . .	1
La Concepción to San Juan del Dulce . . . . .	1½
San Juan to Catarina . . . . .	1
	<hr/> 478
Number of kilometres of roads remade :	
Managua to Diriamba . . . . .	44
Villa Stimson to Matagalpa . . . . .	80
	<hr/> 124

*Asphalted Roads.*

Managua to Parque de Colón, 4 kilometres.

*Managua: Roads paved by the Macadam Asphalt Penetration System.*

Second Street South ;  
Thirteenth Avenue East ;  
Railway Station Square ;  
Third Avenue East ;  
Second Avenue West.

*Managua.*

Main sewer in Third Avenue West.

*Railways built.*

	Kilometres
Railway from León to El Sauce. . . . .	120
Railway from San Jorge to San Juan del Sur . . . . .	<u>35</u>
	155

*Dredging of the Laguna de Perlas Canal.*

Twelve hundred feet, representing 600 cubic yards of matter.

*National Buildings erected.*

The Presidential residence at "Loma de Tiscapa", at Managua, Moorish style, of reinforced concrete.

Ministry of Communications, a modern construction, at Managua.

Central part and southern wing of the National Palace, a modern building of masonry, at Managua.

A modern building of reinforced concrete occupied by the Sera and Vaccines Institute, attached to the Ministry of Public Health, at Managua.

A building of reinforced concrete occupied by the administrative and accountancy services of the railways, at Managua.

A building of reinforced concrete for the railway station, at León.

A building of reinforced concrete for the railway station, at Masaya.

A building of "taquezal" and concrete to replace the south-eastern part of the General Hospital destroyed during the earthquake, at Managua (erected with the help of funds received for the victims).

A building of "taquezal" for the Orphan Asylum, at Managua (erected with the help of funds received for the victims of the earthquake).

*National Buildings in course of construction.*

For the headquarters services of the National Guard, a two-story building, with flat roof, of reinforced concrete, situated on the inner eastern side of the "Campo de Marte" fort.

For Government services (Arms Command, etc.) in the recently opened port of Nacascolo, on the Gulf of Fonseca, a one-story building of "taquezal".

*Masonry Dam "El Salto".*

For the water supply of the Department of Carazo.

*National Public Works now in progress.*

Government Palace, a two-story building of reinforced concrete, with steel bracing, covering an area of 10,000 square metres. This building is on the site of the former Palace destroyed by the earthquake and fire on March 31st, 1931, at Managua.

Law Courts for the services of the Supreme Court of Justice, at Managua, a two-story building of reinforced concrete with steel bracing. This building will be on the site of the former Law Courts destroyed by the earthquake and fire referred to above.

A two-story building for the accommodation of the General Customs Administration, of reinforced concrete with steel bracing. This building will be on the site of the national building known as the "Casa Blanca", destroyed by the same catastrophe.

Ministry of Communications, a two-story building of reinforced concrete with steel bracing. This building will be on the site of the building of the same name destroyed by the same catastrophe.

Former Presidential residence at the "Campo de Marte". This building, which the earthquake and fire reduced to ruins and rendered uninhabitable, will be reconstructed and occupied by the higher Government services.

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## NORWAY.

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[*Translation.*]

### PUBLIC WORKS CARRIED OUT SINCE 1929.

I (a) and (b).

#### RAILROADS, ETC.

The railways completed or in course of construction since 1929 cover about 700 kilometres. The cost of this work is estimated at about 300 million crowns. Of this sum, about 160 million crowns have already been voted.

Of the work indicated, the most important is that in connection with the "Nordlandsbanen" Railway. This is a main line running parallel to the coast through the northern provinces. When the work in course of execution has been completed, this line will extend to Mosjøen, more than 200 kilometres to the north of Trondheim. It is expected that this point will be reached in 1942.

Another main line of about the same importance is that running from Oslo through the southern part of the country to Stavanger. The work at present in course of execution will carry this line as far as the Flekkefjord district. The line is remarkable for its numerous tunnels. Of the section of about 107 kilometres between Kristiansand and Trondviken, 45 kilometres consists of tunnels.

The reconstruction and enlargement of Oslo Station, estimated at about 35 million crowns, is also of great importance. The work in question should be completed in two or three years' time.

The other work in course of execution consists of secondary lines of local importance.

Mention should also be made of certain works of enlargement and reconstruction carried out on the present railway system, and also of work outside the scope of ordinary railway maintenance. The rolling-stock is also being renewed. Since July 1st, 1928, about 35 million crowns have been spent for this purpose.

#### ROADS AND BRIDGES.

In a country as extensive as Norway, the road system is of great importance and always necessitates considerable work in all parts of the country. In the last few years, the special object in view has been to join up the roads of the different provinces in order to obtain main roads of a national character.

In this connection, the road, over 2,000 kilometres in length, which crosses the whole of Northern Norway is remarkable. It constitutes an auxiliary to the railway line mentioned above. There still remains a section of about 500 kilometres of this main road to be constructed, the cost of which is estimated at 14 million crowns.

Special importance also attaches to the roads which are being constructed to connect Eastern Norway with certain parts of Western Norway, which hitherto have had no road connection with the other provinces. Thanks to the lines of communication which are now being constructed, the town of Bergen and its vicinity will be given



a connection with the other parts of Norway. In the same way, the districts round Haugesund and Hardanger, where there is great economic activity, will be connected with Eastern Norway.

Certain districts being as yet unprovided with railways, first-class roads suitable for motor traffic will be substituted for the railways previously planned.

Since 1929, the Directorate of State Roads has had about 70 million crowns at its disposal for the construction of public roads. Of this amount, about 50 million crowns represent the State's share and about 20 millions that of the communes.

In addition to the constructions indicated above, corresponding to a total expenditure of 70 million crowns, the communes, in order to alleviate unemployment, have undertaken the construction of various local roads. No details are available on this subject, however. Of the roads being constructed under the administration of the Directorate of State Roads, about one-fifth consist of special undertakings to diminish unemployment. The other work is of a regular character.

#### (c) and (d) INLAND WATERWAYS.

The Public Administration of Inland Waterways regularly carries out large-scale works for the improvement of watercourses. These works are undertaken in the interests of agriculture and are partly aimed at preventing or stopping overflows and partly at preventing floods.

Since 1929, about 6 million crowns have been voted and spent for this purpose.

#### (e) LAND IMPROVEMENT WORK.

The Norwegian State has devoted considerable sums to bringing new land under cultivation and to reforestation, in the form of Government subsidies to private persons wishing to undertake such work. Subsidies of this kind have been granted for a long time past. In the last few years, the sums voted for this purpose have been specially increased as a result of unemployment. For the current financial period, this special increase amounts to 8 million crowns. Since 1929, public expenses in respect of this work have been considerable.

#### (m) OTHER WORK.

In addition to the credits voted by the State or communes for public works and included under the above headings, mention should be made of the subsidies granted in respect of various private activities not included in the sphere of public works.

Under this heading may be mentioned :

- Loans to fishermen for the improvement of their gear ;
- Subsidies with a view to improving the sales organisation of the products of fisheries, agriculture and domestic industry ;
- Bounties on wheat production.

In addition, the State subsidises certain private undertakings which are in financial difficulties and the failure of which might increase unemployment.

The sums placed at the disposal of various banking institutions of special importance to agriculture and the fishing industry, with a view to a reduction in the rate of interest, are probably outside the scope of the present investigation.

I (c). — A number of different authorities are responsible for discussing and preparing plans for public works, and it is therefore somewhat difficult to give a brief description of all such works.

As regards railways, however, plans have been adopted for a series of reconstruction and electrification works to a total amount of about 22 million crowns, including 6 million crowns for the current financial period. It is further proposed to continue the construction of the two main railway lines mentioned above—namely, the “Nordlandsbanen” and the “Sörlandsbanen”. Sections of over 200 kilometres are involved in each case.

As regards the road system, new and important roads are at present in preparation.

It is impossible to give a general estimate of the sums required for the work at present in contemplation as regards railways and roads. It is, however, to be anticipated that this category of public works will be of considerable importance in the next few years in Norway, for not only will the work begun be completed, but the large-scale new works in preparation will be set on foot.

In the last few years, not much work has been carried out in connection with the utilisation of hydraulic power by the State, but at present plans are in preparation for work on a larger scale, including the electrification of some of the State railways.

As regards the other categories of work dealt with above—namely, river rectification, the bringing of new land under cultivation, reafforestation, etc.—there can be no doubt that they will continue on the same scale as hitherto, and will even probably be increased. Generally speaking, the volume of public works in Norway in the next few years will depend on political developments, since certain political parties have placed on their programme a considerable increase in the work of this category to be undertaken by the State or the communes.

II. — The construction of railways and roads and the work in connection with inland waterways are generally carried out by the public administrations themselves, such as the Central State Railways Administration, the Directorate of State Roads and the Directorate of Inland Waterways. In certain cases, the communal authorities give their assistance to the State authorities. The system of awarding contracts to companies for the execution of public works is rarely employed.

As regards the works mentioned above in connection with the bringing of land under cultivation, reforestation and the development of fisheries, the rule is that private individuals or undertakings are subsidised, the actual execution of the work remaining in their hands. The system of contracts by tender is almost unknown and is not employed by either the Railways Administrations or the Roads Directorate.

III. — The public works indicated above are financed partly by the State and partly by the communes. To some extent, public organisations have accumulated funds which are also used for the financing of their respective works. As regards the railways, the local districts co-operate with a view to financing, so that, when the Central Administration prepares a new railway line, it lays down the condition that the districts in question will pay a contribution, usually amounting to 15 per cent of the cost of constructing the line.

Even in the case of other public works mainly financed out of the public budget, a contribution from the local districts is required. In the case of contributions by private individuals, the latter may make payments in kind or supply a certain quantity of labour. Sometimes, too, the communes benefiting from the proposed constructions are invited to give a guarantee covering any expenditure in excess of estimates or a guarantee for maintenance expenses.

Financial resources are made available partly as an ordinary measure and partly as an extraordinary measure. The funds provided in the latter case are at present regarded as emergency expenditure specially voted to remedy unemployment.

In certain branches, the State and the communes co-operate with one another ; the State pays subsidies or grants loans on condition that the work is carried out by the communes. State allowances are granted at the rate of 1.50 or 2 crowns per day's work. The execution of the work in question is administered by the communes concerned. In certain cases, the latter may, however, invite the local State organs to supervise the execution of the work—for example, in connection with road-building.

The communal unemployment committees assist in the choice of the workers who are to be employed in the subsidised emergency works.

The subsidies paid by the public authorities for the purpose of bringing new land under cultivation, for reafforestation, etc., are calculated according to certain rules, the subsidy being in proportion to the work undertaken. Subsidies for bringing new land under cultivation are granted on the basis of so much per unit of cultivated land. In certain cases, the subsidy may also be granted in the form of a fixed amount per day's work. One-third of the wages paid by the contractor are then covered by the State up to a limit of 1.50 crown per day's work.

In Norway, public works have only rarely been financed by loans. In the last few years, the financial policy of the State and of the communes has been characterised by the efforts made to reduce the public debt. The loans issued have, as a rule, been conversion loans, and the State and the communes have latterly reduced their debts to a considerable extent.

IV. — Of the aggregate expenditure on the execution of the public works described above, 60 to 80 per cent takes the form of wages. In the case of works connected with waterways, the proportion spent on wages is considerable (80 per cent), for the materials employed in this category of work are of little importance. In the case of the construction of new railway lines, wages amount to about 60 per cent of the total expenditure. In the case of road construction, where materials and equipment are of less importance, wages amount to from 70 to 75 per cent of the aggregate cost.

In railway construction, the expenditure in connection with materials and equipment amounts to 20 per cent of the aggregate costs. In the case of the other public works described above, materials and equipment are of less importance, their share only amounting to 10 or 12 per cent. In railway construction, social expenditure amounts to 6 per cent.

Costs in connection with administration and preparatory work are comparatively heavy in the case of railway construction, amounting to about 15 per cent. In the case of other work connected with public communications, these overhead costs are smaller.

As regards the allocation of expenditure as between materials and labour, the estimates refer to work on new constructions. In the case of the reconstruction of existing means of communication, wages constitute a much smaller part of the aggregate expenditure, for the materials supplied are of much greater relative importance in work of this kind.

The materials employed are essentially of Norwegian origin.

V. — The labour employed on the construction of the State railways in the last few years has amounted to about 3,000 workers in the summer months and to about 2,000 in the winter. Road construction provided employment for about 9,000 workers during the summer and from 6,000 to 7,000 during the winter. Work on inland waterways employed about 1,000 men.

A considerable proportion of the labour mentioned above was engaged as an emergency measure in order to reduce unemployment. Hence, the work in question was, whenever possible, carried out during the seasons of the year when unemployment was greatest—*i.e.*, when in ordinary circumstances activity in connection with public works would generally have been at a low ebb.

In comparing the number of workers employed in the above-mentioned public works with the total volume of labour at the country's disposal, certain categories of public works have been left out of account regarding which no details are available, particularly work carried out in the ports and on the telegraph and telephone systems.

Nevertheless, the importance of public works does not consist solely in the decrease of unemployment brought about by the occupation of a certain quantity of labour. Their importance must also be measured by the indirect consequences brought about by increased employment.

In view of the large area covered by Norway, there still remain, both in the north and south, large tracts of country having no railway communications with the rest of the country. Thanks to the lines of communications at present under construction, these more or less isolated parts of Norway will be brought into economic and intellectual touch with the country at large and with abroad. This will in many cases involve an improvement in the economic conditions of the districts in question. The development of the road system will certainly result in a more intensive cultivation of land hitherto little exploited, and in the settling of districts which had hitherto been of no value. In many parts of the country, new and better roads will render agriculture and forestry more profitable. The works in connection with river improvement and protection against floods, etc., will serve to protect crops or render possible the cultivation of marshy and flooded ground. These measures will, therefore, provide work for the population of the districts in question, even after construction operations have been concluded.

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## NEW ZEALAND.

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### (a) ROADS AND BRIDGES.

I. — The main expenditure on roads during the past five years has been entrusted to the Public Works Department, a State department with a highly qualified technical and practical staff which specialises in this class of work. To a lesser extent, certain constructional activities are the responsibility of road boards, borough councils, city councils and county councils. These are really boards or councils in which certain authoritative powers have been vested to cope more readily with the various phases of local government. Their revenue, in the main, is derived from rates which they have the power to impose to cover all expenses incidental to the upkeep of the various social services provided. These services include road construction and maintenance, electric lighting, sanitation, drainage, etc. From the constructional point of view, however, their activities are not widespread. Moreover, though in a degree those constructional works which they do undertake are financed from revenue, it is the general practice for the Government to subsidise the cost of such works from loan funds. It might reasonably be said that their main function is in the upkeep of State-created assets.

III. — In New Zealand, money required for road-construction purposes is set aside out of loan funds borrowed overseas. Redemption is provided for by means of sinking-fund instalments over the period of the loan, and these instalments, in common with interest payments, are arranged for out of the revenues derived from all sources.

IV. — It is estimated that 50 per cent of the expenditure on works of a constructional character is absorbed by labour charges, and that 50 per cent covers the cost of materials and equipment.

On maintenance works, it is estimated that 75 per cent of the expenditure accounts for labour charges and 25 per cent for materials and equipment.

V. — Over the period covered by the League's enquiry, loan expenditure on roads has amounted to £4,374,870. It is questionable if any of this expenditure could be described as being incidental to any main public work. The underlying idea has been the gradual development of the Dominion's primary industries, and, naturally, those land areas responding most readily to improved access facilities have been brought in first. Working to this plan has not involved heavy expenditure in any particular locality. The result has been that numerous small development units are now actively engaged in production, and, in a measure, this has been responsible for the gradual closing of the gap between what might be referred to as the post-war inflationary period, when work was plentiful, and the recent worldwide period of economic stress, during which, unfortunately, large numbers of men have been out of employment.

The Main Highways Board exercises jurisdiction over such public roads as have been specially declared to be main highways. The Board is a national body established principally to control the most important roads. Its funds are derived from national taxation on the motorist road-user, and the greater portion of its expenditure is undertaken by district governing bodies under either grants or subsidies from the Board, although in some cases the actual works are carried out by the Board itself.

The following is a brief description of the main public works undertaken by the Board :

I (a). — Since 1929, the principal works on main highways have comprised the general improvement of various sections of road to meet the demands of increasing and modern traffic conditions, especially in the following directions :

Construction and reconstruction of highways generally, including bridges ;  
Paving of lengths carrying heaviest traffic in proximity of the larger centres of population ;

Deviations to eliminate bad country or to secure better alignment ;

Maintenance of all main highways to a uniform and sufficient standard.

From 1929 to 1933, approximately £4,000,000 was expended on the construction and reconstruction of main highways, and approximately £5,000,000 was expended on maintenance works.

I (b). — Similar works to those described in (a) are at present in course of execution, but activities are on a more moderate scale, because of a temporary limitation of highways finance.

I (c). — Works in contemplation are those which have been deferred owing to postponement of approved programmes, the renewal of bridges which, through obsolescence or deterioration, are no longer capable of carrying traffic, and the extension of paving according to the traffic development which has taken place in recent years.

It is estimated that, during the ensuing twelve months, construction expenditure will reach approximately £600,000 and maintenance expenditure approximately £1,000,000.

II. — Although the Main Highways Board is the controlling authority for main highways, the actual construction and maintenance work is generally undertaken by local governing authorities under the direction of, and with financial assistance from, the Board. However, the Board itself sometimes assumes direct management in special cases.

The Board is empowered to fix the standard of construction, reconstruction and maintenance for any main highway and may require local authorities to comply with such standards. If a local authority fails to meet the stated requirements, the Board itself may complete the particular work and recover any contribution which may be payable by the local authority towards the cost.

With the exception of maintenance works, local authorities are required to obtain the approval of the Board to the detailed proposals in respect of each work prior to the work being commenced. This procedure is designed to secure uniformity throughout the local districts.

After the proposals have been approved by the Board, separate notification is given to the local authority involved, concerning the Board's grant or subsidy for the work, and, until monetary authority has been issued, a local authority may not proceed.

After the receipt of monetary authority relating to an item for which detailed proposals have been approved, the local authority is in a position to invite public tenders for the work concerned.

The general policy of the Board is that all highways works of a constructional nature must be carried out by contract, and only in exceptional cases, which require the Board's prior approval, is the work done by day-work.

Maintenance work does not lend itself to the preparation of detailed proposals ; but, wherever possible, maintenance operations and supplies must be subject to public tender.

The local supervision of highways works is entrusted to officers of the State Public Works Department, who, by arrangement, act as representatives of the Main Highways Board for the different districts. These representatives report from time to time on the various maintenance or construction works carried out by local authorities, so that the Board may be in a position to take necessary action if the approved proposals are not observed.

In cases where a work is not being executed by a local authority, the Public Works Department acts on behalf of the Board and takes charge of the operations.

III. — Works on main highways are financed by the Board and local authorities, and the Board provides approximately 75 per cent of the expenditure by grants and subsidies.

Local authorities possess rating powers and may provide their highways finance either from revenue or loan. If by loan, security is usually given by a special rate on the land. However, loans must be raised only for capital works and must be sanctioned, first, by a Local Government Loans Board and, secondly, by the ratepayers of the district affected.

As far as the Main Highways Board is concerned, most of the works are financed from revenue which is obtained by the Government taxation on road-users. Loan money may be provided for highways construction, in which case the Government allocates a portion of the moneys raised for the purposes of the Public Works Fund. Local authorities usually raise their loans within the country.

IV. — It is estimated that 60 per cent of the expenditure on works of a constructional character is absorbed by labour charges, and that 40 per cent covers the cost of materials and equipment.

On maintenance works, it is estimated that 75 per cent of the expenditure accounts for labour charges and 25 per cent for materials and equipment.

V. — The community is dependent very largely on internal transport facilities. Railway communication is limited to connections between certain areas or districts, but roads are available as feeders to the railways and also to link up those districts where railways have not been constructed. Amongst the services on which the people rely for their daily requirements, road transport is very prominent, and, therefore, the provision of reasonable roads and main highways has a relation to the activities of the people.

The improvement of existing routes, arising from increased traffic on those routes, and the eliminating of deterrent factors are a satisfactory indication that progress is not being retarded and that economic influences are under control.

The construction of better highways will aid in the direction of land settlement, and better production may be obtained through reduced costs in transport to and from market centres.

The prosecution of works of a developmental character also affords a direct avenue for employment of labour. Through the purchase of materials, equipment, etc., and the payment of wages, indirect benefits are enjoyed by the whole district concerned.

The works in contemplation are calculated to be of direct advantage and will stimulate the enterprises of agriculture, industry and commerce.

The continuation of highway improvement during the financial depression, with a view to its beneficial effect on the resumption of industrial activities, has considerably helped towards overcoming unemployment difficulties.

(b) RAILWAY CONSTRUCTION.

The following railways were under construction in 1929 :

- Stratford main trunk railway ;
- North Auckland main trunk railway ;
- Dargaville branch ;
- Auckland-Westfield deviation ;
- Gisborne-Napier railway ;
- Tawa Flat deviation ;
- Midland railway (South Island) ;
- Westport-Inangahua junction ;
- South Island main trunk railway.

Of these, the Auckland-Westfield deviation, a double track deviation 8 miles 70 chains in length connecting the new Auckland Railway Station with the existing main trunk line at Westfield, was completed and handed over to the Railway Department for operation in 1930.

The Stratford main trunk railway connects the Taranaki Province with the main arterial railway between Auckland and Wellington. It is 90 miles in length and traverses very heavy country, which necessitated the construction of many tunnels and bridges.

This railway was completed in December 1932, and handed over to the Railway Department for operation of goods and passenger traffic.

Wellington-Tawa Flat deviation.—This railway, a total length of 7½ miles, was constructed to avoid the very excessive and unfavourable grades on the main trunk railway. It was commenced in 1927-28 and was completed in 1933. Its most important feature is the construction of two double-track tunnels, the first being 61 chains long, and the second, 2 miles 54 chains. Tenders were called for for this work in New Zealand and abroad ; but, as they were far in excess of the estimate, it was decided that the work was to be carried out by the Public Works Department.

On account of the economic conditions prevailing in the Dominion and the need for economy, construction on the remainder of the railways mentioned in the first paragraph was stopped and has not been restarted. There is, therefore, no new railway construction in hand at the present time.

The capital expenditure since 1929 was :

	£
1929-30 . . . . .	1,452,860
1930-31 . . . . .	1,478,689
1931-32 . . . . .	590,543
1932-33 . . . . .	69,603
1933-34 . . . . .	13,894

(c) IRRIGATION WORKS.

In the Dominion of New Zealand, insufficient rainfall does not cause a farming problem, except in a limited area in parts of Canterbury, North Otago and Central Otago. The explanation of the comparative dryness of these localities is that they are situated towards the east coast, thus lying in the rain shadows of the westerly winds, which prevail the world over in these latitudes. Irrigation has been resorted to, and the arid wastes are being changed into prosperous sheep and dairy farms and very



productive orchards. The irrigation works in Otago have brought into cultivation 38,255 acres from 1919 to 1929, and this area has been increased at March 31st, 1933, to 44,845 acres. The irrigation is carried out by the Public Works Department, and the works consist of diverting mountain streams and rivers and construction of huge storage dams. The Poolburn Dam, which was completed in 1931, is 107 feet high and will store 903,000,000 cubic feet of water, or a quantity equal to one-half of that of the Manorburn Reservoir, which it supplements. A concrete arch dam in the Manorburn Stream is under construction.

The annual rental charged for the land only, without water, is usually from 1s. 6d. to 2s. 6d. per acre. An additional rental is then charged for water supply to cover a moderate rate of interest on the cost of the irrigation works and their maintenance. The water rate is made very low at the outset to enable the settler to bring his farm into a state of productivity without heavy expense, but increases on a gradual annual scale.

(d) RIVER IMPROVEMENT WORKS.

Some of New Zealand's rivers present problems for the engineer, not only in the building of bridges for roads and railways, but in the provision of safeguards against the flooding and erosion of banks. An important activity of the Public Works Department is to restrain the destructive tendencies of certain rivers.

One of the largest operations of this kind has just been completed—the improvement of the Waihou and Ohinemuri Rivers in the Auckland Province. The work consisted of erecting stop-banks for many miles on both sides of these rivers and clearing of bars and snags to prevent the flood waters from overflowing the low-lying country. In addition to improving the land alongside the rivers, the works are designed to improve navigation. The capital cost to date is £735,000. The Taieri River improvement scheme in the Otago Province has been completed by the Department at a cost of £212,000 and handed over to the Taieri River Trust Board for maintenance. This Trust has to refund £79,800 to the Government, repayable in 36½ years at 5 per cent.

There are numerous smaller drainage and protective works in hand.

(e) IMPROVEMENT WORKS.

*Development of Crown Land under Land Laws Amendment Act, 1929.*

In 1929, legislation was passed which had for its objective the bringing into a state of productivity all areas of unoccupied Crown land capable of development at a reasonable cost in order that suitable holdings might be provided for persons with limited capital.

Operations were put in hand on twelve blocks of a total area of 70,000 acres, of which it was proposed to develop 33,000 acres. The work that has been carried out has consisted for the most part of the development and laying down in pasture of pumice lands and tea-tree wastes, the clearing and drainage of flax swamps and the conversion of this land into dairy farms, the construction of roads, and the provision of water supplies. Up to the present, approximately 21,600 acres of previously unproductive land has been laid down in grass. When the development work now in hand has been completed, some 300 new holdings will have been created, and, of these, sixty-five sections have already been allotted. The total expenditure to March 31st, 1934, was £340,000, which amount included the survey and roading of thirty-four blocks containing 265 sections, where the settlers themselves have attended to the development with assistance from the Government by way of loans. The amount of £340,000 which has been expended has been provided out of loan moneys.

*Land Improvement under the Small Farms (Relief of Unemployment) Act, 1932-33.*

In connection with the administration of the small farms scheme, which aims at alleviating the unemployment problem by placing unemployed workers on the land, development work has been undertaken and is in course of execution on various blocks of a total area of approximately 49,000 acres. There are already 321 holdings occupied out of this area, and a further 254 holdings will eventually be provided. Up to the present, the department has expended £80,000 on the development of this area, and a further £120,000 has been spent on farm buildings. In order to complete the development of the 49,000 acres in question, it is estimated that a further sum of £124,000 will be required for land improvement and an additional amount of £76,000 for farm buildings. In addition to the above operations, there is about to be put in hand the drainage of the Ahuriri Lagoon at Napier. This area consists of 7,595 acres, of which approximately 6,000 acres will be available for subdivision and will provide 300 sections. The cost of the drainage is estimated at £50,000, and a further £150,000 will be required for grassing, fencing, buildings and other improvements.

The expenditure on land improvement as set out herein has been provided by the Government out of loan moneys.

*State Forest Service; Reafforestation.*

*Administration.* — State forests and State afforestation activities of New Zealand are administered by the State Forest Service under authority contained in the Forests Act, 1921-22, and amendments of 1925 and 1926.

*Finance.* — Section 5 of the Finance Act, 1930 (No. 2), authorised the borrowing of a maximum of £1,000,000 for the purposes of the Forests Act, 1921-22.

Receipts from the sales of timber on the State forests are also applied to the administration and management of State forests.

*State Forests.* — This heading includes two classes of reservations—viz., permanent State forests and provisional State forests.

The former, as its name implies, is a permanent reservation and can only be revoked by a resolution in that behalf by both Houses of Parliament, while the latter is a temporary reservation placing the control under the State Forest Service pending the milling of the timber on such areas as may be suitable and required for settlement and not necessary for forestry purposes.

At March 31st, 1934, the total areas reserved were as follows :

	Acres
Permanent State forests . . . . .	3,025,789
Provisional State forests . . . . .	<u>4,855,785</u>
Total . . . . .	7,881,574

The examination of provisional State forests is carried on as opportunity permits, and, during the last year, 74,150 acres were set apart as permanent State forests, while 5,000 acres were made available for settlement.

*Afforestation.* — State afforestation commenced about 1896, while actual planting was started in 1898, when an area of 54 acres was established.

This activity has proceeded on organised lines since that date, and, at March 31st, 1934, a total area of 394,000 acres had been planted with exotic species, principally *Pinus radiata*, *P. laricio*, *Pseudotsuga*, *Taxifolia*, *P. ponderosa*, *Sequoia sempervirens*, etc.

(f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

This class of work is carried out by the city corporations and is not financed by the general Government.

(g) HARBOUR WORKS.

I (b). — *Napier Harbour.* — Construction of a new wharf and carrying out of dredging operations. Estimated cost, £59,500. This work has been found essential to provide for better berthing facilities for lighters, fishing-boats and coastal craft. Since the earthquake of 1931, the facilities of the inner harbour, where these vessels formerly berthed, have been much impaired. The Harbour Board has in contemplation an extended scheme of harbour construction at the outer or breakwater harbour, referred to in (c) hereunder, and the preliminary work referred to above will, if the larger scheme is embarked upon, form part of the latter.

*Wanganui Harbour.* — Raising and extending training-walls, purchase of new dredge, and plant and materials. Estimated cost, £200,000. The object of this work is to improve the entrance and the depths in the fairway and at the wharves. The work on the training-walls is under way, but the purchase of the dredge has been deferred meanwhile.

*Otago Harbour.* — Purchase of new dredge, construction and renewal of wharves and sheds and railway connections, and renewal of training-wall at entrance. Estimated cost, £334,000. The dredge has been procured, and the execution of the other works is being carried out.

I (c). — *Napier Harbour.* — The extension of the outer or breakwater harbour for the accommodation of shipping, including the construction of new wharves, sheds, railway connections, dredging work, extension of existing mole and construction of a western mole. Estimated cost, £335,700. Authority for this work has been given by Parliament, but the raising of the necessary loan money may not be undertaken until the proposals are submitted to a poll of the ratepayers of the harbour district and authorised by them.

II. — All the works mentioned above are carried out under the administration of the local harbour authority, but the Harbours Act, 1923, expressly provides that harbour works must not be commenced until the plans are approved by the Governor-General in Council. As regards the carrying out of the works, some, such as dredging, are done by the Board's own staff and plant, while in other cases the work is done by contract.

III. — The works referred to in paragraph I are all being financed by loan. Such loans are authorised by special Acts of the General Assembly, subject to final consideration and approval in each case by the Local Government Loans Board, a body specially constituted by State for the purpose. The securities for the loans are

generally the revenues and assets of the Harbour Board, with, in some cases, a special rate over the rateable land in the harbour district. As to repayment, the local Government Loans Board, in authorising the raising of the loan, insists on the provision of a sinking fund by annual payments at a rate per cent per annum based on the estimated life of the works for which the loan was raised.

V. — The works mentioned have no direct effect on the resumption of economic and industrial activities. As regards unemployment, it is probable that the works have some effect. In respect of the works at Napier, it is anticipated that they will absorb some 200 unemployed for a period of about four years.

(h) DEVELOPMENT OF AIRPORTS AND AERODROMES.

I (a). — Included in the category of public works prior to 1929 was the development of the Air Force base at Hobsonville, Auckland. This work was finally completed subsequent to that date, the total cost being £57,000. This work was carried out by the Public Works Department, which engaged the labour and directly supervised the work. The cost was defrayed out of loan money charged through the Public Works Fund.

Owing to the work consisting mainly of building, the direct proportion of materials to labour would be approximately in the ratio of 2 to 1; but, as almost all materials other than metal-work and roofing were produced in New Zealand, approximately 75 per cent of the total expenditure could be estimated as eventually spent on labour in New Zealand. The work could not be regarded as having any ultimate effect on the solution of unemployment, as all the work involved is non-revenue-producing.

I (b). — Works at present in course of construction consist of small buildings at the two air-bases costing £3,000. These works have been carried out by contract from competitive tenders under the general supervision of the Public Works Department and financed out of revenue. As the works are again non-revenue-producing, they can have no permanent effect on the unemployment problem.

I (c). — Works contemplated consist of extensions to the buildings, etc., at the two air-bases of an estimated cost of £70,000. This work will be carried out by contract under the Public Works Department's supervisor and financed out of revenue. These works are non-revenue-producing, and, apart from the direct and indirect labour involved amounting to approximately £55,000, will have only a temporary effect on unemployment.

In addition to the work at the air-bases, the construction of a chain of civil aerodromes, estimated at not less than 150 in number and costing in the vicinity of £900,000 on a three-year programme, is now being undertaken. Apart from £90,000 which will be provided out of general revenue, and possibly £45,000 to be provided by local authorities for materials, the whole work will be financed from revenue from unemployment funds, the men receiving unemployment benefits working their ration of work on aerodromes instead of elsewhere. Apart from the £45,000 mentioned, all expenditure will be for labour. While the work will have no immediate effect on unemployment owing to the labour being merely diverted from unproductive channels, some ultimate employment must be created, as the establishment of such a chain of grounds will enable internal air services to operate. All personnel employed directly or indirectly through such services operating will have been found employment indirectly as the result of the scheme.

(i) BUILDINGS.

The Public Works Department erects all public buildings, such as general Government buildings, post offices, court-houses, police stations, gaols, mental hospitals, health institutions, defence buildings, and bath buildings and accommodation at the hostels at the several tourist resorts.

The building programme since 1929 has been curtailed owing to the economic conditions, but several important buildings have been erected, mostly under a special contract system.

The capital expenditure on public buildings since 1929 is as follows :

	£
1929-30 . . . . .	347,636
1930-31 . . . . .	423,021
1931-32 . . . . .	454,804
1932-33 . . . . .	90,568
1933-34 . . . . .	149,392

The most important works completed were an eight-storied post office for Wellington East ; a four-storied post office, High Street, Christchurch, and quite a number of mental hospital villas. These were all carried out by special contracts.

A contract is in progress for the erection of a nine-storied post-office building for Dunedin. All the expenditure on new buildings is charged to loan moneys, and the maintenance of buildings is a charge against the ordinary revenue of the Dominion.

(j) ELECTRIC INSTALLATIONS ; HYDRO-ELECTRIC AND HEATING POWER CENTRES.

The principal generating stations are owned and operated by the Government, utilising water for the prime movers. The main transmission lines are operated at 110,000 volts, and at selected points this voltage is stepped down to 11,000 volts for delivery to electric power boards, which purchase in bulk and undertake the retail distribution in their respective supply areas.

The Government of New Zealand has the following hydro-electric stations in operation or under construction :

*North Island.*

	Installed capacity kw.	Ultimate capacity kw.
Arapuni <sup>1</sup> . . . . .	60,300	120,000
Horahora . . . . .	10,300	10,300
Mangahao . . . . .	19,200	19,200
Waikaremoana . . . . .	32,800	105,000
Diesel standby at Penrose, 3,750 kw.		

The above power stations are all interconnected with 110,000-volt transmission system.

<sup>1</sup> Two additional 15,000-kw. units will be installed by 1936.

*South Island.*

Lake Coleridge : Installed capacity, 34,500 kw. ; ultimate capacity, 34,500 kw.  
Diesel standby at Lyttelton, 5,760 kw.

Waitaki (under construction) : Installed capacity, 30,000 kw. ; ultimate capacity, 75,000 kw.

Waitaki Station will be in commission by the end of 1934 and interconnected with Lake Coleridge on 110,000-volt transmission system.

The Government sells in bulk to electric power boards and other local authorities at the following rates :

For first 200 KVA of quarterly maximum demand, £2 10s. per KVA ;  
For next 4,800 KVA of maximum demand, £2 per KVA ;  
For all over 5,000 KVA of maximum demand, £1 15s. per KVA.

Special rates are quoted for larger blocks of power if required.

The maximum demand is based on the half-hour during which the sustained KVA demand is highest during the quarter, and the quarters end on March 31st, June 30th, September 30th and December 31st respectively.

The following comparative statistics with explanatory notes show the general position in New Zealand in 1933, as compared with 1929.

Item	March 31st, 1929	March 31st, 1933	Increase
Government expenditure on hydro-electric undertakings . . . . .	£8,367,735	£12,047,302	£3,579,567
Local authorities' expenditure on electric supply systems. . . . .	£18,609,170	£20,498,392	£1,889,222
Installed capacity in kw. (main generating plant). . . . .	174,964	203,422 <sup>1</sup>	28,458
Units generated . . . . .	594,907,861	829,284,771	234,376,910
Number of consumers . . . . .	266,306	322,997	56,691
Route miles of transmission and distribution lines . . . . .	17,759	20,585	2,826

*Notes.* — 77 per cent of the installed capacity as at 1933 is owned and operated by the Government.

The increase in Government capital expenditure of £3,579,567 includes cost of Waitaki generating station, which is just about to be placed in commission.

The actual increase in Government hydro-electric installed capacity associated with the expenditure of £3,579,567 is 110,000 kw. The increase of 28,458 kw. shown above is smaller than is really the case, due to large steam generating plant classified in 1929 as "main" plant, being now classified as "standby" plant for Government hydro-electric stations.

A comprehensive paper has recently been submitted to the Institution of Electrical Engineers of the United Kingdom by the Chief Electrical Engineer of the Public Works Department, for publication in the journal of that Institution, and reference to the technical and other statistical details contained in that paper will probably supply any additional information which may be desired in connection with the electrical developments in New Zealand.

(k) GASWORKS AND LONG-DISTANCE GAS SUPPLY.

All gasworks installations are under the control of the various municipal authorities and are not paid for out of the budgetary system.

<sup>1</sup> Excludes standby plant aggregating 82,276 kw.

(1) TELEGRAPH AND TELEPHONE INSTALLATIONS.

I. — The following covers in very general terms the telegraph and telephone works since 1929. It is not possible to differentiate under the headings of (a), (b) and (c).

The construction and reconstruction of telephone exchange systems including (1) the provision of automatic and magneto telephone exchanges and the extension of existing switching equipment, and (2) the provision of underground telephone cables, aerial telephone cables and the erection of open aerial circuit.

The extension and development of toll trunk lines by construction and reconstruction of pole lines and the installation of carrier-current telephone equipment with associated amplifying equipment.

The extension and development of the telegraph system by the installation of machine-printing telegraph apparatus.

The modernising of existing radio equipment—*i.e.*, the substitution of continuous-wave equipment for spark-transmitting equipment. The installation of short-wave equipment and the provision of radio-telephone equipment for service between Australia and New Zealand.

II. — The work referred to in I was carried out wholly by the engineering staff of the New Zealand Post and Telegraph Department, which is under the jurisdiction of the Postmaster-General, who is a Minister of the Crown.

The engineering staff is controlled by the Chief Telegraph Engineer, who, subject to the administrative control of the Director-General of the Post and Telegraph Department, is responsible for the supply, construction, maintenance and operation of telephone exchange, toll trunk, telegraph and wireless plant.

None of the work was carried out by contract ; but, apart from the permanent staff of the New Zealand Post and Telegraph Department, a small number of temporary or casual workmen were employed at standard rates of pay.

III. — New works by loans raised by Treasury as part of the public works expenditure of New Zealand.

Renewals and replacement by reserves created by the department for such purposes out of ordinary revenue.

IV. — As the whole of the works referred to under I hereof were carried out by the permanent staff of the New Zealand Post and Telegraph Department, with the assistance of a small temporary or casual staff as required, it is assumed that an answer under this heading would not be of any value.

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## NETHERLANDS.

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[*Translation.*]

I. — In the Netherlands, the public works which the Government undertakes in the ordinary course and which are not dependent upon economic circumstances are quite distinct from public works the principal aim of which is to provide work for the unemployed.

I (a). — The central, provincial and communal authorities spend hundreds of millions of florins annually on public works of the most diverse character—*e.g.*, the construction of roads, railway lines and bridges, the cutting of canals, etc.

I (b). — The public works carried out with a view to providing work for the unemployed cannot be specified. For four years an average of 50,000 unemployed workers have been engaged on works connected with the cutting of canals, the building of roads of all kinds, sports grounds, sewerage systems, land clearing and drainage.

A law has just been brought into force which places at the Government's disposal a special sum of 60 million florins, which will be used, partly for the execution of various public works, and partly for promoting industrial activity.

II. — In choosing the works to be undertaken, the authorities give preference to those which would not have been carried out had there been no unemployment. Direct responsibility devolves upon the organisation by which the works are undertaken—that is to say, the communal authority, the "Polder" or "Waterschap" Board, the private individual or land clearance company operating under the provisions of Section 7 of the Law governing expropriation on the ground of public utility and specially formed for the purpose.

The works may be carried out directly by the authorities or under contract on the responsibility of the authority concerned.

III. — Expenditure on works for relieving unemployment is partially met out of Government grants. A special item has been included in the State budget for the last seventeen years; such expenditure is covered in the ordinary way. The expenditure of the communes is covered, according to circumstances, either by their ordinary revenues or by loans. Recourse has never been had to foreign loans. In financing public works, the Government has not hitherto resorted to the creation of a fund. It is nevertheless intended to create a special fund in the budget for 1935. The above-mentioned 60 million florins will be procured by special measures.

IV. — The works undertaken are preferably those necessitating large expenditure on wages as compared with other items. National materials are used wherever possible so as to encourage home industries.

V. — It is impossible to calculate the exact extent to which public works designed to counteract unemployment have contributed to economic activity. All that can be said is that such works will be of permanent value in improving the nation's economic equipment. Thousands of hectares of waste land have been transformed into arable land on which hundreds of persons can find a livelihood. The metallurgical industry has also benefited by these activities, and the financial position of many farmers has been improved by the drainage works.

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## PORTUGAL.

[*Translation from the Portuguese.*]

### WORK ON RAILWAYS, ROADS AND BRIDGES.

#### RAILWAY LINES.

- I (a). — General renewal of track on the southern and south-eastern lines.  
General renewal of track on the Minho and Douro lines.  
Renewal of track between Pocinho and Moncorvo.  
Doubling of track between Campanha and Ermezinde.  
Doubling of track between Barreiro and Pinhal Novo.  
Ballasting of the Sado line.  
Ballasting of the line between Setúbal and Pinhal Novo.  
Construction of overhead crossing at Pinhal Novo.  
Construction of subways at point 132.776 kilometre on the Minho line, Landeiro, Gandra Silva ; point 44.584 kilometre on the Braga branch ; point 44.624 kilometre on the Braga branch, Monquim, Louro Vilar de Matos, Salgueiral, Barrimau, Bouças Laredo, Amadora Coval, S. Martinho, Avelêda, Campanha, Mourisca.  
Bridges at : Monte Branco, Monte Novo, Carrascal No. 1, Carrascal No. 2, Padronito, Saboia, Foz Claros, Silveira, Gaviao, Vale do Barriga, Vale da Mata, Portuzelo, Fervença, Cocheça, Juncal, point 280.243 kilometre on the southern line, and on the line from Évora to Casa Branca.  
Construction of the Arade bridge.  
Construction of the southern wall at Barreiro.  
Erection of sleeping-quarters for staff at Beja.  
Erection of dwelling-houses for staff at Casa Branca.  
Various improvements to stations, track, signal-system, etc.
- I (b). — Renewal of track between Boliqueime and Faro.  
Renewal of track between Marim and Tavira.  
Renewal between Ermezinde and Braga.  
Ballasting between Boliqueime and Faro.  
Ballasting between Marim and Tavira.  
Ballasting between Pinhal Novo and Funcheira (*via* Beja).  
Ballasting between Ermezinde and Braga.  
Bridges at Quinta Nova and Mouratos.  
Erection of storehouse at Beja.  
Erection of sleeping-quarters for staff at Chaves.  
Enlargement of station at Pinhal Novo.  
Enlargement of station at Rio Tinto.  
Enlargement of station at Rêde.  
Construction of station at Praias-Sado.  
Construction of station at Setúbal-Mar.  
Construction of retaining-wall at Campanha.  
Various improvements to stations, track, signal system, etc.

I (c). — Renewal of track between Livração and Vila Caiz.  
 Renewal of track between Nine and Tamel.  
 Scheme for replacement of the bridges of Pavourra Vale de Mú and Sobralinho.  
 Bridges at : Magra, Padrona, Consulta, Mira, Vila Mea, Tamega, Pala, Odelouca, Jogueiros, Zézere, and Este.  
 Construction of offices and stores at Funcheira.  
 Various improvements to stations, track, signal system, etc.

II. — The works mentioned under I are carried out by order of the Track and Works Division of the Railway Department.

The works are carried out :

- (a) Under administrative control ;
- (b) Under contract ;
- (c) In the case of railway undertakings, in accordance with estimates approved by the Railway Department.

III. — Expenditure on the works is covered by the ordinary and extraordinary estimates. It is met from the internal loan of 100,000 contos guaranteed by the receipts of the Special Railway Fund and repayable in twenty years as from 1935. This loan is governed by the terms of Decrees No. 20618, dated December 4th, 1931, and No. 20801, dated January 18th, 1932.

IV. — In the works mentioned under I, the proportion between material and labour is approximately the following : material, 70 per cent ; labour, 30 per cent.

The Construction Division was entrusted with the construction of new railway lines, the work on which was carried out under large and small contracts. This work was previously executed by the State Railways, which are now farmed out.

This division is now engaged in constructing about 90 kilometres of broad-gauge and 90 kilometres of narrow-gauge track, involving various engineering works, some of which are of considerable importance—*e.g.*, the bridges over the Rivers Douro, Varosa and Leça, and over the Fronteira stream. All these bridges are constructed of masonry and freestone, and they have respectively three main spans of 65 metres and seven of 12 metres ; one central span of 55 metres and four spans of 12 metres ; one span of 20 metres and three of 10 metres ; one span of 30 metres and two of 15 metres.

A sum of 15,000 contos has been appropriated each year by the Special Railway Fund for these works, all of which, on completion, is incorporated in the railway lines operated by the companies to which concessions or contracts have been granted.

## ROADS AND BRIDGES.

The list of public works to be started by the Department of Construction and Large-scale Repairs in 1934-35 is as follows :

### I. Road Construction.

	Metres
1. Levelling . . . . .	170,550
2. Macadam surfacing of roads previously levelled . . . . .	212,600
(Of these 212,600 metres, 4,100 metres will be asphalt-rolled.)	
3. Levelling and macadam surfacing . . . . .	62,000

II. <i>Large-scale Repairs.</i>	Metres
1. Macadam on foundations. . . . .	85,500
2. Macadam on two layers . . . . .	16,500
3. Macadam crushed with top-dressing . . . . .	16,500
4. Asphaltting of roads previously macadamised. . . . .	541,300
5. Reconstruction with macadam foundation and asphalt rolling . . . . .	116,300
6. Asphalt rolling . . . . .	316,100
7. Stone rolling . . . . .	59,670

III. *Bridges.*

1. *Construction.*

Eleven bridges at a cost of 11,778,000 escudos.

2. *Large-scale repairs.*

Five bridges at a cost of 534,000 escudos.

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GENERAL ADMINISTRATION OF HYDRAULIC AND ELECTRICAL SERVICES.

I (a).

(f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

Water supplies at Vendas Novas, Linda-a-Velha and Vouzela.

Additional water supplies at Caldas da Rainha.

Location of water supplies at S. Joao da Madeira.

Reservoirs, fountains and washing-places at Lourinha, Azambuja, Paredes de Coura and Darque.

Completion of sewerage system at Évora.

Construction of collector sewers at Faro, Tomar and Barrancos.

(g) SEA AND RIVER PORTS.

Large contracts for the ports of Setúbal and Funchal and miscellaneous works in the ports of Viana do Castelo, Douro and Leixoes, Aveiro, Figueira da Foz, Setúbal, Vila do Conde, Lagos, Portimao, Faro-Olhao, Tavira, ports in the district of Angra do Heroismo, Ponta Delgada, and ports under the direct administration of the State.

(d) CANALS AND OTHER INLAND WATERWAYS.

Correction and regularisation of banks and beds of rivers and streams ; construction of river quays, retaining walls and embankments ; repairs to dykes, drainage trenches, roads, bridges, etc.

I (b).

(f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

Water supplies for twenty-one sub-district centres and eight other townships.  
Improvements in supplies for thirteen sub-district centres and three other townships.

Construction of washing-places and public fountains in two townships.

Construction of sewerage systems in six townships.

Construction of collector sewers in ten sub-district centres and three other townships.

Sanitation work in four sub-district centres.

Construction of a sewage-farm where the "activated sludge" process will be employed at Parede.

(g) SEA AND RIVER PORTS.

Large contracts for the ports of Viana do Castelo, Douro and Leixoes, Aveiro, Vila Real de Santo António and Funchal.

(d) CANALS AND OTHER INLAND WATERWAYS.

Miscellaneous work for the correction and regularisation of banks, etc.

I (c).

(f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

Amongst the plans already approved and others in course of execution by the Department, there are seventeen schemes for water supplies and six for sewerage systems, work on most, if not all, of which will be started during the present year.

(g) SEA AND RIVER PORTS.

Schemes are under consideration for works to be carried out in the ports of Figueira da Foz, Faro-Olhao, Povoia do Varzim, Vila do Conde, Espinho, Peniche, Portimao, Sesimbra, Lagos, etc.

Contract No. 1 (clearing of rocks and dredging) for works in the port of Leixoes.

(d) CANALS AND OTHER INLAND WATERWAYS.

Miscellaneous work.

## II.

### (f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

Decree No. 21698, dated September 19th, 1932, provides that the Department of Hydraulic and Electrical Services shall furnish technical guidance to the municipal authorities in works for the improvement of water supplies and for sanitation, and shall also prepare the plans and schemes to be carried out, revise existing schemes where necessary and supervise the works by means of its divisional organs.

Works connected with water supplies and distribution and with sewerage are always carried out under contract.

### (g) SEA AND RIVER PORTS.

The " Law concerning Ports " was published in 1926 and approved by Decree No. 12757. It was followed by the " Organic Law concerning Autonomous Port Authorities " (Decree No. 14718, dated December 8th, 1927) and the " General Regulations for Autonomous Port Authorities " (Decree No. 14782, dated December 19th, 1927). At present, the ports of Viana do Castelo, Povoia de Varzim, Vila do Conde, Aveiro, Figueira da Foz, Setúbal, Lagos, Portimao, Faro-Olhao, Tavira, and Vila Real de Santo António, on the mainland, and Funchal, Angra do Heroísmo, and Ponta Delgada, in the islands, are administered by autonomous authorities, which, in accordance with the law, are responsible to the Ports Division of the Department of Hydraulic and Electrical Services.

Others, such as Horta, Sesimbra, Peniche, etc., are under direct State administration.

Since January 22nd, 1932, the ports of Douro and Leixoes have been only technically under the authority of the department.

Large-scale works in ports are carried out under contract, works of minor importance being executed directly by the administration.

### (d) CANALS AND OTHER INLAND WATERWAYS.

Regulations of 1892 and 1893; Law concerning Water Supplies, approved by Decree No. 5787, and various subsequent laws.

The work is under the direction of the Fluvial and Maritime Services Division of the Department of Hydraulic and Electrical Services, and is carried out under contract and by direct administration.

## III.

### (f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

The " Unemployment Fund " was created by Decree No. 20984, dated March 7th, 1932, and work connected with water supplies and sewerage is subsidised from this fund (Decree No. 21699) in respect of the labour covered by the various estimates.

The cost of material is borne by the administrative bodies concerned, either from their own resources or from the proceeds of loans, usually contracted with the General Deposit Bank and secured upon the earnings of the new services that are to be set up.

The Government's desire to intensify the execution of work for the improvement of water supplies and sanitation goes further, however. Decree No. 21698 provides for an enquiry into sanitary conditions in " district capitals, sub-district centres and the more important townships and villages in each sub-district ", and also states that, in the light of the conclusions reached as a result of this enquiry, the Government shall lay down the programme of the improvements to be carried out by the municipal councils.

Should the Government recognise that the respective charges cannot be borne by the administrative bodies, the State will participate on terms to be laid down in a special order for each particular case. Such participation, however, may not exceed 50 per cent of the cost of the work.

(g) SEA AND RIVER PORTS.

Decree No. 17047, dated June 29th, 1929, provided that a loan up to 300,000 contos might be contracted for the construction of harbours. This was followed, in the ordinary course, by the publication of Decree No. 17421, allocating the sum of 250,000 contos, which the Government intended should be immediately employed on such works.

Harbour works are accordingly paid for by the State, except those at Funchal, for which a loan was contracted, the same course being followed by the autonomous Port Authority of Setúbal in order to supplement the grant allotted to it under Decree No. 17421.

(d) CANALS AND OTHER INLAND WATERWAYS.

The cost of these works is borne jointly by the Department of Hydraulic and Electrical Services, the administrative bodies concerned and the Unemployment Fund.

IV.

(f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

Description of works	Townships concerned	Labour	Material
		Escudos	Escudos
<i>Completed :</i>			
Provision of water supplies . . . . .	9	1,49,054.76	366,157.49
Sanitation . . . . .	4	248,960.89	252,746.88
<i>In course of execution :</i>			
Provision of water supplies . . . . .	35	2,411,534.00	9,506,199.78
Sanitation . . . . .	22	2,396,059.78	5,060,048.96
<i>To be executed :</i>			
Provision of water supplies . . . . .	17	2,288,442.33	5,930,830.84
Sanitation . . . . .	6	608,214.06	788,339.50
<i>Summary.</i>			Escudos
Total cost of works executed . . . . .			1,016,920.02
Total cost of works in course of execution . . . . .			19,373,842.52
Total cost of works to be executed . . . . .			9,615,826.73

(g) SEA AND RIVER PORTS.

Port	Amounts expended		Amounts to be expended under large contracts
	On miscellaneous works	Under large contracts	
	Escudos	Escudos	Escudos
Viana do Castelo . . . . .	1,938,624.85	5,862,252.05	8,589,381.95
Douro and Leixões . . . . .	29,849,073.18	14,130,202.78	141,856,371.80
Aveiro . . . . .	3,354,462.96	8,133,958.85	12,866,041.15
Figueira da Foz. . . . .	12,833,789.72		
Setúbal . . . . .	573,104.17	27,000,000.00	
Vila Real de Santo António . . . . .		5,880,875.38	3,445,000.00
Funchal. . . . .		5,004,168.64	28,950,000.00
Vila do Conde . . . . .	1,707,949.52		
Lagos. . . . .	184,411.34		
Portimão . . . . .	1,990,613.35		
Faro-Olhão . . . . .	8,728,832.22		
Tavira . . . . .	6,443,851.39		
Ports in the district of A. do Heroísmo . . . . .	5,147,261.92		
Ponta Delgada . . . . .	4,497,191.20		
Ports under direct State administration . . . . .	332,701.69 <sup>1</sup>		

*Summary.*

	Escudos
Total cost of works completed . . . . .	143,638,325.21
Total cost of works to be completed. . . . .	195,706,794.90

(d) CANALS AND OTHER INLAND WATERWAYS.

Works carried out since 1928-29 : 21,951,782.15 escudos.

Of this total, about 16,463,836.61 escudos (75 per cent) was expended on labour, the Unemployment Fund having contributed 4,000,000 escudos, in round figures, in the years 1932-33 and 1933-34.

AGRICULTURAL HYDRAULIC WORKS.

I. — A summary description of the agricultural hydraulic works carried out, in course of execution and in preparation is given in the "Brief Summary of the Work carried out by the Autonomous Board for Agricultural Hydraulic Works (May 28th 1934)."

II. — The administrative methods followed for the execution of the work are governed by the provisions of the Decree of December 19th, 1892, and January 21st, 1897, Circular No. 7702, dated October 24th, 1933 (Instructions for the Placing of Contracts for Public Works), and the clauses and general conditions for contracts and supplies for public works, dated May 9th, 1906, and Decree No. 23226, dated November 15th, 1933.

<sup>1</sup> This amount was expended by the Hydraulic Division of the Tagus, there being a grant of 135,379.31 escudos from the Unemployment Fund.

III. — The funds for the execution of these works form part of the " Extraordinary expenditure " included in the general State estimates, under the heading " Proceeds of the loan to be contracted by the Government for agricultural hydraulic works ". Legislation on the financial collaboration of the State with the " beneficiaries " concerned, in respect of the payment of charges arising from the execution of these works, is under consideration.

IV. — It is not possible to reply to this question at present.

V. — Some work, such as the cleaning and regularisation of ditches or general agricultural collectors, the drainage of marshes, the cleaning of river-beds, etc., has been undertaken with the object of alleviating unemployment.

A special law (Decree No. 22449, dated March 25th, 1933) governs the co-operation of the Board's departments with the Commissioner for Unemployment in the execution of these works.

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#### PROVISION OF DRINKING-WATER SUPPLIES FOR LISBON.

I (b). — Doubling of twenty-six syphons in the Alviela aqueduct, entailing the laying-down of cement piping 1 metre in diameter for a total distance of 8,600 metres.

I (c). — Daily catchment of 105,000 cubic metres of water from the Tagus (from alluvial deposits or from the surface) and conveyance thereof to Lisbon.

II. — All this work is carried out under contracts awarded after public competition.

III. — The work is financed by the issue of shares and bonds, for which public subscription is invited. The State takes up any shares that are not subscribed by the public, and also guarantees the interest on the bonds and their repayment. Shares cannot be held by foreigners.

IV. — There are two possibilities : If water from alluvial deposits is utilised, some 33 kilometres of aqueduct, of a diameter of 2.5 metres, will have to be constructed, and the cost will be 45,000,000 escudos ; if surface water is collected, the aqueduct will be 74 kilometres long, and the cost will be 100,000,000 escudos. Of the total cost, 40 per cent represents wages.

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#### DEPARTMENT OF PUBLIC BUILDINGS AND HISTORICAL MONUMENTS.

(a) The more important public works which this department has carried out since 1929, and those with which it is at present occupied, are connected with the erection of school buildings, the preservation and restoration of historical monuments, the repair of public buildings and the erection of others to provide suitable accommodation for the various Government services, the erection of houses for the staff of the State railways and the construction of cheap dwellings for the less well-to-do classes.

(b) The administrative method followed for the execution of this work is that of general and partial contracts at standard wage rates to enable workmen to profit thereby, with a certain degree of autonomy.



(c) The cost of these works has been met from the sums included in the estimates of this department or granted by special legislation. In some cases, the cost is met from the sums included in the estimates relating to material, the cost of labour being borne by the Unemployment Fund. In other cases, the portion relating to labour costs is borne by the Unemployment Fund, whilst the cost of material is borne by the local authorities or, in other cases again, by local public utility corporations.

(d) The materials employed in the execution of these works are of national origin, in accordance with the provisions of Decree No. 22307.

(e) The works already completed or in course of execution have provided occupation for many hands, thus helping to relieve unemployment.

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## BUILDING AND CONSTRUCTION WORK.

I. — In the works to which the Board has devoted its studies, some of which have already been carried out, whilst others are still in course of execution, the walls are of ordinary or hydraulic masonry, stone- or brick-work ; the floors are of reinforced concrete, covered with wood or mosaic tiles, according to the purpose for which the building is intended, and the roofs are, in some secondary schools, of Marseilles tiles. In other schools, there are flat concrete roofs.

II. — All these works were or are being carried out under contract, under the general direction of the Board for administering the Loan for Secondary Education.

III. — All the works are financed by means of a loan contracted by the Government, repayable from the proceeds of the fees paid by the pupils at the schools.

IV. — The following percentages may be roughly estimated : material, 60 per cent ; wages and social expenses, 40 per cent.

All the materials employed, except the iron for the reinforced concrete, are national.

The percentages mentioned relate to the cost of the materials delivered at the place of work.

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## SEA AND RIVER PORTS, INCLUDING THE EQUIPMENT OF SUCH PORTS.

I (a). — Maritime works : Reconstruction of the northern wall of the Alcantara dock (about 1 kilometre of quays at which ships may berth) ; construction of floating wharves at Belem and Ribeira ; construction of dry docks Nos. 3 and 4.

Shore works : Construction of the reinforced concrete storehouse and of the offices of the Santa Apolonia depot, of the store building at Rocha do Conde d'Obidos, and of the station of Belem-Trafaria ; construction and paving of streets ; construction of tracks for railroads, cranes, and railway material ; mounting of 15-ton cranes between dry docks Nos. 1 and 2.

Mechanical equipment : Construction of a pair of davits for dock No. 2, acquisition and mounting of miscellaneous material, including a number of cranes, among these being three cantilever cranes for the handling of supplies for the roads and works.

I (b). — Construction of the first part of the third section, covering about 4 kilometres and including 910 metres of wharves with a useful depth of 8 metres below mean sea-level, 3,830 metres of stone embankments, two shelter docks, and three breakwaters.

Reconstruction of the western pier of the Santos dock. Construction of various tracks for cranes.

Paving and lighting of various wharves. Mounting of new electrical cranes.

I (c). — Extension of the wall at Alcantara and blocking of the channel.

Construction of floating landing-stage at Trafaria.

Fishing-harbour at Matinha.

Construction of the additional part of the first section from the Terreiro do Paço to the Cais do Sodré.

Construction of two marine stations, at Alcantara and at Rocha do Conde d'Obidos.

II. — The work is carried out by order and on behalf of the Port of Lisbon Authority, a Government organisation with some degree of autonomy, but under the immediate authority of the Minister of Public Works and Communications. Under Article 1 of Decree No. 6446, of March 6th, 1920, this body is responsible for the administration of the port of Lisbon and the execution of necessary works therein.

The work is carried out partly by the private technical staff direct and partly by award on public tenders, the construction and repair of buildings being carried out by contract.

III. — The expenditure on the work is normally charged to the private budget of the Port of Lisbon Authority, which in its turn forms part of the general (ordinary) budget of the State. The construction of the third section of the port of Lisbon, mentioned in No. I, paragraph (b), is, however, financed direct by the State out of the proceeds of the 6<sup>3</sup>/<sub>4</sub>% Ports Loan, 1930, amounting to 100 million escudos (first series), intended for the construction and equipment of the national ports. The sums expended out of this loan on the port of Lisbon are, however, repayable in annual instalments by the authority.

IV. — The work carried out since 1929, and described in No. I, paragraph (a), may be estimated at 55,985,649.21 escudos.

Work in progress (paragraph (b)) is estimated in the budget at 51,800,323.82 escudos.

Lastly, work in contemplation, referred to in paragraph (c), is estimated at 95,700,000 escudos. Owing to the different systems of carrying out the work and the variety of administrative methods employed, as described in No. II, it is not possible to allocate the expenditure between material and labour.

I (b). — 1. Construction of an outer jetty to be connected with the existing north jetty at the port of Leixoes. — The work is the construction of a length of 1,000 metres, the Portuguese Government reserving the right to require the execution of a length of 904 metres only, if that length should prove sufficient for the purpose contemplated.

The charges falling on the State, including the amount already paid to the constructional undertaking on account of sums due, are not to exceed 57,961,012.50 escudos, plus 5 per cent to cover unforeseen expenditure—*i.e.*, a total of 60,859,063.12 gold escudos as defined in Article 1 of Decree No. 19869, dated June 9th, 1931, should the jetty be of the maximum length of 1,000 metres.

Should the length of the jetty be reduced to 904 metres, the maximum charge falling on the State will be 53,859,063.10, in gold escudos as defined in the above-mentioned Decree.

This work is to be completed four years after the date on which the final contract was signed—*i.e.*, by March 14th, 1938.

2. Construction of a dock (dock No. 1) with a width of 175 metres, a length of about 460 metres, measured along the axis of the dock, and a depth of 10 metres below

mean sea-level, with two parallel quays alongside which ships may berth, and which are to be 955.26 metres in length, together with other supplementary works. The contract was awarded by Cabinet decision of February 19th, 1932, in virtue of a public competition which was held on November 30th, 1931, and in conformity with the Cabinet decision of April 1st, 1933.

The charges falling on the State are not to exceed the total sum of 38,632,545.99 gold escudos as defined in Article 1 of Decree No. 19869, dated June 9th, 1931. This amount represents the cost estimated in the contract—viz., 33,593,518.25 escudos, plus 15 per cent thereof to cover unforeseen expenditure.

The work to be carried out comprises the complete execution of the works mentioned above, according to the scheme submitted by the contractor in public competition on November 30th, 1931, and amended in accordance with the Cabinet decision of April 1st, 1933.

This work is to be completed five years after the signature of the contract—*i.e.*, by April 8th, 1938.

I (c). — In addition to the two work schemes in course of execution, two further schemes have been prepared for dredging and clearing of rocks :

(1) For dredging and clearing of rocks in the present outer harbour or anchorage at Leixoes ;

(2) For dredging and clearing of rocks at the mouth of the River Douro at Oporto (city).

This scheme is for the dredging of 619,420 cubic metres of sand, mud and shells within the basin or outer harbour, in order to increase the area available for the anchorage of vessels calling at the port of Leixoes and in the channel of approach to dock No. 1 from the present entrance, together with the clearing of rocks to the extent of 164,795.240 cubic metres in the same area.

The second scheme is for the cutting of a channel through the rock at the entrance to the bar of the Douro, over a total length of 1,250 metres. The proposed channel is to be 80 metres wide.

For the cutting of this channel, it will be necessary to dredge 42,057 cubic metres of coarse sand and to clear 82,249 cubic metres of rock by means of rock-crushing apparatus and dynamite.

The probable cost of these two schemes will be about 30,000 contos.

In addition to the cutting of this channel through the rock at the entrance to the bar of the Douro, the regularisation of the right bank of the River Douro at the same point is contemplated.

The study of this work is well advanced.

In general, it consists in guiding and straightening the course of the current by means of transverse groynes attached to the shore and longitudinal dykes running in the direction of the axis of the current.

II. — These works are to be carried out directly by the Portuguese Government through the Department of Hydraulic and Electrical Services.

Supervision is exercised by the Douro and Leixoes Port Authority, through its Technical Director, who is also the representative of the department.

The work is carried out under contract awarded in public competition.

The contracts are for certain amounts of work, and the contractors are paid for the work done on the basis of the unit prices embodied in the estimate submitted in the public competition.

III. — The port works are carried out with funds obtained by an internal loan, in accordance with the provisions of Decree No. 18090, dated March 14th, 1930.

IV. — All materials employed for construction — stone, cement and sand — are national.

All the equipment is foreign, being purchased by the contractors at their own cost from foreign firms, chiefly of their own nationality.

Part of the equipment is already the property of the contractor, having been brought from other similar works in other ports where it is no longer required.

The labour is all national, with the exception of a few foremen, who perform supervisory duties or are specialists in the work.

On this point, the relevant contracts state :

“ The contractors undertake to give preference in the work, both for technical and administrative duties and for labour, to Portuguese staff. Only in exceptional cases, and with the permission of the supervisory authorities, in accordance with the provisions of Decree No. 22827, of July 14th, 1933, may foreign specialised workers be employed in this work.”

The contractors undertake to employ three Portuguese engineers on this work in respect of each of the contracts.

## DEPARTMENT OF POSTS AND TELEGRAPHS.

I (a). — The Department of Posts and Telegraphs has continued steadily to extend its interurban and urban telephone system, and has also extended its telegraph system in a smaller degree, chiefly by the linking-up of new stations. The number of kilometres constructed will be seen from the following tables :

Year	Kilometres of lines	Kilometres of wires
1929. . . . .	—	43.850
1930. . . . .	—	—
1931. . . . .	—	43.526
1932. . . . .	—	—
1933. . . . .	19.318	51.382
1934. . . . .	—	—

### *Interurban Telephone Lines.*

Year	Kilometres of lines	Kilometres of circuit
1929. . . . .	887.216	2,811.340
1930. . . . .	900.840	2,750.384
1931. . . . .	227.759	3,034.486
1932. . . . .	772.814	4,474.132
1933. . . . .	935.372	3,073.900
1934. . . . .	27.796	33.766

*Urban Telephone Systems (Lines).*

Year	Kilometres of lines	Kilometres of circuit
1929. . . . .	137.090	395.451
1930. . . . .	136.917	1,260.525
1931. . . . .	167.715	1,281.478
1932. . . . .	174.836	1,692.115
1933. . . . .	227.460	1,184.224
1934. . . . .	—	—

A wireless broadcasting station having an aerial output (modulated) of 20 kw. has been constructed.

I (b). — The construction of new lines and systems has been almost completely discontinued for the reason indicated in the next paragraph.

I (c). — Arrangements in connection with the construction of a short-wave wireless broadcasting station having an aerial output (modulated) of 20 kw. are well advanced, tenders having already been invited and judged.

The construction of a 20-kw. long-wave broadcasting station for the north of the country and of a 10-kw. station for the south is contemplated.

A plan is under consideration for the completion of the work of extending the interurban and urban telephone system and making it automatic. This plan also involves an increase in the density of the lines in the case of long-distance telephone communications, and the modification of the telegraph system and installations.

Work is also being done on the buildings used for the offices and other services of the Department of Posts and Telegraphs.

II. — The works mentioned in the previous section are carried out on behalf and by order of the Government. They are executed directly by the authorities in the case of telephones and telegraphs, and by contract in the case of the broadcasting station.

III. — The expenditure in connection with the work mentioned above has been met from the relevant items in the ordinary budget of the Department of Posts and Telegraphs, and from the proceeds of loans made by the State.

IV. — The cost of the works indicated in Section I was as follows :

*Construction of lines:* 40,927,177.38 escudos, divided as follows : labour, 15 per cent ; material, 85 per cent.

The expenditure on material may in its turn be divided as follows : imported material, some of it in the form of raw material, 60 per cent ; home material, 40 per cent.

*Installation of wireless stations:* approximately 7,000,000 escudos, divided as follows : labour, 14.5 per cent ; material, 85.5 per cent.

## SALVADOR.

[*Translation from the Spanish.*]

Owing to the smallness of its territory, the Republic of El Salvador has no large-scale public works, and, although constant attention is given to the improvement of its public services, these small undertakings have no marked influence on the problems of unemployment. In the classification of works by category which accompanies the request for the report, those under letters (a), (f), (h), (i) and (l) apply to this country.

(a) Work on roads has been intensified by the present Government so far as the national budget allows. The work has been divided into two classes : national trunk roads; national departmental roads and local roads. The national trunk roads are under the direct charge of the State, through the Secretariat for Home Affairs. The national departmental roads are under the direct charge of the departmental road boards and are provided for out of special duties, principally taxes on coffee, and a part of the public road tax. The local roads are under the charge of the municipalities.

All the remaining works, which are very small, included under letters (f), (h), (i) and (l) of the classification are carried out by different authorities, since they are divided, according to their importance, into national and municipal works. The first are covered by the national budget and the second by the municipal budget.

The country is essentially coffee-producing and lives by the cultivation of this crop, with which the employment or unemployment of the people is closely bound up. As long as coffee can be sold, the problem of unemployment will not worry us, as construction works are small in proportion.

Administrative and contractual methods are subject to the laws in force.

## SWITZERLAND.

[*Translation.*]

The Federal Political Department has transmitted a report by the Office of Industry, Arts and Crafts and Labour of the Federal Department of Public Economy, together with a report by the Federal Department of Posts and Railways.

The Construction Directorate of the Federal Department of the Interior, on its side, has communicated information concerning more particularly the establishment of a central office for the co-ordination of public works. Set up a year and a half ago, this office, which works in collaboration with the Federal Office of Industry, Arts and Crafts and Labour and directs its efforts more particularly towards the seasonal allocation of labour, has carried out a preliminary enquiry making possible an approximate estimate of the value of the main public works now being executed. It has no information as to work carried out from 1929 to the present day. It is, however, possible for this office to provide a general statement in reply to the questions of the Secretariat of the League of Nations so far as concerns work undertaken in 1933. From the information received, including estimates for public works to amounting more than 40,000 francs and undertaken by cantons, administrations and private persons in the thirty-one communes of more than 10,000 inhabitants (the inhabitants of these communes number 1,237,776 out of a total population of 4,100,000), we find the following figures for 1933 :

	Millions of francs
Civil engineering works . . . . .	238
Public buildings . . . . .	77
Private buildings . . . . .	<u>138</u>
Total . . . . .	453

These sums include the 106 million francs spent on works for the relief of unemployment, thanks to which it has been possible to pay, over and above the wages of the workers in various trades, 31 million francs to the unemployed. The remainder represents the normal work provided for in ordinary budgets and special building. The sum received by labour, as compared with the total cost of the works, varies in amount according to the character of the buildings, the locality, the time of year and the condition of the labour market.

It should be pointed out that the Central Office for the Co-ordination of Public Works will very shortly be included in a new organisation, which the Federal Council, on August 4th, 1934, decided to set up. It will be known as the "Central Office for promoting Work". This office, which has not yet been organised, will be attached to the Federal Office of Industry, Arts and Crafts and Labour.

Every year the Confederation, cantons and communes normally offer for public tender construction works on a large scale and place the corresponding orders. The new organisation will see to it that the placing of orders in connection with such public works takes place at the proper time and on reasonable terms, so that the greatest possible number of Swiss nationals may participate therein. In agreement with associations of building contractors and architects, it will further endeavour to obtain the same results so far as concerns private building and to prevent too short periods being laid down for building. Construction work will be spread over as long a period of the year as possible. This will enable labourers to be occupied in a regular and

permanent manner. By continuing the activities of the Central Office for the Co-ordination of Public Works, it will be possible for the organisation which has just been set up to occupy a large number of workers who, but for its assistance, would be unemployed and become a charge on the public.

The central body, furthermore, will examine the proposals for relief work from communes and cantons and will take steps to ensure that only work which is productive shall receive a grant. It will also determine how the work can be carried out on sound lines without imposing an unjustifiable burden on the establishments controlled by the authorities and on the Confederation; it will take account of areas where unemployment is particularly serious. The said organisation will also be called upon to give its opinion when the question arises of building roads in the Alps and, in general, of establishing a comprehensive plan for public works intended to reduce unemployment, even if the said plan concerns the allocation of industrial orders. It will furthermore be charged with the organisation and control of the labour service.

The Federal Council is, moreover, examining the possibility of dealing with unemployment by promoting new public works. It will probably submit a scheme in this connection to the Legislative Councils at their session at the end of the year.

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#### REPORT BY THE OFFICE OF INDUSTRY, ARTS AND CRAFTS AND LABOUR OF THE FEDERAL DEPARTMENT OF PUBLIC ECONOMY.

Switzerland has been affected at a relatively late date by the great economic crisis through which almost all the countries of the world are at present passing. She had, it is true, also suffered from the crisis which occurred immediately after the war; but, later, economic life in Switzerland soon became more or less normal. The number of the unemployed, which in 1922 rose to its maximum (66,995 applications for employment, yearly average) and had thereafter regularly fallen, was 8,131 in 1929 (lowest point of the curve), whereas the number of workers in factories amounted to 409,000, the highest figure ever reached in Swiss industry.

These figures show that, in 1929, Switzerland had no special need to resort to extraordinary public works to revive economic life or give relief to the unemployed. The need for such work was only really manifest in later years, when the economic depression was suddenly felt in Switzerland as well, and brought about, particularly in the case of the export industries, the tourist traffic and the transport industry, a crisis which became steadily worse. From the year 1930, the curve of unemployment once more began to rise, reaching in 1933 a point even higher than in 1932 (an average of 67,867 applications for employment).

I. — When preparing the table of public works carried out in Switzerland, account should be taken of the fact that, in accordance with the Constitution of the country, such works are divided between the Confederation, the cantons and the communes. Furthermore, in Switzerland, there are no available statistics which make it possible to reply separately to questions (a) to (c). We must therefore confine ourselves to indicating, as far as possible, the figures of the expenditure for the various years effected by the three groups of public authorities mentioned above. This will give, at all events, an idea of the extent of the work carried out.

The expenditure relates, in the first place, to work carried out by means of normal budgetary resources; this has generally no relation to the crisis and the measures taken to remedy unemployment. It should be said that the development of motor traffic in recent years has led to a constant increase in the budgets of the cantons and



communes for public works. Furthermore, by reason of the continuance of the crisis, there are here and there a tendency and a necessity to limit public expenditure, whereas an increase is required to cope with the crisis and create possibilities of employment.

The Confederation only undertakes public works on its own account to somewhat restricted extent ; such works consist in the construction and maintenance of buildings intended for occupation by the Federal Administration, the Federal taxation authorities and the Federal Polytechnic School. Nevertheless, the Confederation participates indirectly in other public works organised in the cantons and communes by means of the ordinary grants which it accords under Federal laws : improvement work on rivers and mountain streams, road work, land improvement and reforestation, construction of rural and forest exploitation roads, etc. If the work carried out by the Federal Railway Administration—that is to say, the cost in material and wages of such work—is placed to the account of the Confederation, the total expenditure by the latter would appear to be much greater. The same applies to the Postal, Telegraph and Telephone Administration.

Since the commencement of the crisis, the so-called relief works have been added to the normal works. These relief works are exceptional and supplementary works undertaken mainly, if not exclusively, for the purpose of finding a remedy for unemployment—that is to say, for finding occupation for those who are out of work. Here, also, the main part is played by the cantons and communes. Up to the present, the Confederation has confined itself to encouraging such work by according extraordinary grants for the wages of unemployed persons engaged on this work, which is generally outside their proper trade.

This work consists mainly of the building and improvement of roads, drainage work, water supply, laying-out of grounds for games and sports, improvement of agricultural land, land rearrangement, building of roads for agricultural and forestry purposes, reforestation, etc. The system of grants has not yet been extended to work on buildings, since, till quite recently, the private building industry has still been carrying on fairly well in Switzerland. There was, accordingly, hardly any unemployment among qualified workers in the building trade—a result which, it is true, is partly the outcome of systematic action exercised on the labour market.

The relief works are mainly undertaken by the communes ; they are therefore generally limited in duration. There are, however, some—*e.g.*, junction roads, roads over mountain passes, river improvement work—which are of some magnitude and provide work for a fairly long period ; such work is generally undertaken by the cantons. Mention should further be made of the construction of barrages for the establishment of hydro-electric plant, work for the carrying out of which associations have sometimes been formed consisting of public bodies, but organised as limited liability companies.

The following data give full particulars of the expenditure :

*I. Construction Work carried out by the Confederation or under the Control of the Federal Government, and by the Swiss Federal Railways (in thousands of francs).*

	1930	1931	1932	1933	Budget 1934
Installation of cables . . . . .	19,778	23,050	19,433	16,795	14,650
Construction works (superstructure) carried out by the Confederation .	14,706	17,732	13,699	11,512	14,252
Federal Railways :					
Laying the line and putting up fixed plant. . . . .	36,562	42,182	34,771	22,077	23,661
Electrification . . . . .	6,118	2,237	6,699	5,742	8,430
Renewal and maintenance of line .	39,782	38,675	34,794	33,323	31,245
<u>Total . . . . .</u>	<u>116,946</u>	<u>123,876</u>	<u>109,396</u>	<u>89,449</u>	<u>92,418</u>

2. *Expenditure of the Cantons and Communes on Constructional Public Works*  
(in thousands of francs).

	1930	1931	1932	1933
Cantons (annual accounts) . . . . .	109,857	131,874	137,266	135,324
Including, for roads . . . . .	78,914	91,801	96,578	94,866
Communes (estimate) <sup>1</sup> . . . . .			121,000	
Industrial undertakings of the cantons and communes (estimate) <sup>1</sup> . . . . .			80,000	
Total . . . . .			<u>338,266</u>	<u>385,000</u> <sup>2</sup>
Total of tables 1 and 2. . . . .			447,662	474,449

The expenditure of the cantons and communes as shown above also includes the ordinary and extraordinary grants (relief works).

A comparison of the various items of expenditure shown in 1 and 2 suggests that the increase in the total expenditure from 1932 to 1933 is, above all, due to the carrying out of a larger number of relief works, particularly road work.

3. *Ordinary Grants made by the Confederation to the Cantons, Communes and Land Improvement Organisations.*

(Amount of the estimates and grants guaranteed for the work yearly submitted)

	1929	1930	1931	1932	1933
			(in thousands of francs.)		
<i>Land improvement:</i>					
Total cost . . . . .	26,482	19,149	24,199	17,711	17,160
Grant guaranteed. . . . .	9,142	5,671	7,247	4,715	4,265
<i>Forest roads:</i>					
Total cost . . . . .	1,748	3,764	1,917	4,465	3,006
Grant guaranteed. . . . .	502	1,141	605	1,399	891
<i>Improvement work on rivers, mountain streams and roads:</i>					
(a) Improvement work on rivers and mountain streams:					
Total cost . . . . .	12,700	8,700	21,300	15,800	15,300
Grant guaranteed. . . . .	5,600	3,600	9,100	5,700	5,100
(b) Construction of roads:					
Total cost . . . . .	3	2,590	1,360	8,000	3,123
Grant guaranteed. . . . .	3	1,295	544	2,800	1,041

4. *Amount of Estimates and Grants guaranteed by the Confederation as Grants for Relief Work* (in thousands of francs).

	Amount of estimate	Federal grants
1930 . . . . .	—	—
1931 . . . . .	4	1,665.0
1932 to end of June 1934. . . . .	184,633	10,240.2

<sup>1</sup> Estimate made out only for 1932.

<sup>2</sup> Approximate estimate on the basis of the data for 1932.

<sup>3</sup> No grant has been made.

<sup>4</sup> Not communicated by the cantons.

5. *Amounts of the Estimates for Public Works begun or continued in 1933, including Relief Works (in thousands of francs).*

Confederation and Federal Railways. . . . .	47,000
Cantons and communes . . . . .	268,000
Total . . . . .	<u>315,000</u>

This sum may be divided according to the various categories of work as follows :

	Thousands of francs
Communication roads and sewers constructed at the same time . . . . .	85,000
Improvement work on rivers and mountain streams . . . . .	37,200
Land improvement work, rearrangement of agricultural land, farm roads . . . . .	51,600
Forestry work : roads, reforestation, haulage roads, defence work . . . . .	5,900
Water supply and drainage. . . . .	13,700
Railway construction . . . . .	28,200
Sports grounds and bathing beaches . . . . .	3,500
Public buildings (superstructure) . . . . .	76,300
Cables and miscellaneous . . . . .	<u>13,300</u>
Total (approximate) . . . . .	315,000

II. — The questions to which a reply is here demanded have already been touched on in the preceding remarks. It has been stated that public works are divided as between the Confederation, the cantons and the communes, extraordinary works being mainly dealt with by the two latter authorities. Hitherto, there has been no central Swiss service to ascertain the possibilities of work and to promote work ; the initiative has mainly been left to the cantons and the communes. These latter prepare and finance the schemes. The work is carried out after public tender or under direct official control. The Confederation, as has been said, meets the expenditure represented by the wages paid to the unemployed engaged on the said works. The unemployment of these persons must be a consequence of the crisis.

The grants were at first allocated as a lump sum to those cantons which had suffered most from the crisis, particularly to cantons affected by unemployment in the watch-making and embroidery industries ; but, later, they were paid for specific public works, an application having to be submitted in every case to the Federal Office of Industry, Arts and Crafts and Labour. This application had to indicate the date of commencement and duration of the work, the estimated cost, an estimate of the total wages to be paid to the unemployed drawn from other trades and engaged on the work, the number and trade classification of the said unemployed, and the amount of unemployment in the district where the public works in question were to be carried out. Furthermore, a declaration is required from the competent cantonal authority to the effect that the scheme has been verified from the technical point of view and that it is designed to find occupation for persons out of work. After a certain date, the applications had also to state whether the work was to be carried out under official direction or by public tender. In its capacity as the body making the money grant, the Confederation, as soon as the building industry began to show signs of slackness, took steps to ensure that public works should be allotted to contractors.

The Confederation further accords certain other extraordinary grants—viz., grants to offset reduced output, particularly for work regularly subsidised under Federal laws when persons out of work are employed on such work in a trade which is not their own (the employment of inexperienced persons naturally results in less than the normal output).

The Confederation does not subsidise works undertaken by private persons.

In this system of subsidies, which has been in force since the beginning of the year 1932, the number of works to which grants were made was 2,855 at the end of July 1934. In the case of relief works properly so called, the Federal grant, which was always fixed with reference to the amount of the wages paid to persons out of work employed on such works in a trade not their own, may amount to 60 per cent, particularly when there is a great deal of unemployment in the district in question or when the work involves considerable expenditure in respect of which there is no subsidy.

In practice, it has become an established rule that any undertaking is only subsidised if, in the commune or district where the labour to be employed thereon is to be recruited, the number of persons out of work amounts to at least 1 per cent of the population, no account being taken of habitual seasonal unemployment. The cantons, when the relief work is undertaken, not by themselves, but by communes or other public bodies or by public utility corporations, must contribute a subsidy equal to the Federal grant, but not exceeding 30 per cent. The grants to offset reduced output mentioned above are fixed at a rate which varies between 10 and 20 per cent.

Certain cantons and communes have organised relief work in an extremely systematic manner; others had no programme and based their action solely on the needs of the moment. It should be noted that, in certain cases, relief works have been undertaken and carried out without any application for a subsidy from the Confederation.

The Confederation has, naturally, the right to make its financial support dependent on certain conditions. It does not fail to exercise this right, in order to guarantee an economic and useful employment of public funds, but also—and more especially—to ensure that the work undertaken will really contribute to remedy unemployment. Further explanations will be given in part V.

The legal basis for subsidising relief work has been laid down in Federal decrees, which also contain provisions for the purpose of developing unemployment insurance by the institution of crisis allowances. These matters are particularly dealt with in the Decrees of December 23rd, 1931, and April 13th, 1933, which have been completed by the Decree of October 14th of last year. These decrees opened the credits necessary for the payment of extraordinary grants.

The relief works as planned up to the present time are essentially based on the idea that unemployment would be a passing phenomenon and that there would soon be a return to better times. The persistence of the crisis, which is becoming more and more evident and gives reason to suppose that we have still a number of difficult years before us, has recently led the Swiss authorities to study the problem of the resources of labour as a whole and in detail—that is to say, to consider what measures should be taken to deal with the unemployment problem more effectively.

This enquiry will probably result in the establishment of a service whose duty it will be to seek out and utilise all possibilities of labour which still exist in the country. Here the guiding principle must be to find work for the unemployed in their own trades and in the natural place for them to be employed. Such a service should, however, also undertake public works on a larger scale and should pay particular attention to the building trade, which is now beginning to feel the effects of the depression. Here we should mention the programme which has been laid before the Confederation for the development of the main Alpine roads—a programme which will certainly be taken into consideration in the general investigation referred to above.

III. — The expenses of construction work normally carried out by cantons and communes are generally provided out of the budget by means of the revenue derived from taxation. In the case of extraordinary work on a large scale, such as the building of roads to meet modern requirements, public loans are also floated for that purpose.

The special credits are then successively paid off out of the budget, and the service of the interest is also provided for in the same manner. Money for road-building service is obtained from various other sources, including the import duties levied on benzine.

Certain categories of work, particularly communal roads, drainage work and water supply, are subsidised in some cantons under cantonal laws. Reference has already been made to the work carried out by cantons, communes and bodies of public law standing and subsidised by the Confederation under ordinary legal provisions. The ordinary subsidies furnished by the Confederation and the cantons are generally fixed in relation to the total cost of the construction, with the exception of the expenditure necessary for acquiring the land and the rights. In accordance with the general economy programme applied by the Confederation, the rate of the ordinary subsidies has in principle been reduced since last year.

It has been necessary to increase the cantonal and communal taxation in order to meet the crisis expenditure, which also includes the subsidies given for relief works. Furthermore, on the principle that all fresh expenditure should be met by fresh revenue, the Confederation and certain cantons have decided to introduce a temporary crisis tax. One canton has even set up a lottery with prizes for a similar purpose.

IV. — We have no documentary material enabling us to reply to these questions. As regards relief works, the sum paid in wages to persons out of work employed in undertakings, for whom the Federal subsidy may be claimed, amounts, on an average, to 31.4 per cent of the total cost of the work as shown in the estimates. This proportion has been established without taking account of wages paid to workmen employed in their own trades and to workmen who, for other reasons, could not be included for the purposes of the subsidy.

Experience has shown that it is difficult to determine exactly the sum paid as wages to persons out of work employed in a trade other than their own, so that this sum can only be given with due reserve. Taking as a basis the permits granted up to the end of June 1934, we arrive at total estimated costs of 184,633,000 francs, whereas the total sum paid as wages to persons out of work employed in a trade other than their own amounts to 58,572,010 francs.

Unemployed persons who have learnt a trade but who are occupied in relief work as unskilled labourers receive a wage corresponding to the wages paid for such work in accordance with local customs. It is probable that the wages paid to unskilled workers employed in relief work outside their own trade are slightly less.

V. — At a time when unemployment is a widespread evil, the relief works which give employment to persons out of work are certainly an absolute necessity, and also a duty which the community owes to the unemployed. In Switzerland, there has been a strong movement of public opinion in favour of the view that persons out of work should be given employment rather than financial assistance, and a popular initiative is at present being prepared for this purpose. It is, however, a well-known fact that relief works are a comparatively burdensome means of remedying the unemployment problem, not only because of the considerable funds which are necessary to carry them on, but also through the burdens which they impose on the community for the future (expense of maintenance, interest and amortisation charges on the capital employed).

In spite of all their solicitude for the unemployed, the Federal authorities have always been cautious in this matter.

Care has been taken to see that the subsidies granted and the work carried out should have the greatest practical value. For instance, the conditions enforced exclude as a rule from the benefits of a subsidy persons belonging to occupations which, like farming or the building trade, have a shortage rather than a surplus of labour during the busy season. In the case of unskilled builders' labourers, an exception

has been made to this rule in certain cases where the slackness of the building trade justified such a measure.

In the mountain cantons it was possible, when necessary, to allow a subsidy to be granted to smallholders obliged to support themselves by an additional means of livelihood. In order not to interfere with the recruiting of labour for agriculture and the building trade during the busy season, persons out of work who were not supporting a family were further excluded in principle from the subsidy during the summer months. The admission of unemployed persons to relief works was carried out by agreement with the cantonal employment office and subject to proof being furnished that the unemployed person had himself endeavoured to obtain employment without success.

Another condition was that the unemployed person should have been without work for a fairly long time. Lastly, it was required that the same unemployed persons should only be admitted to relief works according to a certain rotation—that is to say, that from time to time they should be replaced by other unemployed. Compliance with the conditions laid down was verified by the above-mentioned Federal office by means of the wages-rolls which had to be submitted along with the accounts for the work before the subsidy was paid.

In round figures, about 9,000 unemployed persons were engaged on relief works during the first six months of 1934 (this is a monthly average ; figures for the month have only been kept since the end of 1933). It will be seen from this that the said works have only absorbed a small part of the unemployed ; it should be stated, however, that, thanks to the compulsory system of rotation, the effect of these works has been greater than appears at first sight. Furthermore, as we have already suggested, it will in all probability be necessary, in view of the expected depression in the building trade, to give subsidies on a wider basis, mainly by including therein the wages paid to persons out of work belonging to the category of skilled builders' labourers.

Furthermore, it should be pointed out that the relief works, which involve allocation of contracts for supplies and the payment of appropriate wages, have stimulated economic activity in general.

The measures which, as we have already stated, are being prepared with a view to ascertaining and systematically employing all labour resources existing in the country will, in conjunction with the relief works properly so called, contribute towards reducing unemployment.

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## REPORT BY THE FEDERAL DEPARTMENT OF POSTS AND RAILWAYS.

### (b) RAILWAYS.

#### I (a). *Federal Railways.*

##### A. *Installation.*

Transformation of the Combe-Maran Viaduct near St. Ursanne and of the bridge over the Reuss near Mellingen, and transformation and strengthening of a large number of small bridges.

Doubling of the line on several routes, total length 112 kilometres.

Replacement of 113 level-crossings by subways or overhead passages or by parallel roads.

Improvement and facing of various tunnels for introducing electric traction.

Important embanking work, with the aid of a State subsidy, on the St. Barthélemy torrent between St. Maurice and Martigny.

Embanking work on several torrents and protection work against avalanches and falls of stones.

Conversion and enlarging of the following stations : Fribourg \*, Chiasso \*, Zurich \*, Coire \*, Berthoud, Waedenswil, Sargans, Schaffhausen, Les Hauts-Geneveys, Rivera-Bironico, Niederschönthal-Frenkendorf, Rapperswil, Zurich-Letten, Zurich-Wollishofen \*, Dietikon \*, Wallisellen \*.

Completion of permanent way and signal installations at various stations and halts.

Making of a new marshalling station at Muttenserfeld, near Basle \*.

Erection of a building for staff and administration at Zurich \*.

Construction of a new interlocking installation at Winterthur station.

Enlargement of storerooms at Meiringen station.

Installation of preliminary heating arrangements for carriages at various stations.

Creation of a halt at Zurich-Wipkingen and of various halts at places of small importance without a station.

#### B. *Electrification.*

Installation of electric traction over a distance of 252 kilometres.

For this purpose, or for the subsequent extension of electrified lines, the following work was or is necessary : Enlargement of power stations, installation of transmission lines of 66 and 33 kw., installation of new sub-stations and enlargement of existing sub-stations, installation of contact lines ; establishment of the free-space section and placing in cable of low-tension lines constructed in the open air.

#### C. *Purchase of Rolling-stock.*

From 1929 to 1933, the following were purchased : 137 electric locomotives, 2 rail motors, 330 carriages, 6 vans, 851 wagons, 65 tip-wagons for ballast, 22 tractors. Further, 254 carriages were converted.

#### *Other Railways.*

Electrification of the Rorschach-Heiden railway.

Electrification of the Lake Constance-Toggenburg railway.

Electrification of the Appenzell railways.

Electrification of the Emmenthal and Soleure-Moutier railway.

Protection work to enable the Viège-Zermatt railway to operate in winter.

#### I (b).

#### *Federal Railways.*

Replacement of level-crossings by overhead and underground passages.

Transformation and strengthening of bridges.

Displacement of the line in front of the League of Nations buildings at Geneva.

Transformation and enlargement of stations at Geneva, Neuchâtel, Brugg, Lugano and Olten-Hammer, and completion of permanent way and signals at several stations and halts.

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\* Work marked with an asterisk was begun before 1929 but carried out mainly between 1929 and 1933.

Installation of an interlocking-system cabin at the Zurich passenger station.  
Displacement of the goods station at Berne.  
Completion of electric, telephonic and telegraphic installations in and between stations.  
Installation of the Drolshammer continuous brake on goods wagons.  
Introduction of the " Signum " inductive system of automatic control of trains.  
Further electrification of the system over a distance of 252 kilometres, of which 151 kilometres are to be completed in 1934 and 101 kilometres in 1935 and 1936.  
Construction of the new Etzel power station.

*Other Railways.*

Nil.

I (c).

*Federal Railways.*

Transformation and strengthening of bridges.  
Displacement of line and laying of four tracks between Wilerfeld and Berne.  
Displacement and doubling of line between Emmenbrücke and Lucerne.  
Bringing of the goods line of the Basle junction railway direct into the new goods station at Basle.  
Doubling of the line on several routes.  
Enlargement of stations and halts.

*Other Railways.*

Electrification of the Lausanne-Echallens-Bercher railway.  
Protection work to enable the Bernina railway to be operated in winter.  
Construction of the Cornavin-La Praille section (C.F.F.) of the Geneva-Cornavin-Eaux-Vives junction line.

II. — The necessary credits for work on Federal Railways are voted by the Federal Chambers. Expenditure appears in the Construction Account and must be written off within a hundred years.

The grant of contracts for work or deliveries is solely in the hands of the Federal Railways, which call for tenders or place orders direct.

III. — In so far as expenditure on work cannot be covered by the ordinary working surplus, it is met by internal loans guaranteed by the State.

IV. — The division of the cost of the work mentioned under No. I as regards purchases of material and labour may be estimated as follows :

- A. *Installation*: Purchase of material, 57 per cent ; wages, 43 per cent ;
- B. *Electrification*: Purchase of material, 45 per cent ; wages, 55 per cent ;
- C. *Rolling-stock*: Purchase of material, 55 per cent ; wages 45 per cent.

V. — By placing large orders, the Federal Railways help to a great extent to give work to the country. However, owing to the diminution in traffic caused by the crisis and the competition of motor traffic and the critical financial situation resulting therefrom, they will be obliged to limit their work during the coming years.



(d) CANALS AND OTHER INLAND WATERWAYS.

Regulation work on the Rhine between Strasbourg-Kehl and Istein.

Switzerland shares in the cost of this work up to 60 per cent of the total. But, as the section in question is situated on foreign territory and the execution of the work has been entrusted to the Abteilung für Wasser- und Strassenbau des badischen Finanz- und Wirtschaftsministeriums, it is that office which is competent to supply the information required.

(g) RIVER PORTS.

I (a). — The work begun in 1929 and now completed consists mainly in certain installations of secondary importance and in the improvement of existing installations in the port of Basle.

The railway station of the port has been extended and the lighting of the quays improved ; new roads of approach and a new quay have been built.

I (b). — Extension of lines, various purchases, construction of provisional offices.

I (c). — Construction of an administrative building, extension of lines, making of a second dock, construction of roads.

II. — Tenders are invited by the Canton of Basle-Town for each undertaking. The direction of the most important work is assumed by the Cantonal Department of Public Works or by an engineer's office in collaboration with the Navigation Office. The plans are drawn up on the basis of proposals made by the Navigation Office and approved by the authorities. The competent public authorities grant the credits and approve the proposed construction and installations.

III. — As owner of the Basle port installations, the Canton of Basle-Town bears the cost of all the work. The Confederation has hitherto made special grants to the Canton for the most important undertakings ; these grants amount to from 40 to 50 per cent of the expenditure incurred.

IV. — The expenditure may approximately be divided into three equal parts—wages, cost of material (about 10 per cent of which represents purchases abroad) and administrative expenses (overhead expenses properly so called, supervision, contractor's profits and social expenditure).

V. — As the traffic of the port of Basle is steadily increasing, it is constantly necessary to extend and improve the installations ; this enables work to be given, in particular, to building and engineering undertakings. A port well supplied with warehouses and transshipment installations stimulates traffic, especially by water. The cost of transport—in particular, as regards raw material of prime necessity—has diminished. This is of great advantage to the trade and industry of the country.

(h) WORK FOR THE ESTABLISHMENT OF AIRPORTS.

*Basle Aerodrome.*

I (a). — A. Enlargement of the administration building by construction of an antechamber.

B. Construction of an annex to the wireless station with accommodation for the Meteorological Service.

C. Enlargement of the landing-platform.

D. Levelling work and work in immediate neighbourhood of aerodrome (levelling, cutting of trees).

E. Completion of the wireless and meteorological stations.

I (b). — F. Installation of an Adcok direction-finding station.

G. Completion of safety appliances (searchlight for calculating height of clouds by the Meteorological Service for night flying ; electro-mechanical device for working from a distance the landing direction indicator ; signalling disc, with arrow showing direction ; placing of beacons on obstacles and in the neighbourhood).

I (c). — Nil.

II. — All the work has been or will be carried out to the order and on behalf of the "Aviatik beider Basel Co-operative Society", subsidised by the Cantons of Basle-Town and Basle-Country.

Work controlled by the authorities.

III. — Expenditure is covered by the working receipts of the aerodrome, by unemployment grants and by extraordinary grants from the Canton of Basle-Town.

IV. — Works A and B : Fixed sum payable to the contractor.

Work C : National industry, 60 per cent ; wages, 40 per cent.

Work D : National industry, 10 per cent ; wages, 90 per cent.

Work E : National industry, 70 per cent ; wages, 30 per cent.

Work F : National industry, 20 per cent ; foreign industry, 50 per cent ; wages, 30 per cent.

Work G : National industry, 70 per cent ; foreign industry, 10 per cent ; wages, 20 per cent.

#### *Geneva Aerodrome.*

I (a). — No work begun since 1929 and at present completed.

I (b). — Levelling of ground, draining.

I (c). — Erection of a building for shops, work-yard and warehouses.  
Construction of a new administration building.

II. — The levelling and draining work are carried out by the canton. Unemployed are occupied, being engaged direct by the authorities. There is no subsidy from the Confederation other than the usual unemployment subsidy.

III. — Expenditure is covered by special vote apart from the budget.

IV. — Probable allocation : Wages, 70 per cent ; materials, 30 per cent.

V. — Apart from its actual utility, this work is intended to give occupation to the unemployed. It is not possible to say whether it may have an influence on the resumption of economic and industrial activity.

#### *Zurich Aerodrome.*

I (a). — The Zurich aerodrome was drained and levelled between 1929 and 1931.

I (b). — Levelling.

I (c). — Nil.

II. — The work is carried out in pursuance of decisions of the Grand Council. Tenders are called for in the case of the main works ; levelling work is entrusted direct to a contractor.

III. — Expenditure is covered by the ordinary budget of the canton, partly by the voting of special credits.

IV. — Materials, 20 per cent ; wages, 80 per cent.

V. — These works have been carried out during years of unemployment and have relieved the unemployment grant situation in some communes.

*Berne Aerodrome.*

I (a). — Preparatory work ; levelling, drainage, etc. ; construction of a building (office, hangar, workshops) ; enlargement of building and improvement of lighting ; completion of plant.

I (b). — Various installation work ; completion of workshops.

I (c). — Enlargement of the platform of the hangar and construction of a building for the office.

II. — The work has been carried out, under the direction of the competent authorities of the town of Berne, by private contractors.

III. — Expenditure has been covered by advances from the commune of Berne (these advances have been written off in the accounts) and by a subsidy from the Confederation.

IV. — All the materials used in construction are of Swiss origin.

V. — The work has given employment to industry and to labour.

*Lausanne Aerodrome.*

I (a). — No work begun since 1929 and now completed.

I (b). — Nil.

I (c). — Plans for transfer of aerodrome from La Blécherette.

*Altenrhein Aerodrome.*

I (a). — Levelling and drainage work ; complete lighting system for night landing ; construction of a hangar.

I (b). — Maintenance, levelling, drainage channels.

I (c). — Building of a hangar ; the work has been postponed owing to lack of funds.

II. — The aerodrome was constructed by the Dornier factory with subsidies from the Confederation, the Canton of St. Gall and certain communes. Tenders were called for before contracts were granted.

The lighting installation and the building of the hangar were entrusted direct to contractors.

III. — The Confederation, the Canton of St. Gall, the town of St. Gall and certain communes granted subsidies for the construction of the aerodrome, the lighting work, the signal installations and the building of the hangar.

IV. — Wages represent about 98 per cent of the expenditure incurred in making the aerodrome (drains, drainage, levelling, transport of materials and filling of depressions).

V. — The main work has, as far as possible, been carried out to occupy the unemployed and because of the great advantage accruing from the establishment of the Dornier factory at Altenrhein.

This landing-ground, which was originally intended for the factory, now serves as a Customs aerodrome for air traffic of the Ostschweizerische Aerogesellschaft, for which the Canton and town of St. Gall, the town of Rorschach and certain communes of Eastern Switzerland pay annual subsidies.

(i) ADMINISTRATIVE BUILDINGS.

I (a). — In 1930, construction of two new very large Post, Telegraph and Telephone buildings (Zurich-Sihlpost and Bienne), of an average-sized post office and of a postal garage.

In 1931, construction of four new Post, Telegraph and Telephone buildings, two of which are large (Baden and Montreux), and a telephone building at Zurich ; transformation of the Basle Post Office building for telephone purposes.

In 1932, erection of six new buildings (three for postal garages, one telegraph and telephone garage and shops, and two buildings for housing staff of the national wireless stations and one for a relay station) ; transformation of a post-office building in Zurich.

In 1933, construction of five new buildings (one for the post office, one for the Post, Telegraph and Telephone, two for postal garages and one for a national broadcasting station) ; enlargement of a postal building for the telephone, reconstruction and heightening of the telegraph and telephone building in Berne ; share paid to a building company for the construction of a new Post, Telegraph and Telephone building.

I (b). — Construction of a new Post, Telegraph and Telephone building in Rapperswil and transformation and heightening of the General Post Office building in Berne (for the telephone).

I (c). — Four new buildings (three for the Post, Telegraph and Telephone and one for telegraph and telephone workshops) ; transformation of a post-office building for the telephone.

II. — All the work in question has been, is or will be executed on behalf of the Swiss Confederation or of the Post, Telegraph and Telephone Administration, except for a building constructed in 1933 by a private firm of builders.

Work is, subject to supervision, carried out by private undertakings, to which contracts are granted after tenders have been called for.

III. — Expenditure appears in the ordinary Confederation budget under the special Post, Telegraph and Telephone Administration Account. A small portion is shown, according to the nature of the work, in the operation account and the rest as an increase in the establishment account of the Administration.

IV. — The allocation of expenditure between materials and equipment on the one hand and labour on the other may be estimated approximately at two-thirds to one-third, as regards new administrative buildings. In the case of transformation of buildings, this allocation is about one-half to one-half. Expenditure on transformation represents about 18 per cent of total expenditure incurred since 1929 or contemplated as regards administrative buildings in general.

V. — Orders for work on behalf of the Post, Telegraph and Telephone Administration are given in accordance with the needs and requirements of the traffic, and only when justified. However, an active campaign during recent years in favour of the development of the telephone has been the reason for a part of the considerable expenditure incurred in this field, and has no doubt helped to secure work for many who would otherwise have been victims of unemployment.

(f) ELECTRIC INSTALLATIONS.

I. — The work in this category has been done in accordance with normal programmes for extension of electric undertakings.

II. — The distribution of electric power in Switzerland is, as regards three-quarters, in the hands of the communes and cantons. As regards communal undertakings, the execution of the most important work is subject to a decision by the voters. Most of the cantonal enterprises are organised as juridically independent undertakings, whose board of directors is authorised to carry out work in the same way as in private undertakings. Constructional work undertaken by electric enterprises is generally put out for tender.

III. — Expenditure is covered partly by annual contributions to a sinking fund and partly, in the case of communal undertakings, by advances from the communes ; in the cantonal undertakings, by advances and by loans ; and, in private undertakings, by loans and only to a small extent by the direct issue of shares to the public.

Annual amortisation and annual payments to reserve funds have amounted in recent years to rather more than half the total of annual expenditure on construction.

IV. — The allocation of expenditure between materials and labour is not known.

(k) GASWORKS.

I. — In this category, the work is done in accordance with normal programmes for the extension of such undertakings.

II. — Save for exceptions of small importance, gasworks belong to communes. Decisions as to new construction are taken by the communal authorities.

III. — Expenditure is covered partly by annual amortisation and partly by advances made by the communes.

IV. — The allocation of expenditure between material and labour is not known.

✓) TELEGRAPH AND TELEPHONE INSTALLATIONS, WIRELESS BROADCASTING STATIONS.

A. *Telephone Cables and Telephone Air-lines.*

I (a), (b) and (c). — Laying of inter-urban cables (in new or existing conduits), laying of cables in towns and rural telephone districts, erection of new air-lines, replacing of air-lines by underground cables, creation of new automatic exchanges and sub-exchanges, increase of the capacity of already existing automatic installations, bringing into use of new amplifying and relay stations, enlargement and improvement of manual exchanges.

B. *Broadcasting Stations.*

I (a). — In 1930, two local stations : Basle and Berne.  
In 1931, two national stations : Sottens and Beromünster, and Geneva station.  
In 1933, Monte Ceneri national station.

I (b). — Nil.

I (c). — Increase of the power of Beromünster and Sottens stations.

II. — All the work has been, is being or will be carried out on behalf of the Swiss Confederation, or the Post, Telegraph and Telephone Administration. It is mostly done, under supervision, by private firms, to whom the contract is awarded after tender. The work undertaken direct by the Administration represents in wages about one-twelfth of the total expenditure under this head.

III. — Until 1933, all expenditure was included in the special Post, Telegraph and Telephone Administration Account of the ordinary State budget, in which it appears, according to the nature of the work, for a small proportion in the operation account and, as regards the balance, as an increase in the establishment account of that Administration. This method will, as a rule, be continued ; but it is proposed in 1934 and 1935 to draw a certain part of the funds for laying and changing telephone cables from the credits set aside by the State for the relief of unemployment.

IV. — The allocation of expenditure between materials and equipment on the one hand and labour on the other may be estimated approximately as two-thirds to one-third.

V. — Cf. (i), No. V.

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## CZECHOSLOVAKIA.

[*Translation.*]

### (a) ROADS AND BRIDGES.

#### I (a).

##### 1. *State Roads and Bridges.*

Two hundred and four kilometres of national roads and 460 bridges were constructed at a total cost of 221 million Czech crowns.

At the same time 1,500 million Czech crowns were spent on the repair of national highways and the construction of 4,183 kilometres of highways.

##### 2. *Other than State Roads and Bridges.*

New departmental roads were opened or repairs made at a total cost of 967 million Czech crowns.

#### I (b).

##### 1. *State Roads and Bridges.*

National roads and bridges to the value of 86 million Czech crowns are now in course of construction.

##### 2. *Other than State Roads and Bridges.*

Roads and bridges other than State at a cost of 363 million Czech crowns are in course of execution.

#### I (c).

##### 1. *State Roads and Bridges.*

Programmes of future work are not yet fixed.

##### 2. *Other than State Roads and Bridges.*

The programmes for the immediate future for the building of non-State roads and bridges will involve work costing 724 million Czech crowns.

## II.

### 1. *State Roads and Bridges.*

The construction and reconstruction of national roads and bridges are carried out according to programmes framed by the Ministry of Public Works. Large-scale road-making, particularly new construction and the repair of main roads, is awarded to private contractors. Less important work is carried out directly by the State authorities.

2. *Other than State Roads and Bridges.*

The construction and repair of non-State roads are carried out by associations of self-governing bodies within the limits of the powers granted to them.

The work is done and supply contracts awarded on the initiative of the district offices themselves. The work is allotted to private concerns on the basis of tenders; less important works are executed by the district offices themselves.

III.

I. *State Roads and Bridges.*

The cost of repairing and constructing national roads and bridges is defrayed partly out of funds appropriated for the purpose in the State budget, and partly out of the proceeds of a fund constituted under the 1927 Act for the systematic improvement of roads. This road fund is financed by internal loans, the interest and sinking fund of which are met out of the current revenue of the fund derived from the taxes levied for the purpose on motorists.

2. *Other than State Roads and Bridges.*

New non-State roads are constructed partly with the help of a direct subsidy from the State and the province concerned, in which case the joint amount advanced by the State and province must not exceed 60 per cent of the construction costs. The balance is defrayed by the communes. The work is carried out through a so-called "Provincial Roads Fund", in which 15 to 20 per cent of the expenditure (eventually in kind) is supplied by the communes and the balance by the departments concerned in the form of a loan granted by the latter.

Where the purpose of the work is merely to improve or repair a road, a State grant from the road fund amounting to from 50 to 90 per cent of the actual cost is granted for such work to the departments or communes.

The State makes a grant covering on an average 40 per cent of the cost of building non-State bridges. A further 20 per cent is given by the province in the case of big structures. The balance is defrayed by the department or commune out of their extraordinary budgets.

IV. — About 60 per cent of the cost of making new roads represents the wages of the labourers directly employed on road-making, the remainder representing supplies of local road-making material.

In the case of repairs to road surfaces, the wages paid directly to local labour account for about 12 per cent of the cost.

As the materials and machinery are almost entirely of local origin, the bulk of the remaining expenditure also represents wages which are, naturally, not paid direct.

About 33 per cent of the cost of building bridges represents the wages paid direct to local labour, the remainder representing cost of materials (cement, iron, stone) supplied mainly by local industries.

V. — Road-making, particularly the building of new roads and the transformation of roads already in existence into main roads mostly paved and concreted, is regarded by the Government as the most important capital-investment problem in Czechoslovakia. These works are important, not only from the standpoint of national economy and public utility, but also as a factor in relieving unemployment. Preference is given to the building of concreted and paved roads, as this process gives



first-class roads which, although the initial cost is greater, are really cheaper since they last longer and cost less to keep up. The making of concreted and paved roads has also an important bearing on the relief of unemployment, as the operations entailed enable more labourers to be employed in the quarries and cement works, which industry, owing to the excellent quality of these materials, is highly developed in Czechoslovakia. Paving work in particular is looked upon as very useful to relieve unemployment, since the laying of setts entails mostly manual work on a very large scale.

For these reasons, the Ministry of Public Works has latterly been trying, as far as possible, to make roads of concrete and stone rather than of tar macadam, some of the materials for which have to be imported from abroad, apart from the fact that, in repairing tar-macadam roads, it is impossible to employ as many labourers as for the kinds of roads mentioned above and use is made only of machinery and gangs of expert workers.

(b) RAILWAYS, TRAMWAYS AND URBAN UNDERGROUND RAILWAYS.

I (a).

1. *Czechoslovak Railways.*

To amplify the reticulation of railways, 26 kilometres of new lines, 4.5 kilometres of tunnels and 0.4 kilometre of viaducts have been constructed together with the necessary bridges and stations. In addition, 81 kilometres of double track, 26 kilometres of lines, 4.36 kilometres of funicular railways and 96 stations have been built; 533 stations and 59 warehouses have been rebuilt; and 127 kilometres of telegraph lines and 2,283 kilometres of telephone lines have been freshly laid down. Fifty-five kilometres of new electric railways have been built. Several garages for motor-omnibus services have been erected and the number of vehicles in operation has been increased.

The total amount spent between 1929 and 1933 on the above operations is 2,762 million Czech crowns.

2. *Public Railways owned by Self-governing Bodies and Private Companies.*

Altogether, 31.5 kilometres of ordinary and 12.6 kilometres of narrow-gauge lines have been constructed. Municipal electric tramways have also been built: 28.4 kilometres at a cost of 48 million Czech crowns.

3. *Private Railway Systems of Public Concern.*

Altogether, 643 kilometres of private lines have been constructed (the total cost is unknown).

I (b).

1. *Czechoslovak Railways.*

Thirteen kilometres of new railways are under construction, including 2.3 kilometres of tunnels, 0.2 kilometre of viaducts, 29 kilometres of double track, and five stations. Thirty-seven stations are being rebuilt or extended, not counting the various safety installations.

The cost of the above work this year will amount to 402 million Czech crowns.

2. *Public Railways owned by Self-governing Bodies and Private Companies.*

Work to the total value of 4.5 million Czech crowns is in course of execution.

3. *Private Railway Systems of Public Concern.*

The Government possesses no information.

I (c).

1. *Czechoslovak Railways.*

Forty-three kilometres of new railways are to be built and 60 kilometres are under consideration.

2. *Public Railways owned by Self-governing Bodies and Private Companies.*

3. *Private Railway Systems of Public Concern.*

The Government possesses no information.

II. — All railway works, whether on State or private lines, must be approved by the Central Office. They are executed in accordance with current railway regulations.

Railway works on State railways and private lines operated by the State are usually carried out under contract on the basis of tenders submitted in accordance with the regulations in force. Only repairs and additions to the permanent way and certain works of minor importance are carried out by the railway authorities' own staff.

Work on private railways is let to contract and the work carried out by the contractors themselves.

The administration constructs private branch lines only at the request of the operating undertakings.

III. — So far as the invested capital is concerned, the cost of railway construction on State systems is met either out of the operating profits or out of advances contributed by the State Treasury or, when necessary, from the proceeds of credit operations. The cost of renewing these charges and the independent renewal of the various structural components of the systems are charged to operating receipts.

The cost of work done on private lines operated by the State is met out of the operating profits of these lines, the State authorities operating them giving them a time-limit for the payment of any operating losses and granting them advances for the service of capital.

The operating undertakings themselves defray construction costs on privately operated lines (local railways, branch lines, tramways, etc.).

IV. — The experience of the railway administration shows that roughly 60 per cent of building costs goes to pay the wages of labourers and employees, while the balance is allocated to materials, the manufacture of which includes items for wages and salaries.

V. — In view of the diversity of the circumstances, the locking-up of capital in railway concerns carries with it the same advantages and drawbacks as the relevant operations and the supplying of materials entail for the various branches of the building industry—viz., building, earthworks, machinery and miscellaneous plant. Capital investment, therefore, is one of the most important factors in the economic life of the

State, and, in view of the scope of the work, has a great bearing on the solution of the problem of the present economic depression.

In view, however, of the financial difficulties with which railway lines, even in our country, are now faced, it is necessary to be careful in investing capital and to undertake only such works as will in future prove profitable.

(c) AGRICULTURAL IMPROVEMENTS ; LAND RECLAMATION AND DEVELOPMENT ENTERPRISES.

I (a). — Improvement works have been carried out at a total cost of 497 million Czech crowns.

I (b). — Work to the value of 126 million Czech crowns is at present in course of execution.

I (c). — Work to the value of 112 million Czech crowns is in preparation.

II. — The works are and must be carried out by the drainage associations, communes and departments on their own initiative, with the help of a grant from the State and the province. All such work is let on the basis of public tenders to officially licensed contractors and civil engineers, under the direction and supervision of the provincial office, "Zemský Úřad".

III. — The financial assistance given from public funds varies according to the material situation of the contractor. In the case of improvement undertakings, the maximum was 50 per cent and, in the case of development undertakings, 80 per cent of the actual cost of construction.

The part of the cost not defrayed by State or provincial grants is met by contractors partly from their own resources, partly out of long-term loans contracted in credit institutions having funds on deposit, in local agricultural credit institutions, and partly also out of short- or long-term loans guaranteed by the provisions of special laws, and the receipts accruing from the work done.

IV. — The materials and labour used in these works are almost entirely local. Wages paid directly on the spot may be calculated at 60 per cent and materials at 40 per cent of the total cost.

V. — The Government considers the execution of improvement and development works to be one of the best ways of combating unemployment, since it affects a large number of small concerns scattered throughout the country. In view of the comparatively small size of these concerns, the work cannot be rationalised and manual labour has to be employed. Hence its value.

The Government also sees another advantage in the increased revenue accruing to national economy from the fact that, as a result of the improvements and developments, the yield of the soil increases, floods are prevented, etc.

(f) PROVISION OF DRINKING-WATER SUPPLIES AND SEWAGE DISPOSAL.

I (a). — As far as large-scale undertakings are concerned, 680 million Czech crowns' worth of this kind of work has been completed since 1929.

I (b). — Large-scale works to the value of 128 million Czech crowns are in course of execution.

I (c). — Large-scale works will shortly be put in hand at a cost of 191 million Czech crowns.

II. — The works have been, are and must be executed for rural and urban communes or for groups of communes. The latter will carry them out on their own initiative and with the help of grants (Provincial Committee, Ministry of Agriculture and Public Health). Installations are carried out in accordance with plans, submitted by civil engineers, and revised and rearranged by the Administration. The work is always allotted as a result of public tender and is carried out under the supervision of the technical services of the State.

III. — The amount of grants from public funds varies with the financial situation of the contractor. It represents one-third of the cost. These grants are drawn from the current budget appropriations of the province or State.

The Ministry of Agriculture administers funds and, in the case of large buildings, defrays part of the interest service corresponding to a subsidy of a given percentage. The communes pay for the work out of their extraordinary budgets, these amounts being covered by loans contracted with banking establishments.

The remunerativeness of these works must be proved and the water rates are fixed accordingly. They must cover the annual expenditure.

IV. — Of the construction costs of these works, 34 per cent represents the wages paid to labourers on the spot and 66 per cent the cost of materials. The materials ordered are of Czechoslovak origin.

V. — This form of economic activity is at present regarded as one of the most effective ways of combating the evil effects of the depression, quite apart from the fact that it raises the cultural and hygienic standard of the inhabitants of towns and communes. The main advantage of these works is that the work is mostly carried out in the towns or the big communes where unemployment is most acute. Furthermore, these works give employment to a large number of craftsmen and the demand for material stimulates the metallurgical industry.

(d) CANALS AND OTHER INLAND WATERWAYS ; DEFENSIVE WORKS AGAINST FLOODS  
(DAMS).

I (a). — As part of the navigation and training works on the Elbe, Vltava and Oder and, along the frontier, on the Morava, Danube, Tisa and Vah, a length of 50 kilometres was regulated and made navigable at a cost of 170 million Czech crowns. The amount expended on the building of dams was 70 million Czech crowns.

I (b). — Work to improve navigation and training works on the same rivers, over a total length of 90 kilometres, are being carried out at a cost of 260 million Czech crowns. The dams in course of construction will cost 100 million Czech crowns.

I (c). — The completion of the regulation works and operations to make the above-mentioned rivers navigable over a total length of 210 kilometres will cost 800 million Czech crowns, and the construction of dams 250 million Czech crowns.

II. — The plans for these works are prepared in the Government offices. Tenders are invited and the work is allotted to contractors, who undertake to carry them out under the direction and supervision of the Government authorities.

III. — The various works are executed for the account of a State Waterworks Fund, instituted by Law No. 50/1931, Statute Book. This fund is financed by means of Government grants on the one hand, or contributions from the provinces, districts and parties concerned, and also from the direct profits accruing from the operation of the

waterworks themselves. Any balance is met out of a loan, the interest and sinking fund of which are a charge on the receipts of the fund.

IV. — Of the total expenditure incurred for the installations, 60 to 65 per cent goes to pay for labour, and the balance to buy the materials and equipment, which are supplied mainly by national industry.

V. — The Government considers these public waterworks systems a very effective way of stimulating economic and industrial activity and, by putting them into execution, endeavours to relieve unemployment as much as possible. The great advantage of these works is that they are planned for the whole country, thus making it possible to regulate the engagement of labour where the need is greatest.

(g) WORK CARRIED OUT IN SEA AND RIVER PORTS, INCLUDING MECHANICAL EQUIPMENT OF SUCH PORTS.

I (a). — The construction of ports on the rivers mentioned above represents an expenditure of 30 million Czech crowns.

I (b). — This represents an amount of 20 million Czech crowns.

I (c). — The cost of completing the works and equipping the ports may be estimated at 100 million Czech crowns.

II, III, IV and V. — Same reply as under (d).

(j) HYDRO-ELECTRIC POWER STATIONS.

I (a). — The hydro-electric power stations installed on the above rivers represent a value of 20 million Czech crowns.

I (b). — Other hydro-electric power stations are being installed at a cost of 180 million Czech crowns.

I (c). — Their completion will cost 240 million Czech crowns.

II, III, IV and V. — Same reply as under (d).

(h) CONSTRUCTION OF AERODROMES.

I (b). — A civil aviation aerodrome, costing 110 million Czech crowns, is under construction at Ruzyně, near Prague.

II. — The civil aviation aerodrome at Ruzyně is being constructed under the orders and for the account of the State by the Ministry of Public Works.

III. — The work is being defrayed out of the proceeds of the "Labour Loan".

IV. — Nearly 13 per cent of the total cost is absorbed by the contractor's profit and administrative expenditure, about 35 per cent goes to pay for materials and equipment and nearly 52 per cent for wages and social insurance.

V. — The Government regards this work as an effective means of relieving unemployment at Prague. For the earthworks, it is possible to use a large number of unskilled workers and at the same time to give work to the iron industry by placing orders for metal framework. In the case of earthworks, the thirty-six-hour week has been introduced for unskilled workers.

ad (j) ELECTRICAL INSTALLATIONS, STEAM-GENERATING STATIONS AND  
MOTIVE-POWER TRANSMISSION.

I (a).

1. *General Electrification.* (Installation of steam-generating stations, transformer stations and high-tension distribution and auxiliary systems.)

A system covering about 500 kilometres and transmitting 160,000 kw. has been constructed at a cost of 470 million Czech crowns.

2. *Rural Electrification.* (Installation of secondary distribution systems in communes.)

Since 1929, altogether 3,100 of these installations have been effected, at a cost of 930 million Czech crowns. The Government grant amounted to 155 million Czech crowns.

I (b).

1. *General Electrification.*

A system extending over 32 kilometres and transmitting 24,000 kw. is at present being constructed at a cost of 50 million Czech crowns.

2. *Rural Electrification.*

Two hundred communes are now being electrified at a cost of 60 million Czech crowns, the Government contribution being 10 million Czech crowns.

I (c).

1. *General Electrification.*

A scheme is under consideration for installing a 200-kilometre system, transmitting 80,000 kw., at a cost of 120 million Czech crowns.

2. *Rural Electrification.*

Schemes for the electrification of 2,000 communes are now under preparation.

II.

1. *General Electrification.*

These installations are effected by mixed electric companies, in which the State, provinces, districts, communes and private capital are interested. The capital of the share companies amounts to 500 million Czech crowns, 132 million being held by the State.

Contracts are awarded in accordance with the rules in force for Government supplies.

2. *Rural Electrification.*

Contracts for installation work are awarded on the basis of tenders by the communes and eventually by the electric companies supplying these communes.

III.

1. *General Electrification.*

The necessary funds for the works are supplied partly by the companies' own share capital, partly by a debenture issue or by a long-term loan guaranteed by the State or the provinces. The balance is usually met out of the short-term credits of suppliers and banks.

2. *Rural Electrification.*

The funds needed for construction are supplied by communes either in cash or by means of loans contracted in local credit institutions. The State contributes grants up to 50 per cent of the total cost.

IV. — About 80 per cent of the value of the contracts awarded represents materials, 1 per cent equipment supplied from abroad and about 19 per cent salaries and wages. Of the orders, 99 per cent have been executed by national factories.

V. — Electrification work gives employment mainly to the industry manufacturing such articles. Obviously, it involves a large amount of capital expenditure in contrast to the construction of machinery and buildings, where more labour is required.

(i) CONSTRUCTION WORK ABOVE GROUND (ERECTION OF BUILDINGS).

I (a).

I. *Construction carried out by the State.*

(1) *Government Buildings.*

Since 1929, buildings have been erected at a total cost of 173 million Czech crowns.

(2) *Buildings for Public Education.*

School buildings, etc., have been erected at a cost of 146 million Czech crowns.

(3) *Buildings for Public Health and Physical Culture Purposes.*

Work to a value of 39 million Czech crowns has just been completed.

(4) *Dwelling-houses.*

Since 1929, Government houses for the accommodation of officials have been erected at a total cost of 93 million Czech crowns.

2. *Building carried out by Self-governing Bodies.*

(1) *Buildings for Public Education Purposes.*

Buildings have been erected to a value of 304 million Czech crowns.

(2) *Buildings for Public Health and Physical Culture Purposes.*

Work has been done for an amount of 217 million Czech crowns.

I (b).

I. *Construction carried out by the State.*

(1) *Government Buildings.*

Work to a total value of 193 million Czech crowns is now in course of execution.

(2) *Buildings for Public Education.*

Buildings to a value of 81 million Czech crowns are under construction.

(3) *Buildings for Public Health and Physical Culture Purposes.*

Work to a value of 34 million Czech crowns is now in course of execution.

(4) *Dwelling-houses.*

Houses to the value of 5 million Czech crowns are under construction.

2. *Building carried out by Self-governing Bodies.*

(1) *Buildings for Public Education Purposes.*

Work at a cost of 25 million Czech crowns is at present under construction.

(2) *Buildings for Public Health and Physical Culture Purposes.*

Work to the value 40 million Czech crowns is now under execution.

I (c).

I. *Construction carried out by the State.*

(1) *Government Buildings.*

Schemes are under consideration for work to a total cost of 122 million Czech crowns.

(2) *Buildings for Public Education.*

For the near future, work to a value of 164 million Czech crowns is under preparation.

(3) *Buildings for Public Health and Physical Culture Purposes.*

Work to the value of 15 million Czech crowns is under consideration.

(4) *Dwelling-houses.*

For the near future, work to a value of 4 million Czech crowns is under preparation.



2. *Building carried out by Self-governing Bodies.*

(1) *Buildings for Public Education Purposes.*

The programme of building work to be carried out in the near future provides for an expenditure of 104 million Czech crowns.

(2) *Buildings for Public Health and Physical Culture Purposes.*

Work to a value of 33 million Czech crowns will be undertaken in the near future.

II.

1. *Construction carried out by the State.*

Government buildings are built in accordance with plans drawn up by the competent department, and these are discussed from the economic standpoint with the Ministry of Finance and from the technical standpoint with the Ministry of Public Works.

The plans are entrusted to private architects, on the basis of public or limited tenders. The work is carried out by private contractors on the basis of private tenders.

As regards dwelling-houses, consideration is first given to the housing requirements of officials, who, in principle, are housed at the places where they work.

To conform with modern housing requirements, the plans provide for apartments with direct lighting and ventilation.

2. *Building carried out by Self-governing Bodies.*

(1) *Buildings for Public Education Purposes.*

The buildings are erected in accordance with the needs of the communes entitled to schools. Contracts are awarded on the basis of public tenders.

(2) *Buildings for Public Health and Physical Culture Purposes.*

The work is carried out in accordance with the requirements of the communes, with the help of subsidies from the State and the province, and on the basis of public tenders.

III. — The cost of these works is borne on the extraordinary budget of the State. In the case of the construction of district offices, the commune which is to be the seat of the office must pay for the site. The State and the department make a contribution not exceeding two-thirds of the cost.

In addition, urgent construction work is financed, after consideration by the Cabinet, out of the proceeds of the "Labour Loan".

The cost of State buildings designed for officials is defrayed either from appropriations in the State budget or from the proceeds of the "Lottery Loan", which has already supplied 640 million Czech crowns for this purpose.

The building work is carried out by the provinces, departments and communes, with the help of a subsidy from the State.

IV. — Wages account for 50 to 60 per cent of the building costs, the balance being expended on the purchase of material within the country.

V. — House-building is regarded as the best way of remedying the present economic crisis, since it gives employment to all the various trades. The full time worked in the building trade and industry since the war is, to a large extent, due to the extraordinary expansion in the building of apartment houses. From a technical standpoint, house-building operations give very satisfactory results.

As regards their economic importance, they may be divided into public buildings and dwelling-houses. In the case of the latter, while building should be encouraged, some caution should be observed, as an excessive supply of houses would cause a slump in property values and thus weaken the payment capacity of private persons, to the detriment of the State and communal treasuries. Accordingly, the public authorities are very particular on this point, and have recently been confining themselves to the building of the simplest apartments for the poorest classes.

In the case of public buildings, the authorities appreciate the importance of erecting buildings at the present time of depression and give it their support accordingly. Preference is given, first, to buildings to be used for health and physical culture purposes; in the second place, to buildings; for public education purposes and, lastly, to buildings needed by the authorities.

(k) GASWORKS AND LONG-DISTANCE GAS SUPPLY.

I (a). — Work of this kind has been done at a total cost of 136 million Czech crowns.

II. — The execution of the work depends on the needs of the communes concerned.

III. — Building costs are borne by the communes concerned on their extraordinary budget.

V. — The construction of gasworks gives a great deal of employment to the iron industry.

(l) TELEGRAPH, TELEPHONE AND WIRELESS INSTALLATIONS.

I (a). — Up to the end of 1929, work had been done at a cost of 711 million Czech crowns.

I (b). — Work to a value of 69 million Czech crowns is at present under execution.

I (c). — In the near future, works to a value of 100 million Czech crowns are contemplated.

II. — Work of this kind is carried out by the Ministry of Public Works either direct or through private concerns on the basis of public tenders.

III. — It is the province of the Czechoslovak Post Office (State undertaking) and the Postal Cheque Office to supply funds for departmental works. The capital thus laid out is secured either by a part of the profits earmarked for the purpose or regarded as a further investment of State funds in the undertaking, or is derived from the resources of the enterprise itself. In 1933 and 1934, the work was partly financed out of the "Labour Loan".

IV. — The authorities have no basis on which to make such an allocation.

V. — The Government regards this way of utilising capital as valuable and important for increasing employment in the low-tension electrical industry.

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## **TURKEY.**

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[*Translation.*]

Since the unemployment situation in Turkey is not particularly serious, the Government of the Republic has not up to the present felt the necessity of framing a plan for public works on a big scale with the object of improving the economic situation of the country, resulting from the depression.

Such being the case, the Ministry for Foreign Affairs regrets that it is not in a position to reply to the questionnaire which has been communicated to it.

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## YUGOSLAVIA.

[*Translation.*]

### ROYAL MINISTRY OF COMMUNICATIONS.

#### THE DIRECTORATE OF MARITIME AFFAIRS AND RIVER COMMUNICATIONS.

I (a). — Since 1929, no work of any importance has been carried out, except the building of a reinforced concrete bridge in the port of Susak (building cost, 559,052.34 dinars) and of a mole in the same port (building cost, 1,406,307.32 dinars). The work has been carried out by the Ministry of Public Works, but charged to the credits of the above-mentioned directorate.

Since 1929, some large-scale works have been carried out in order to extend the ports of Zelenika, Gruz, Split, Sibenik and Aleksandrovo. The amounts spent for this purpose were 5,575,610 dinars.

I (b). — There is no work in course of execution, except the normal maintenance of the existing installations.

I (c). — The construction of ports is planned at Martinstica, Bakar, Preko, Biograd-on-the-Sea, Sibenik, Split, Gruz, Djenović, Kotor, Ulcinj, and at certain other points of the Adriatic coast. But none of these plans have as yet passed beyond the stage of preliminary study.

II. — All the work mentioned under I (a) has been carried out under contracts awarded after public tender.

III. — The expenditure on the above-mentioned work has been partly covered by budgetary appropriations and partly by credits from the 7% Investment Loan of 500 million dinars issued in 1921.

IV. — All the material used was supplied by national industry. The distribution of expenditure as between the material and equipment furnished by industry on the one hand and labour (wages and social expenditure) on the other may be estimated at 70 per cent for the first category of expenditure and 30 per cent for the second.

V. — The work carried out has tended to make maritime traffic more regular and to increase its volume. But, as the quantity of material used was small and consisted, moreover, of goods which were to a great extent unworked, the work could not have a very great influence on the resumption of industrial and economic activity. Similarly, in view of the small number of workmen engaged on this work, it may be stated that it has not resulted in any substantial decrease in unemployment.

As regards mechanical equipment in the ports, three travelling cranes have been built since 1929 in the port of Split, two with a capacity of 2 tons and the third with a capacity of 5 tons. These cranes were purchased in Poland by the Ministry of Communications.

Mention may also be made of the construction by the municipality of a large Customs warehouse, in the port of Susak.

## RAILWAYS.

The Ministry of Communications has started the construction of certain railway lines.

I (a). — In 1931 and 1932, the construction of the following railways was begun :

Railway line	Length Kilometres	Building cost Dinars
1. Pozarevac-Kucevo. . . . .	61	250,000,000
2. Veles-Prilep . . . . .	86	230,000,000
3. Pristina-Peć . . . . .	82	180,000,000
4. Belgrade-Pancevo . . . . .	24	95,000,000
Total . . . . .	253	755,000,000

All these lines are of standard gauge.

I (b). — The construction of the above-mentioned lines is not yet completed.

I (c). — The following railways are projected :

Railway line	Gauge	Length Kilometres	Building cost Dinars
1. Kursumlija-Pristina . . .	Standard	68	222,000,000
2. Bihać-Knin. . . . .	Standard	112	385,000,000
3. Sveti-Janz-Sevnica . . .	Standard	12	34,000,000
4. Varazdin-Koprivnica . . .	Standard	42	53,000,000
5. Priboj-Ravna Reka . . .	Narrow	84	185,000,000
6. Pazarić-Tarcin . . . . .	Narrow	6	9,000,000

II. — All the lines mentioned are built on behalf of and by order of the central State authority. Their construction is entrusted to private undertakings under a contract concluded with them by the State.

III. — As regards the construction of the railway lines mentioned under I (a), the State has contracted loans with foreign undertakings (Losinger et Cie, S.A., of Berne; Société Européenne d'Etudes et d'Entreprises, of Paris; and the Société de Construction des Batignolles, of Paris). These undertakings carry out the building work under their own management and finance all the expenditure necessitated by the work.

In order to refund the loans contracted, the State budget annually provides the amount necessary for amortisation. These amounts are entered in the budget as extraordinary expenditure. The State has not granted any special guarantee for these loans.

The amortisation plans for the loans in question are as follows : (1) The firm of Losinger et Cie (entrusted with the construction of the Pozarevac-Kucevo line) has received bills from the Yugoslav State for the total amount of the loan including interest ; the bills are payable every six months (January 1st and July 1st) as from 1933. (2) The Société Européenne (Veles-Prilep line) has received bonds from the State in proportion to the work executed. These bonds include the amortisation and interest ; their payment is due on January 1st and July 1st each year from 1935 to 1944. (3) the Yugoslav State has to pay the Société des Batignolles (Pristina-Peć line and the projected line from Bihać to Knin) on January 1st and June 1st every year from 1935 to 1944 the amount of 12 million French francs, to which is added the interest due. (4) The Land Credit State Bank must pay for account of the Yugoslav State to the Société des Batignolles (line begun from Belgrade to Pancevo and line projected from Kursumlija to Pristina) the amounts provided for in the contract for amortisation of the loan and interest due.

As regards the work carried out since 1931, it should be noted that the period of the large-scale building work on the Yugoslav railways was prior to 1929. In the first period—namely, from 1919 to 1926—the following lines were built : (a) standard-gauge lines of a total length of 410 kilometres at a cost of 665 million dinars ; (b) narrow-gauge lines (0.76 metre) of a total length of 172 kilometres and a value of 376 million dinars. In the second building period, from 1927 to 1930, the following lines were built : (a) standard-gauge lines with a total length of 305 kilometres and a value of 861 million dinars, and (b) narrow-gauge lines (0.76 metre) of a total length of 37 kilometres and a value of 36 million dinars.

No new line was begun in 1929 or 1930.

In addition to this general information, the Ministry of Communications has given a more detailed description of the work carried out.

*New Lines built since January 1st, 1929, and opened to Traffic before 1933.*

	Length in kilometres
1. Kragujevac-Kraljevo, standard gauge . . . . .	55.828
2. Prokuplje-Plocnik, standard gauge. . . . .	20.391
3. Rogatec-Krapina, standard gauge . . . . .	19.386
4. Plocnik-Kursumlija, standard gauge . . . . .	13.176
5. Trebinje-Lastva, narrow gauge . . . . .	11.877
6. Kosovska Mitrovica-Raska, standard gauge . . . . .	64.350
7. Prilep-Bitolj, standard gauge . . . . .	44.258
8. Rastelica-Bradina, narrow gauge. . . . .	7.764
9. Kraljevo-Lopatnica, standard gauge . . . . .	16.637
10. Bakar-Skrljevo, standard gauge . . . . .	10.145
11. Lopatnica-Raska, standard gauge . . . . .	51.417
12. Cukarica-Belgrade Sava, narrow gauge (0.76 metre) . . . . .	2.960
13. Zidani Most new connecting-line . . . . .	0.350
14. Lastva-Bilece, narrow gauge . . . . .	24.387
15. Velika Plana-Lapovo, standard gauge . . . . .	19.159

*Principal Works for the Purpose of improving Existing Lines: New Bridges.*

The railway bridges have been renewed :

- (1) On the Knin-Split line (total length, 68.30 metres) ;
- (2) On the Perković-Sibenik line (total length, 41.80 metres) ;
- (3) On the Dugo-Selo-Novska line (total length, 41.80 metres).
- (4) On the Belgrade-Brod line, thirteen iron bridges have been built and twelve existing bridges have been strengthened ;
- (5) At the Zidani Most Station, a new bridge of reinforced concrete has been built over the Save with three arches, each having a width of 34.89 metres ;
- (6) On the Senta-Coka line, an iron bridge over the Tissa River has been strengthened ;
- (7) On the Vinkovci-Brod line, fourteen iron bridges have been renewed.

In addition to the above work, a large number of iron constructions have been strengthened on several lines, various reconstruction and improvement work has been carried out, and weighbridges for wagons and points have been placed in position.

*Renewal of Rails and Extension of Stations.*

1. The replacing of old rails by rails of a new type on standard-gauge lines ; total length, 878 kilometres.

2. The replacing of old rails by rails of a new type on narrow-gauge lines ; total length, 65 kilometres.

3. The laying of old rails which can still be used on standard-gauge lines ; total length, 221 kilometres.

4. The laying of old rails which can still be used on narrow-gauge lines ; total length, 76 kilometres.

Total, 1,240 kilometres.

The stations of Vinkovci, Zemun, Belgrade-Sava, Karlovac, Caprag and Rakek, etc., have been extended.

*Telegraph and Telephone Lines and Signals.*

The following telegraph and telephone lines have been constructed :

1. Telephone line Belgrade-Novı Sad-Subotica.
2. Telephone line Belgrade-Sarajevo.
3. Telephone line Strizivoj-Vrpolje-Sabac.
4. New signalling-blocks in thirty-five stations.
5. Telegraph and telephone lines, signals, signal boxes, etc., have been reconstructed everywhere.

*Railway Lines under Construction.*

	Length in kilometres
1. Klenak-Sabac, standard gauge . . . . .	4.467
2. Veles-Bogumilje-Prilep, standard gauge . . . . .	86
3. Belgrade-Pancevo, standard gauge . . . . .	24
4. Pristina-Kosovo Polje-Peć, standard gauge . . . . .	88
5. Pozarevac-Kucevo, standard gauge . . . . .	61
6. Belgrade-Resnik, laying down additional lines . . . . .	14

*Lines for which Plans are ready or Groundwork has been begun.*

	Length in kilometres
1. Bihać-Knin, standard gauge . . . . .	112
2. Kursumlija-Pristina, standard gauge . . . . .	68
3. Koprivnica-Varazdin, standard gauge . . . . .	42
4. Sveti-Janž-Sevnica, standard gauge . . . . .	12
5. Kocevje-Vrbovsko, standard gauge . . . . .	58.5
6. Priboj-Belo Polje, narrow gauge . . . . .	84
7. Pazarić-Tarcin, narrow gauge . . . . .	6
8. Improvement and extension of Belgrade station.	

II. — The Yugoslav railways are almost entirely owned and operated by the State (only 3 per cent of all the railways on Yugoslav territory are operated by private companies). All the construction work on the new lines is carried out by order of the central authorities—*i.e.*, the Ministry of Communications and on behalf of that Ministry.

The new lines are, for the most part, built by private firms in accordance with existing laws and under the control of the Ministry of Communications. The private firms are awarded the contract after public tender.

The work connected with the improvement of existing lines is carried out under the system of direct administration. The material required for such improvement is, however, also purchased after public tender.

III. — The cost of building new lines is partly covered by extraordinary credits entered in the State budget (in some cases a small part of such expenditure is covered by ordinary budget appropriations) and partly by means of external or internal loans.

IV. — The material required for the work mentioned under No. I is purchased in Yugoslavia in so far as national industries exist which are capable of supplying it. The labour is recruited from among Yugoslav workmen and artisans. The total cost also includes social expenditure (contributions to sickness funds, workmen's insurance funds, etc.). This social expenditure is paid in accordance with existing laws—*i.e.*, half is paid by the employer (the State) and half by the workmen themselves. Part of the material (rails, points, etc.) and special installations (telephones, signalling-blocks, etc.) are purchased abroad.

V. — The Ministry of Communications considers that this work has brought about a decrease in unemployment.

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## ROYAL MINISTRY OF MINES AND FORESTS.

### STATE FORESTS DEVELOPMENT SECTION.

The information obtained by the State Forests Development Section shows that the public works under State administration have been financed, not by means of foreign loans, but by regular appropriations in the ordinary budget.

It has for a long time been recognised in Yugoslavia that the Administration of forests required improving from all points of view; but, unfortunately, it has not been possible to carry out all the necessary works and undertakings, owing to inadequate financial resources. Only during the past five years have larger budgetary appropriations been made for the various forestry institutions.

When the necessary measures—which, thanks to this fact, are now in progress—have actually been completed, there will be every prospect that the programme initiated will be carried to a successful conclusion.

Thus, in the first place, the roads and railways required by the forestry industry have been constructed. They have greatly facilitated clearing operations, especially on the territory of the State Forestry Directorates of Zagreb, Susak and Vinkovci.

A road has been constructed on the territory of the Zagreb Directorate to facilitate the rational development of the Kalnik State Forest. The cost of constructing this road is estimated in round figures at 190,000 dinars.



From 1929 to 1933, an industrial forest railway 23.9 kilometres long was constructed, for the purpose of facilitating forestry operations, on the territory of the Directorate of Forests of Kostajnica, where the State exploits the forests on its own account. The cost of constructing this line and of purchasing the necessary material from Hungary was 7,247,574 dinars. If the cost of upkeep of the line from 1929 to 1933 (868,000 dinars) is added to this sum, the total expenditure on the development of State forests under State administration amounts to 8,115,574 dinars.

The work was performed by local labour. From 1929 to 1933, 1,757 workers did 73,000 days' work. When one considers the difficult economic situation of the population in those parts of the country in which the work has been executed, there is no doubt that the sum of 8,115,574 dinars has done much to relieve or do away with unemployment, particularly as the workers are not all regular wage-earners. For the most part, they are peasants who have very little cultivable land, and are obliged to look for subsidiary work to support themselves and their families.

In the sector of the Ljubljana Directorate, 12 kilometres of forest roads were constructed during the economic year 1931-32. The cost is estimated in round figures at 500,000 dinars.

Between 1929 and 1933, the Vinkovci Forestry Directorate constructed 28.941 kilometres of forest railways, at a total cost of 3,389,619 dinars, to facilitate the exploitation of the State forests under its management.

The material and rolling-stock were supplied by local undertakings. Between 300 and 400 local workers were employed. The whole of the work was carried out directly by the authorities and charged to the State budget ; it represented 42,000 wage-days in round figures.

Work in the sector of the Susak Directorate was concentrated on the construction of roads for clearing purposes under the system of direct administration by the authorities or under joint management.

In all, 25.74 kilometres of main roads for clearing purposes and 84.1 kilometres of secondary roads have been constructed at a cost of 2,132,204 dinars. Of this amount, 10 per cent was expended on materials, and the remainder—the major part—on labour, food supplies and the relief of that part of the population in the Adriatic coastal areas which is least favourably situated from an economic point of view.

These are the main lines of the work which is being carried out by means of regular appropriations in the State budget with a view to improving the lines of communications and thus making possible the rational development of the State forests.

#### WATERWAYS CONSERVANCY SECTION.

This section has communicated the following report :

Waterways conservancy works are of great importance for the material well-being of the population. Their object is the agricultural and economic recovery of the country. They consist in the drainage of marshland, the protection of the population and of communications from the destructive action of mountain torrents, the irrigation of the fields, the consequent land reclamation and the clearing of waste mountain land.

These works may be classified under items (c) and (e) of the questionnaire.

I (a). — From April 1st, 1929, to September 1st, 1933, fifty-four waterways conservancy schemes were carried out at a cost of 13,628,494 dinars. In 1931, the conservancy works on the Kalimanska Reka River, which were begun in 1927, were completed. The total cost amounted to about two and a-half million dinars.

I (b). — At the present time, additional current works are being charged to the regular annual budget.

I (c). — More important works—regulation of the waterways near Djet Station at a total cost of about three and a-half million dinars—are planned and other less important works are under consideration. All these works will be charged to the ordinary annual budgets.

II. — Under the law, waterways conservancy works are carried out, either under the system of direct administration or under joint management, in accordance with schemes approved by the Ministry of Mines and Forests and the Banate Administration and on the proposal of the competent bodies of the State and the banates.

III. — Generally speaking, the cost of these works is met from the regular budget appropriations of the Ministry of Mines and Forests and the Banates, and to a lesser extent from the special Reafforestation Fund and the special Public Works Fund.

IV. — The stone required is quarried near the site of the works by local labour ; consequently, the expenditure on material (cement and a small quantity of timber) is very low.

Material (supplied locally), about 15 per cent ; labour and insurance, about 85 per cent.

V. — Not only are river conservancy works useful in themselves (protection of the population and communications, drainage, etc.), they are also highly desirable to relieve unemployment, as for the most part they are carried out in the very areas that are economically least developed, and correspond to the primary requirements of the mountain population. Labour accounts for a great part of the expenditure ; the materials employed are of local origin. The demand for these materials is thereby increased and consequently also the demand for local labour.

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STATEMENT OF PUBLIC WORKS CARRIED OUT DURING THE PERIOD  
1929-1933.

(e) REAFFORESTATION.

I. — The reafforestation of denuded ground is carried out annually to the extent permitted by the funds available.

The annexed tables show the works carried out during the period 1929-1933.

II. — Reafforestation is carried out in accordance with the provisions of the Law on Forests, either directly by the State or by local means and labour, with the material help of the State.

III. — The cost of these works is defrayed out of :

- (1) The regular budget ;
- (2) The budgets of the banates ; or
- (3) The Reafforestation Fund, specially created for the purpose.

IV. — The expenditure shown in the annexed tables consists mainly of the wages paid to the labourers who carry out the works and, to a smaller degree, of the cost of growing the saplings needed for reforestation and purchasing seeds and other supplies.

V. — Reforestation serves the purpose of reclaiming, from the forestry standpoint, areas that have hitherto been barren and economically unproductive, to the benefit of the districts where they are situated. These works afford a livelihood to the inhabitants of districts that are specially handicapped from the economic standpoint.

TABLE OF SEEDS AND PLANTS USED FOR THE REAFFORESTATION OF DRY AND DENUDED GROUND AND QUICKSANDS, 1929-1933.

N <sup>o</sup> No.	Années Year	Reboisement par semences Reafforestation from seed			Reboisement par plants Reafforestation with saplings		
		Kilogrammes			Nombre de plants Number of saplings		
		Conifères Conifers	Feuillés Deciduous	Total	Conifères Conifers	Feuillés Deciduous	Total
1.	1929	2.831,00	7.870,00	10.701,00	7.178.923	1.444.059	8.622.982
2.	1930	2.775,00	44.681,00	47.456,00	9.492.703	6.415.690	15.908.393
3.	1931	2.240,00	6.827,00	9.067,00	15.051.364	4.592.563	19.643.927
4.	1932	1.354,00	31.633,00	32.987,00	8.029.917	11.820.647	19.850.564
5.	1933	1.851,60	4.572,00	6.423,60	10.635.036	9.029.191	19.664.227

TABLE OF REAFFORESTED GROUND AND OF THE AMOUNTS SPENT ON THE REAFFORESTATION OF DRY AND DENUDED GROUND AND QUICKSANDS AND IN TREE NURSERIES IN 1929-1933.

N <sup>o</sup> No.	Années Year	Surface reboisée Surface reafforested	Dépenses pour les travaux exécutés Expenditure on works executed			
			Reboisement Reafforestation	Pépinières Nurseries	Travaux auxiliaires Accessory operations	Dépense totale Total expenditure
		Hectares	Dinars	Dinars	Dinars	Dinars
1.	1929	1.988,00	3.954.360,00	1.252.701,00	1.059.401,00	6.266.462,00
2.	1930	6.230,00	6.025.339,00	1.845.142,00	1.109.135,00	8.979.616,00
3.	1931	3.187,00	3.877.615,00	1.755.146,00	532.999,00	5.965.760,00
4.	1932	3.722,00	3.610.978,00	1.684.621,00	1.186.859,00	6.482.458,00
5.	1933	3.846,50	3.192.697,37	1.314.312,89	666.685,66	5.173.695,92

## ROYAL MINISTRY OF AGRICULTURE.

### COMPLETE AGRICULTURAL LAND RECLAMATION.

I (a). — 1. Drainage of the Negotin marshes (Banate of Morava ; area, 2,000.061 hectares) by the canalisation of the three rivers Jasenicka, Srbovska and Dupljanska, and by digging drainage canals.

2. Protection against floods of the territory of Novi Sad (Banate of the Danube ; area, 4,438 hectares) by means of a dyke constructed to resist the highest flood recorded on the Danube.

3. Regulation of the Kicóser watercourse (Banate of the Danube) with a view to reclaiming land of an area of 961 hectares.

I (b). — 1. Protection against floods and drainage of the Pancevo marshes (Banate of the Danube ; area, 34,429.55 hectares) by means of a protection dyke, drainage canals and three pumping stations.

2. Protection against floods and drainage of the Godomin field near Smederevo (Banate of the Danube ; area, 5,812 hectares) by the construction of protection dykes and by conservancy measures on the river Jezava, by the digging of drainage canals and by the installation of a pumping station.

3. Irrigation of the Metohija (Banate of the Zéta) over an area of 42,065 hectares by means of catchment works and irrigation canals.

4. Protection against floods and drainage of the Skopsko polje (Banate of the Vardar ; area, 7,356 hectares).

5. Protection against floods and drainage of the Posavina, left bank, from Sl. Brod to Srem. Mitrovica (Banates of the Save and the Danube ; area, 240,003 hectares) by the construction of a protection dyke along the river Save, by the digging of overflow canals and by the installation of seven pumping stations.

II. — All these works have been and are being carried out in accordance with the existing laws regarding waterways.

The works mentioned under I (a), 1, 2 and 3, and (b) 2, 4 and 5 are being carried out by the syndicated hydraulic associations mainly out of their own resources.

The works mentioned under I (b), 3 are being carried out for account of the Ministry of Agriculture out of a special credit voted for the colonisation of the Metohija ; 8,084,507.22 dinars have hitherto been spent for this purpose.

The works mentioned under I (b), 1 are being carried out in accordance with the regulations on agricultural reclamation of the syndicated hydraulic associations Dunavsko-Tamiska K.M.F. No. 4087/27. They are being financed by the [Société de Construction des Batignolles, Paris, in accordance with the financial agreement of April 28th, 1929, and the technical agreement of April 30th, 1929, on the basis of a lump sum of 254,290,937.10 dinars.

All the work has been or is being executed by contracts awarded after public tender. In respect of the works executed by the syndicated hydraulic associations, the State has granted a subsidy of 752,316.49 dinars, and the banates a subsidy of 954,438.70 dinars, charged to the ordinary budget.

III. — The works carried out by the syndicated hydraulic associations have been financed as follows :

*Ad I (a), 1.* — By a loan obtained from the privileged Agricultural Bank, which at the end of 1933 amounted to 3,449,750 dinars, and by the payments made by the Commune of Negotin as a member of the association.

*Ad I (a), 2.* — By a loan obtained from the City Savings Bank of Novi Sad, amounting to 7,000,000 dinars.

*Ad I (a), 3.* — By the allocation of the yield of the water rates among the members of the association.

*Ad I (b), 2.* — By a loan from the privileged Agricultural Bank, amounting at the end of the year 1933 to 11,487,864.08 dinars.

*Ad I (b), 4.* — By a State subsidy of 452,316.49 dinars and a subsidy from the banates of 225,438.70 dinars, and by the allocation of the yield of the water rates among the members of the association.

*Ad I (b), 5.* — By loans from the First Croat Savings Bank of 10,000,000 dinars, from the privileged Agricultural Bank of 2,500,000 dinars, by the allocation of the yield of the water rates and by the Jugoslovenksi Ganz Company.

PUBLIC WORKS CARRIED OUT IN CONNECTION WITH COLONISATION AT THE EXPENSE OF THE SPECIAL COLONISATION FUND OF THE MINISTRY.

	Dinars
I. — 1. Juzno-pećski Canal for the irrigation of the Metohija . . .	3,550,000
2. Erecki Canal for the irrigation of the Metohija . . . . .	1,750,000
3. Ovce-poljski water conduit . . . . .	682,000
4. Conservancy work on the Karasica waterway (D.Miholjac district) . . . . .	250,000
5. Reclamation works in the banate (Novi Sad) . . . . .	500,000
6. Livanjsko Polje reclamations (Split) . . . . .	100,000
7. Reclamation works in the Nerodimski (Rasica) district . .	30,000
8. Repairs to the protection dyke near Batka (Senta) . . .	25,000
Total . . . . .	6,887,000

All these works are to be carried out under the system of direct administration and by the labour of the colonists concerned.

The works mentioned under 1 to 3 have been completed, and those under 4 to 8 were begun this year.

In addition, the following credits with a view to reclamation works have been granted to the syndicated hydraulic associations whose areas contain land suitable for agriculture :

	Dinars
9. To the syndicated hydraulic association for the reclamation of the Skopsko Polje . . . . .	360,000
10. To the syndicated hydraulic association for the reclamation of the Gor. Lisicje . . . . .	500,000
11. To the syndicated hydraulic association for the reclamation of the Aranka, Velika, Kikinda . . . . .	100,000
Total . . . . .	960,000

II. — The sum spent on the construction of wells and water conduits in fifteen agricultural colonies amounts to 736,000 dinars.

III. — Construction of schools and educational centres in twenty-two agricultural colonies, 809,000 dinars.

IV. — Construction of churches in thirteen colonies, 717,000 dinars.

V. — Construction of dwelling-houses and agricultural outhouses for the new colonists :

	Dinars
1. Paid through various associations . . . . .	36,821,000
2. Spent under the system of direct administration . . . . .	2,950,000
3. Supplies of worked timber from the State forests . . . . .	<u>21,840,000</u>
Total . . . . .	61,611,000

Grand total, 71,720,000 dinars.

CONSTRUCTION OF IRRIGATION CANALS IN THE METOHIIJA DISTRICT : WORK CARRIED OUT AT THE EXPENSE OF THE STATE BY CONTRACT AWARDED ON PUBLIC TENDER AND BY MEANS OF LABOUR SUPPLIED BY THE COLONISTS.

	Dinars
1. Distribution canal of the Decansko-Lumbartski system for the irrigation of the " Lumbartski area " in the Metohija . . . . .	1,520,781.89
2. Lug-bunarski Canal . . . . .	1,913,958.78
3. Completion of the Lug-bunarski Canal and digging of the Cerimski Canal . . . . .	723,518.18
4. Completion of the Juzno-Pećski Canal . . . . .	<u>312,409.00</u>
Total . . . . .	4,470,667.85

*Projected Canals.*

	Dinars
1. Preko-Luski Canal . . . . .	556,109.58
2. Istinićski and Papračanski Canals . . . . .	845,982.54
3. Maznicki and Crmljanski Canals . . . . .	1,508,857.90

ROYAL MINISTRY OF PUBLIC WORKS.

(See following tables.)

OBSERVATIONS REGARDING THE FINANCING AND EXECUTION OF PUBLIC WORKS.

I. — The works are financed as follows :

- (a) State budget ;
- (b) Budgets of the banates ;
- (c) Budgets of the district road committees ;
- (d) State subsidies ;
- (e) Receipts in accordance with the regulations on the execution of public works ;
- (f) Contributions of interested parties ;
- (g) Road funds of the banates ;
- (h) Loans (internal and external).

II. — The allocation of expenditure as between materials and labour is approximately as follows in percentages :

	Materials	Labour
1. Roads and bridges . . . . .	30 to 40	70 to 60
2. Culverts, reinforcements and buildings. . . . .	50	50
3. Installations . . . . .	70 to 75	30 to 25
4. Hydro-technical works . . . . .	20 to 40	80 to 60

The greater part of the work is carried out by local labour and with local material in order to relieve unemployment and the economic depression to some extent.

Certain important material is obtained from abroad, such as asphalt for the surfacing of roads, big metal bridges, machinery and parts of machinery.

GENERAL TABLE OF PUBLIC WORKS EXECUTED DURING THE YEAR 1929.

	Dinars	Total	Per cent
Roads . . . . .	313,318,589.73		53.31
Buildings . . . . .	209,702,884.78		35.68
Bridges . . . . .	32,970,822.31		5.61
Installations <sup>1</sup> . . . . .	10,716,588.68		1.82
Culverts. . . . .	8,762,922.89		1.49
Protection and maintenance works . . . . .	12,246,184.71		2.09
Total . . . . .	587,717,993.10		100.—

<sup>1</sup> This item covers the works mentioned in paragraphs f, j, k and l of the questionnaire.

GENERAL RECAPITULATION OF WORKS IN COURSE OF EXECUTION.

Territoire	Exécutés à la charge Executed for account of								Territory
	De l'Etat — The State				Des Banovines et autres circonscriptions administratives autonomes The banates and other autonomous administrative units				
	En régie directe Direct		Par l'intermédiaire d'entreprises privées Through private undertakings		En régie directe Direct		Par l'intermédiaire d'entreprises privées Through private undertakings		
	Constructions neuves New constructions	Réparations Repairs	Constructions neuves New constructions	Réparations Repairs	Constructions neuves New constructions	Réparations Repairs	Constructions neuves New constructions	Réparations Repairs	
	Dinars	Dinars	Dinars	Dinars	Dinars	Dinars	Dinars	Dinars	
I. Banovine du Vardar . . . . .	1.468.758	2.975.386	2.642.590	6.127.770	1.441.239	400.000	4.084.631	797.616	I. Banate of the Vardar
II. Banovine du Vrbas . . . . .	412.057	1.619.747	476.246	689.852	1.574.969	306.195	4.579.769	540.051	II. Banate of the Vrbas
III. Banovine de la Drave . . . . .	3.102.033	1.561.000	1.600.000	244.000	35.022.065	24.602.781	19.485.000	1.656.000	III. Banate of the Drava
IV. Banovine de la Drina . . . . .	135.765	5.146.914	1.124.419	7.801.929	429.013	540.400	1.824.098	5.843.421	IV. Banate of the Drina
V. Banovine du Danube . . . . .	723.294	502.006	2.549.192	1.793.047	819.849	4.609.016	39.962.574	10.931.058	V. Banate of the Danube
VI. Banovine de la Zéta . . . . .	3.653.817	8.214.704	3.625.387	1.450.401	7.986.026	1.942.089	12.889.252	1.629.780	VI. Banate of the Zeta
VII. Banovine de la Morave . . . . .	2.722.824	125.718	2.086.253	552.062	11.817.713	1.642.793	14.052.102	1.652.011	VII. Banate of the Morava
VIII. Banovine du Littoral adriatique . . . . .	907.469	5.829.416	1.509.880	1.187.688	646.993	1.418.164	2.213.164	717.851	VIII. Banate of the Adriatic Coast
IX. Banovine de la Save . . . . .	—	4.429.989	3.098.881	4.031.853	165.000	2.700.877	13.929.059	5.777.960	IX. Banate of the Save
X. Préfecture de Beograd . . . . .	—	136.306	124.567	365.858	—	—	—	—	X. Prefecture of Belgrade
XI. Ministère des Travaux publics . . . . .	—	—	609.746.057	—	—	—	—	—	XI. Ministry of Public Works
Total . . . . .	13.126.017	30.541.186	628.183.472	24.244.460	59.902.867	38.162.315	113.019.649	29.546.048	Total



GENERAL RECAPITULATION OF SCHEMES OF WORKS.

Territoire	Travaux projetés dont l'exécution est prévue à la charge Schemes of works to be carried out for the account of				Territory
	De l'Etat The State		Des Banovines et autres circonscriptions administratives autonomes The banates and other autonomous administrative areas		
	Constructions neuves New constructions	Réparations Repairs	Constructions neuves New constructions	Réparations Repairs	
	Dinars	Dinars	Dinars	Dinars	
I. Banovine du Vardar . . . . .	566.825	19.814.801	26.109.132	—	I. Banate of the Vardar
II. Banovine du Vrbas . . . . .	2.783.670	6.871.796	4.541.220	841.792	II. Banate of the Vrbas
III. Banovine de la Drave . . . . .	192.007.276	59.502.582	181.573.756	36.334.140	III. Banate of the Drava
IV. Banovine de la Drina . . . . .	1.450.000	9.450.000	400.000	8.700.000	IV. Banate of the Drina
V. Banovine du Danube . . . . .	161.368	9.576.795	1.868.751	5.776.685	V. Banate of the Danube
VI. Banovine de la Zéeta. . . . .	177.120.547	19.800	16.000.000	—	VI. Banate of the Zeta
VII. Banovine de la Morave . . . . .	22.007.024	11.142.118	22.713.832	9.725.377	VII. Banate of the Morava
VIII. Banovine du Littoral adria- tique . . . . .	46.250.000	1.500.000	244.992.000	8.421.300	VIII. Banate of the Adriatic Coast
IX. Banovine de la Save . . . . .	11.114.002	26.425.745	10.221.354	120.296.133	IX. Banate of the Save
X. Préfecture de Beograd. . . . .	2.997.492	4.672.875	—	—	X. Prefecture of Belgrade
XI. Ministère des Travaux publics	563.600.090	—	—	—	XI. Ministry of Public Works
Total. . . . .	1.019.458.204	148.976.512	508.420.045	190.095.427	Total

ROYAL MINISTRY FOR WAR AND FOR THE NAVY.

Airports for civilian air traffic have been established at Belgrade, Zagreb, Skoplje, Ljubljana and Susak.

The following works have been carried out :

*At Belgrade :*

Levelling of the ground ;  
Construction of air station ;  
Three large hangars of reinforced concrete ;  
Workshops ;  
Water conduit ;  
Water supply ;  
Approach roads ;  
Electric installation ;  
Telephones ;  
Petrol tanks ;  
Garage, etc.

*At Zagreb :*

Levelling of the ground ;  
Construction of air station ;  
Two large hangars of reinforced concrete ;  
Water conduit ;  
Water supply ;  
Approach roads ;  
Electric installation ;  
Petrol tanks ;  
Telephones, etc.

*At Skoplje :*

Levelling of the ground ;  
Construction of air station ;  
Three hangars of iron ;  
Water-pipes ;  
Approach roads ;  
Electric installation ;  
Petrol-tanks, etc.

*At Ljubljana :*

Levelling of the ground ;  
Construction of air station ;  
Two hangars of stone ;  
Water conduit ;  
Approach roads ;  
Electric installation ;  
Telephone ;  
Petrol tanks, etc.

*At Susak:*

Levelling of the ground ;  
Construction of air station  
One hangar of stone ;  
Approach roads ;  
Electric installation ;  
Petrol tanks ;  
Water tanks, etc.

No other work is being carried out at present or is contemplated in the near future.

TECHNICAL AND ENGINEERING DEPARTMENT.

The following building work has been carried out by the department :

- (1) The building of the dam at Grosnica near Kragujevac, in order to bring water to the Military Technical Factory and to the town of Kragujevac ; and
- (2) Reconstruction of the following roads in the banates with the assistance of military labour : Kicevo-Jama-Debar, Skoplje-Urosevac and Ljubljana-Litija-Radeće.

LIST OF DOCUMENTS, ETC., ATTACHED TO THE REPLIES FROM  
THE VARIOUS GOVERNMENTS AND WHICH HAVE NOT BEEN  
PUBLISHED OR FROM WHICH ONLY EXTRACTS HAVE BEEN  
REPRODUCED.

UNION OF SOUTH AFRICA.

1. The Land Settlement Act, 1912 (No. 12, 1912).
2. Act to amend further the Laws relating to Land Settlement (No. 38, 1924).
3. Act (No. 1, 1931) to amend the Law relating to Land Settlement ; Act (No. 25, 1931) to provide for the Grant of Relief to Settlers and to amend further the Law relating to Settlement.
4. Act to amend the Law relating to Land Settlement (No. 57, 1934).
5. Report of the Department of Lands (period 1932-33).
6. Anti-Soil Erosion Works and Improvement of Pasturage (Further Facilities).
7. Bywoners, Farm Overseers and Farm Assistants Rehabilitation Scheme.
8. Memorandum prepared by Cape Provincial Administration (Roads and Bridges).
9. Memorandum prepared by the Orange Free State Provincial Administration (Roads and Local Works Branch).
10. Memorandum prepared by the Transvaal Provincial Administration on Public Works.

AUSTRALIA.

Prevention and Relief of Unemployment Act, 1930-1932. (Declaration of Works to be Works for the Relief of Unemployment. Declared Relief Works ; Wages, Hours and Mode, Terms and Conditions of Employment).

AUSTRIA.

Statistics of Austrian hydro-electric and thermo-electric works with a nominal output of not less than 500 kw., and transmission plants accessory thereto, as at the end of 1933.

BELGIUM.

1. Technical questions : Power which can be directly utilised ; power available but which cannot be directly utilised.
2. Map relating to the production and transmission of electric power.
3. Map relating to the distribution and conveyance of gas.

CANADA.

1. Unemployment Relief Act, 1930. (Report of Dominion Director of Unemployment Relief).
2. Unemployment and Farm Relief Act, 1931. (Report of Dominion Director of Unemployment Relief.)
3. The Relief Act, 1932. (Report of Dominion Commissioner of Unemployment Relief.)
4. The Relief Act, 1933. (Report of Dominion Commissioner of Unemployment Relief.)

UNITED STATES OF AMERICA.

Public Works Administration : Letter from the Administrator of Public Works transmitting, pursuant to Senate resolution No. 190, a report of the business of the Federal Emergency Administration of Public Works for the period ending February 15th, 1934.

HAITI.

General Directorate of Public Works : Annual reports of the Chief Engineer for the financial years 1927-28, 1928-29, 1929-30, 1930-31 and 1931-32.

ITALY.

1. Ministry of Public Works : Public works up to December 31st, 1929 ; December 31st, 1930 ; December 31st, 1931 ; December 31st, 1932.
2. Ministry of Public Works : Public works, 1922-1932.

PORTUGAL.

1. Autonomous Road Board : Statistical table (1929-1934).
2. Ministry of Public Works and Communications : Brief summary of the work carried out by the Autonomous Board for Agricultural Hydraulic Works (May 1934).
3. Scheme for the improvement of the ports of Douro and Leixoes.

SWITZERLAND.

1. Federal Decree granting extraordinary assistance to the unemployed (December 23rd, 1931).
2. Federal Decree granting extraordinary assistance to the unemployed (April 13th, 1933).
3. Federal Decree concerning the replenishment of reserve stocks of military material and the execution of other extraordinary works designed to relieve unemployment (October 14th, 1933).
4. Federal Decree opening a new credit for subsidies in aid of relief works (June 22nd, 1934).

YUGOSLAVIA.

1. Statistics of public works carried out during the years 1929, 1930, 1931, 1932 and 1933.
  2. Statistical table of public works carried out during the first quarter of 1934.
  3. Detailed tables relating to public works now being carried out.
  4. Detailed tables relating to projected public works.
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