

# LEAGUE OF NATIONS

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# RECORDS

OF THE

SEVENTH ORDINARY SESSION

OF THE

ASSEMBLY

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6

MEETINGS OF THE COMMITTEES

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MINUTES

OF THE

FIFTH COMMITTEE

(GENERAL AND HUMANITARIAN QUESTIONS)

GENEVA, 1926

FIFTH COMMITTEE  
OF THE SEVENTH ORDINARY SESSION OF THE ASSEMBLY.

CONTENTS.

	Page
LIST OF MEMBERS . . . . .	5
AGENDA . . . . .	7
FIRST MEETING, September 7th, 1926, at 6 p.m.:	
1. Opening Speech by the Chairman . . . . .	8
2. Election of the Vice-Chairman . . . . .	8
3. Adoption of the Agenda . . . . .	8
4. Appointment of Rapporteurs . . . . .	8
SECOND MEETING, September 9th, 1926, at 3.30 p.m.:	
5. Report on the Work of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs . . . . .	9
THIRD MEETING, September 11th, 1926, at 3 p.m.:	
6. Welcome to the German Delegation . . . . .	14
7. Report on the Work of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs ( <i>continuation</i> ) . . . . .	15
8. Appointment of Rapporteurs for Items 4 and 5 of the Agenda . . . . .	18
FOURTH MEETING, September 13th, 1926, at 10.30 a.m.:	
9. Report on the Work of the Fifth Session of the Traffic in Women and Children Committee . . . . .	19
10. Report on the Work of the Second Session of the Child Welfare Committee . . . . .	21
FIFTH MEETING, September 17th, 1926, at 4.30 p.m.:	
11. Report on the Work of the Second Session of the Child Welfare Committee ( <i>continuation</i> ) . . . . .	21
12. Report on the Work of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs: Adoption of the Report of the Fifth Committee to the Assembly . . . . .	23
13. Report on the Work of the Fifth Session of the Traffic in Women and Children Committee: Report of the Sub-Committee appointed to examine the draft resolution submitted during the Fourth Meeting by the Representative of Cuba and relating to the Enquiry into certain Aspects of Prostitution . . . . .	23
SIXTH MEETING, September 18th, 1926, at 10.30 a.m.:	
14. Report on the Work of the Second Session of the Child Welfare Committee ( <i>continuation</i> ) . . . . .	24
SEVENTH MEETING, September 18th, 1926, at 3 p.m.:	
15. Report on the Work of the Second Session of the Child Welfare Committee ( <i>continuation</i> ) . . . . .	26
16. Report on the Work of the Fifth Session of the Traffic in Women and Children Committee: Adoption of the Report of the Fifth Committee to the Assembly . . . . .	27
17. Report of the Commission for the Protection of Women and Children in the Near East . . . . .	27

EIGHTH MEETING, September 20th, 1926, at 3 p.m.:		Page
18.	Report of the Commission for the Protection of Women and Children in the Near East: Report of the Sub-Committee . . . . .	29
19.	Russian and Armenian Refugee Questions . . . . .	29
20.	Report on the Work of the Second Session of the Child Welfare Committee: Adoption of the Report of the Fifth Committee to the Assembly . . . . .	31
21.	Italian Legislation concerning Maternity and Child Welfare . . . . .	32
NINTH MEETING, September 22nd, 1926, at 10 a.m.:		
22.	Work of the Commission for the Protection of Women and Children in the Near East: Adoption of the Report of the Fifth Committee to the Assembly . . . . .	32
23.	Statement by the French Delegation . . . . .	32
24.	Russian and Armenian Refugee Questions ( <i>continuation</i> ) . . . . .	32
TENTH MEETING, September 22nd, 1926, at 10 p.m.:		
25.	Russian and Armenian Refugee Questions ( <i>continuation</i> ) . . . . .	34
26.	Extension to other Categories of Refugees of Measures taken to assist Russian and Armenian Refugees . . . . .	35
27.	Russian and Armenian Refugee Questions ( <i>continuation</i> ) . . . . .	35
28.	Settlement of Armenian Refugees . . . . .	36
29.	Extension to other Categories of Refugees of Measures taken to assist Russian and Armenian Refugees ( <i>continued</i> ) . . . . .	37
ELEVENTH MEETING, September 23rd, 1926, at 3 p.m.:		
30.	Extension to other Categories of Refugees of Measures taken to assist Russian and Armenian Refugees: Adoption of the Report of the Fifth Committee to the Assembly . . . . .	38
31.	Settlement of Armenian Refugees: Adoption of the Report of the Fifth Committee to the Assembly . . . . .	38
32.	Russian and Armenian Refugee Questions: Adoption of the Report of the Fifth Committee to the Assembly . . . . .	38
33.	Russian and Armenian Refugee Questions: Draft Resolution of the German Delegation on Unemployment . . . . .	38
TWELFTH MEETING, September 24th, 1926, at 3 p.m.:		
34.	Request by the French Delegation for Correction of the Minutes of the Ninth Meeting . . . . .	39
35.	Work of the Commission for the Protection of Women and Children in the Near East: Decision of the Fourth Committee . . . . .	39
36.	Settlement of Armenian Refugees: Decision of the Fourth Committee . . . . .	40
37.	Russian and Armenian Refugee Questions: Decision of the Fourth Committee . . . . .	41
38.	Extension to other Categories of Refugees of the Measures taken to assist Russian and Armenian Refugees: Amendment to the Resolution of the Committee . . . . .	41
39.	Close of the Session . . . . .	42
ANNEXES . . . . .		43

LIST OF MEMBERS OF THE COMMITTEE.

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*Chairman:* His Excellency M. Albert MENSITORFF-POUILLY-DIETRICHSTEIN (Austria).  
*Vice-Chairman:* His Excellency M. PARRA-PÉREZ (Venezuela).

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- Abyssinia:* His Excellency the Dedjazmatch GUETATCHEOU.  
Lidj Makonnen ENDELKATCHOU (Substitute).
- Albania:*
- Australia:* Mr. A. G. MANNING, M.P.  
Miss Freda BAGE, M.Sc. (Substitute).
- Austria:* His Excellency M. Albert MENSITORFF-POUILLY-DIETRICHSTEIN.  
His Excellency M. Leo DI PAULI.
- Belgium:* M. Louis DE BROUCKÈRE.  
M. P. E. JANSON.
- British Empire:* The Rt. Hon. Viscount CECIL OF CHELWOOD, K.C.  
The Hon. Mrs. Alfred LYTTTELTON, D.B.E. (Substitute).
- Bulgaria:* His Excellency M. Athanase D. BOUROFF.
- Canada:* Mr. Walter A. RIDDELL, M.A., Ph.D.
- Chile:* His Excellency M. Jorge VALDES-MENDEVILLE.
- China:* His Excellency M. CHAO-HSIN CHU.  
M. SU-SENG KOO (Substitute).
- Colombia:* His Excellency Dr. Esteban JARAMILLO.
- Cuba:* His Excellency M. Orestes FERRARA.  
M. R. H. PORTELA and  
Dr. D. F. RAMOS (Substitutes).
- Czechoslovakia:* His Excellency Dr. VEVERKA.  
His Excellency Dr. KROFTA.
- Denmark:* M. F. BORGBJERG.  
Mlle Henni FORCHHAMMER (Substitute).
- Dominican Republic:* Dr. T. Franco FRANCO.  
M. S. E. PARADAS (Substitute).
- Estonia:* M. Auguste J. SCHMIDT.  
M. Oskar ÖPIK (Substitute).
- Finland:* M. Väinö VOIONMAA.
- France:* M. Jules PAMS.  
M. François LABROUSSE and  
M. Joseph BARTHÉLEMY (Substitutes).  
M. Paul BASTID.
- Germany:* Dr. BREITSCHIED.  
Frau Dr. BAÜMER (Substitute).
- Greece:* M. Vassili DENDRAMIS.
- Guatemala:* Dr. Francisco A. FIGUEROA.
- Haiti:* His Excellency M. Alfred NEMOURS.
- Hungary:* M. Georges DE BARCZA.  
M. Antoine ULLEIN (Substitute).

<i>India:</i>	Colonel His Highness the Maharaja of KAPURTHALA, G.C.S.I., G.C.I.E. Sir Basanta Kumar MULLICK (Substitute).
<i>Irish Free State:</i>	Mr. Daniel A. BINCHY, M.A., Ph.D. Mr. Joseph P. WALSHE (Substitute).
<i>Italy:</i>	His Excellency M. Stefano CAVAZZONI. Count Manfredi GRAVINA (Substitute).
<i>Japan:</i>	His Excellency M. Matsuzo NAGAI. M. Isaburo YOSHIDA and His Excellency M. Naotake SATO (Substitutes).
<i>Latvia:</i>	His Excellency M. F. VESMANS.
<i>Liberia:</i>	M. Nicolas OOMS.
<i>Lithuania:</i>	M. Oscar V DE MILOSZ-MILASIVS.
<i>Luxemburg:</i>	His Excellency M. E. REUTER. M. Albert WEHRER (Substitute).
<i>Netherlands:</i>	M. J. P. A. FRANÇOIS.
<i>New Zealand:</i>	The Hon. Sir C. J. PARR, K.C.M.G. Mr. C. A. KNOWLES (Substitute).
<i>Nicaragua:</i>	Dr. A. SOTTILE. His Excellency M. T. F. MEDINA (Substitute).
<i>Norway:</i>	Mme. LARSEN JAHN.
<i>Panama:</i>	His Excellency M. G. ANDREVE.
<i>Paraguay:</i>	Dr. R. V. CABALLERO.
<i>Persia:</i>	His Highness Prince ARFA. His Excellency Abolghacem Khan AMID.
<i>Poland:</i>	His Excellency M. F. SOKAL. M. Stanislas POSNER.
<i>Portugal:</i>	His Excellency Dr. Bartholomeu FERREIRA. M. Dias DE OLIVEIRA (Substitute).
<i>Roumania:</i>	Mlle VACARESCO. M. Nicolas DIANO and M. Michel ARION (Substitutes).
<i>Salvador:</i>	His Excellency Dr. T. Gustavo GUERRERO.
<i>Kingdom of the Serbs, Croats and Slovenes:</i>	His Excellency M. Stéphan RADITCH. M. Ranislav M. AVRAMOVITCH.
<i>Siam:</i>	His Highness Prince CHAROON. Nai Thawin ARTHAYUKTI.
<i>South Africa:</i>	Mr. Seymour JACKLIN.
<i>Sweden:</i>	Mme. Anna BUGGE-WICKSELL.
<i>Switzerland:</i>	M. Walter BURCKHARDT. M. Daniel SECRÉTAN.
<i>Uruguay:</i>	His Excellency M. B. FERNANDEZ Y MEDINA. His Excellency M. BUERO.
<i>Venezuela:</i>	His Excellency M. PARRA-PÉREZ. M. S. Gonzalez RINCONES (Substitute).

FIFTH COMMITTEE  
OF THE SEVENTH ORDINARY SESSION OF THE ASSEMBLY.

(GENERAL AND HUMANITARIAN QUESTIONS.)

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AGENDA.

1. REPORT OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.
  2. REPORT OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.
  3. REPORT OF THE COMMITTEE ON CHILD WELFARE.
  4. THE CONFERENCE ON RUSSIAN AND ARMENIAN REFUGEE QUESTIONS: MEASURES TAKEN BY THE GOVERNMENTS TO GIVE EFFECT TO THE TERMS OF THE ARRANGEMENT CONCLUDED AT THE CONFERENCE.
  5. PROTECTION OF WOMEN AND CHILDREN IN THE NEAR EAST: REPORT ON THE WORK OF MISS JEPPE AND DR. KENNEDY FOR 1925-26.
  6. SETTLEMENT OF ARMENIAN REFUGEES AND THE CREATION OF AN ARMENIAN NATIONAL HOME.
  7. THE EXTENSION TO OTHER CATEGORIES OF REFUGEES OF THE MEASURES TAKEN TO ASSIST RUSSIAN AND ARMENIAN REFUGEES.
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## FIRST MEETING.

*Held on Tuesday, September 7th, 1926, at 6 p.m.*

Chairman: His Excellency M. MENSdorFF-POUILLY-DIETRICHSTEIN.

### I. Opening Speech by the Chairman.

The CHAIRMAN thanked the delegates for the honour which they had done him by asking him to direct the work of the Committee. He especially appreciated being called upon to preside over a Committee composed of so many eminent men and women whose activities were devoted to the relief of suffering.

He felt sure that the members of the Committee would assist him by refraining from the introduction of any matter which was not strictly within the scope of the discussion in order to avoid undue pressure and hurry towards the end of the session.

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

Dame Edith LYTTTELTON (British Empire) proposed that M. PARRA-PÉREZ (Venezuela) should be elected Vice-Chairman.

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes), supported by M. O. FERRARA (Cuba), M. SEGRETAN (Switzerland), M. CHAO-HSIN Chu (China), M. PAMS (France), Dr. F. A. FIGUEROA (Guatemala), M. G. ANDREVE (Panama) and M. DE ULLEIN (Hungary), seconded the proposal of Dame Edith Lyttelton.

*M. Parra-Pérez was unanimously elected Vice-Chairman.*

M. PARRA-PÉREZ (Venezuela) thanked the Committee for the honour conferred upon him, an honour which he attributed to the fact that he had had the privilege of attending all the previous sessions of the Committee. It was his intention to assist the Chairman to the utmost of his ability, although he was convinced that such assistance would be superfluous.

### 3. Adoption of the Agenda.

The CHAIRMAN stated that the following subjects had been referred to the Fifth Committee:

1. Report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs.
2. Report of the Traffic in Women and Children Committee.
3. Report of the Committee on Child Welfare.
4. The Conference on Russian and Armenian Refugee Questions: Measures taken by the Governments to give effect to the Terms of the Arrangement concluded at the Conference.
5. Protection of Women and Children in the Near East: Report on the Work of Miss Jeppe and Dr. Kennedy for 1925-26.
6. Settlement of Armenian Refugees and the Creation of an Armenian National Home.
7. Extension to other Categories of Refugees of the Measures taken to assist Russian and Armenian Refugees.

*The agenda was adopted without discussion.*

### 4. Appointment of Rapporteurs.

The CHAIRMAN asked the Committee to appoint Rapporteurs for the various items on the agenda.

The following Rapporteurs were nominated:

1. Report of the Advisory Committee on Traffic in Opium: M. VEVERKA (Czechoslovakia); proposed by M. Cavazzoni (Italy), seconded by M. Schmidt (Estonia).
2. Report of the Traffic in Women and Children Committee: M. NAGAI (Japan); proposed by Mme. Larsen Jahn (Norway), seconded by Mme. Bugge-Wicksell (Sweden).
3. Report of the Committee on Child Welfare: Mr. W. A. RIDDELL (Canada); proposed by M. Paradas (Dominican Republic), seconded by Mlle Forchhammer (Denmark).

The CHAIRMAN proposed that the appointment of the Rapporteurs for the remaining four questions should be deferred until a subsequent meeting

*The proposal of the Chairman was adopted.*

The CHAIRMAN intimated that the first three items on the agenda would be taken in the order in which they stood. •

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## SECOND MEETING

*Held on Thursday, September 9th, 1926, at 3.30 p.m.*

Chairman: His Excellency M. MENSENDORFF-POUILLY-DIETRICHSTEIN.

5. **Report on the Work of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs.** (Annex I, A.20.1926.III.)

M. VEVERKA (Czechoslovakia), Rapporteur, before reading his report (Annex 1a, A. V/1. 1926), drew attention to the considerable importance of this subject from the point of view of the social problems with which the whole of humanity is concerned. This point had been perfectly realised by the Advisory Committee and evidence of it might be seen throughout its work. The report which he was about to read was of a technical nature and he trusted that the observations of members of the Fifth Committee would have the effect of illustrating and would serve as a basis for a complete statement to the Assembly.

M. VEVERKA read his report and proposed the adoption by the Fifth Committee of the report and resolutions of the Advisory Committee.

M. PARRA-PÉREZ (Venezuela), Vice-Chairman, spoke as follows: •

Ladies and Gentlemen — I desire in the first place to offer my warm congratulations to the distinguished members of the Advisory Committee on their very interesting report, which will enable us to resume the study of the question of the illicit traffic in drugs on a solid basis of clear and precise fact. I must also congratulate our eminent colleague M. Veverka on the draft report which he has circulated and to which, I am sure, we shall all give our approval.

The Advisory Committee on the Traffic in Opium and other Dangerous Drugs, in its report to the Council on the work of its eighth session, points out that, even after six years of continuous efforts, the position is still, in its opinion, extremely serious, and that there is no doubt that the quantity of narcotics produced exceeds very considerably medical and scientific requirements. It is obvious, therefore, that the illicit traffic is assuming dimensions which are a growing source of anxiety to all Governments which have at heart the moral and physical welfare of their peoples. The question we must ask ourselves to-day is whether those countries which are bound by international engagements and which are Members of the League of Nations have not at last been brought face to face with the real causes of the illicit traffic in narcotics, opium and its derivatives and cocaine.

It would be easy for me to take the figures given in the Advisory Committee's report and prove, from the seizures of morphine and heroin, the existence of an illicit traffic the transactions of which may be measured in tons. But I shall not give these figures; they are useless.

In 1912, a number of States met at The Hague and drew up a Convention, for the very reason that this scourge had already made itself felt even at that time. There is, then, nothing new in the illicit traffic in narcotics. To-day, for the first time, our Committee has received a report in which the competent organ of the League, having been asked to make a constant study of questions relating to the application of the Hague Convention, finds that the position is extremely serious. To remedy this state of affairs, certain measures of a supervisory nature are proposed. It is now fourteen years since the signatory countries bound themselves by the Hague Convention, and, that Convention having proved inadequate, we are now asked to sign and ratify another Convention, based on the same principles, in the hope that it will provide a remedy for present conditions.

That is all very well, and I quite agree in principle with the draft resolutions drawn up by the Advisory Committee; but I refuse to believe that, in order to stop this international illicit traffic, which is bringing moral, intellectual and physical ruin upon millions of human beings, the League of Nations can do no more than recommend the application of a Convention which does not seem to be regarded as successful by the actual countries which are seriously affected by this traffic.

I think I am voicing the views of many of you when I say that, now that the origin of the evil has been revealed by our Committee of Experts — the Advisory Committee — our efforts should be directed principally towards attacking the evil at its source. According to the Advisory Committee's report, the danger lies at present in over-production, the quantities produced being ten or even twenty times greater than those required for medical purposes. If there were no surplus, there would be no abuse. I give my approval to the draft resolution regarding the Geneva Convention, but at the same time I strongly urge the necessity of taking other steps as well. I do not think we need long discussions to reach agreement as to the remedy required, because the formula we need already exists in the Hague Convention, namely, the *limitation of production to medical requirements*.

Until this condition is fulfilled, our efforts will be useless, because all manufactured products must, by the force of circumstances, seek outlets, and narcotics are still pouring into the market



for illicit purposes. Let the different States put the Geneva Convention into force, but let them also apply with all vigour the principle laid down at The Hague, which would render control of the traffic easier and less costly, since the quantity of narcotics to be supervised would be very small compared with what is being placed on the market at the present time.

Of course, I am in no way criticising the admirable technical work which has been done by the Opium Section and the Advisory Committee; I am only too glad to pay a tribute to them. I merely wish to point out the inadequacy of certain measures, and I do not hesitate to repeat that, since the evil is due to what practically amounts to unlimited production, it can only be cured by limiting that production.

In these circumstances, a fresh and urgent appeal should be sent to producing and manufacturing countries to consider ways and means of limiting their output to legitimate medical requirements. That is the suggestion which I respectfully submit to this Committee. The measures already announced by the Governments of Japan and India, to which we cannot but feel grateful on that account, show that an appeal by the League in the sense indicated would not be made in vain.

M. CAVAZZONI (Italy) spoke as follows:

The report of the Secretariat to the Assembly and that of the Advisory Committee to the Council clearly show the seriousness of the position as regards opium and drugs. Never before has the production of raw opium and manufactured drugs reached such enormous proportions. Never has smuggling been so powerfully or so widely organised. Never have the ravages caused by the illicit use of narcotics been so disastrous. Public opinion, which for some long time past has been frequently — and rightly — alarmed, is calling for drastic and immediate steps to be taken both to remedy a situation which is constantly growing worse and also to put a stop to a shameful traffic which for sordid gain is sapping the vitality of nations.

It is, I submit, useless to give sensational details regarding the widespread addiction to cocaine and morphine in countries and in social classes which have hitherto remained unaffected. Such details are undoubtedly well known to every Government. There is one point, however, on which I should like to dwell and to which I am instructed by my Government to call your attention. The over-production of drugs and the consequent increase in smuggling necessarily produce a more or less serious effect in every country. In Italy, I am glad to say, thanks to the special conditions which exist there — thanks, too, to the watchfulness of the Government — smuggling has been reduced to a minimum. Nevertheless, the menace exists, and on that account the Government is obliged to enforce very costly measures of supervision. Apart from this, the Italian Government has no material interest in the question; it is actuated solely by idealistic and moral considerations, and hopes that the other Governments will show the same interest in solving this serious problem.

In the first place, a firm stand should be made against the widespread idea that the drug question only concerns producing countries. It is largely due to the fact that non-producing but consuming countries have washed their hands of the matter that the position has become so serious. This view used to be commonly held in Italy too, but to-day the position is quite changed. One of the principal aims of the Fascist Government since it came into power has been to take effective steps to protect public morality. It has ceaselessly striven to strengthen and develop the spiritual values of the country. It has fought with all its might against the illicit use of narcotics, enacting severe police measures in the country itself and the strictest possible supervision of the frontiers. But Italy, like other countries, has found that the problem of illicit traffic cannot be solved on a national basis. Smuggling exists on a world-wide scale, and calls for international measures of defence. It was to solve this problem that an agreement was signed between a number of Governments at The Hague in 1912, and that international control of the application of this Convention was entrusted first of all to the Government of the Netherlands and afterwards, under Article 23 of the Covenant, to the League of Nations. Despite these measures, the position has become worse, especially of recent years — a proof that the methods hitherto followed have been inadequate.

The Italian Government has several times urged that a radical solution of the narcotics question should be adopted. It agrees with the view taken by a number of consuming countries and by the mass of public opinion that the evil must be attacked at the root by reducing the production of the raw material — raw opium — to the bare requirements for medical and scientific purposes. This solution, which is the only really effective one, was not adopted at the Hague Conference in 1912, nor — a fact which is even more regrettable — at the Geneva Conference of last year, owing to difficulties of which I am fully conscious. Nevertheless, there remained a second solution which, although not solving the whole problem or, in particular, the problem of opium for smoking, was sufficient to suppress the traffic in manufactured drugs. As you know, it is mainly this drug traffic which threatens Western countries, whereas the use of opium for smoking is commonest in the East.

At The Hague an attempt was made to abolish the over-production of morphine, cocaine and their respective salts. Since the production of drugs is concentrated in a small number of countries at a high level of civilisation, it should not have been found difficult to reach an agreement. Indeed, Article 9 of the Convention adopted by the Hague Conference could, if applied, completely remove the evils we are combating. This article reads as follows:

“ The Contracting Powers shall enact pharmacy laws or regulations to limit exclusively to medical and legitimate purposes the manufacture, sale and use of morphine, cocaine and their respective salts, unless laws or regulations on this subject are already in existence.

“ They shall co-operate with one another to prevent the use of these drugs for any other purpose.”

I should like to draw special attention to the importance of this article, which, if applied by all the signatory Governments to the Hague Convention, would put an end to the illicit traffic altogether. We must frankly tell the public that the present situation is due to the fact that certain producing countries are violating the Hague Convention — in other words, they are producing dangerous narcotics on an unlimited scale and bringing ruin upon whole populations. The problem before us is to determine how to enforce the strict application of the Hague Convention. This question has already been answered more than once. We know to-day within fairly accurate limits what the medical requirements of the world are. It is estimated that the necessary quantities of drugs are as follows:

	Tons
Medicinal Opium . . . . .	(approximately) 100
Morphine . . . . .	130
Codeine . . . . .	84
Heroin . . . . .	15

This makes a total of about 330 tons for opium and its derivatives.

Moreover, the factories producing manufactured drugs do not number more than fifty in the whole world. They are known, and consequently all that would be needed would be an arrangement among these factories to divide among themselves the total output of opium shown above, while the Governments responsible for the application of the Hague Convention should take effective measures to ensure that the output of their factories did not exceed the amount allotted to them. A second solution might also be considered, viz., to give the Governments themselves a monopoly of the production of these drugs, as indeed has already been done in several countries; and thirdly, there is the system, already adopted in the United States, whereby each country would produce for itself the drugs it required, and those which could not produce the amount they required could arrange to obtain the necessary quantities from producing countries.

The limitation of the production of manufactured drugs will lead to a reduction in the use of raw opium, and, consequently, the cultivation of the opium poppy will be reduced. It is a vicious circle which we must break. Since we cannot at present succeed in limiting the cultivation of the poppy in Eastern countries, we must ask the manufacturing countries to restrict their output of drugs. But that is not enough.

Each State is bound by its contractual engagements to limit the manufacture of drugs at home and to check illicit exportation abroad. To fulfil this obligation, it must adopt legislative provisions in conformity with the clauses of the Convention already referred to, and it must impose penalties on offenders. But the obligations incumbent upon the States do not end there either. The essential need is that each State should take administrative steps in its own territory to ensure respect for the agreements which have been reached, and the guarantee afforded by the other States rests upon this action by the administrative organs. It is true that each consuming State provides for its own protection by taking severe preventive measures against smugglers, but that does not exempt the producing State from the obligation to guarantee the other States against the evil caused by its own over-production. If it fails to check this evil, it is violating an international agreement and is answerable to the other signatory States, which are being made the recipients of the surplus output which it cannot or will not keep within the limits laid down by the Convention. It is incurring a moral responsibility, too, towards the whole community of civilised States.

On the basis of these principles, the consuming countries should agree among themselves upon the measures to be adopted for common defence. The danger of drug addiction, due to the unchecked activities of a few producing States, must be removed.

And here the question of international control arises. It is clear from what we have already said that control cannot in itself solve the opium question. Obviously, control cannot be introduced until the principle of limited production has been accepted; but on that point too we must be quite clear. International control can never supersede national control, and, if countries fail to carry out the obligation of supervising production and traffic in their own territories, it is useless to expect international control to succeed.

In the Advisory Committee's report to the Council, it is stated that, at present, control of the illicit traffic is particularly difficult, and it is recommended that all States should be urged to ratify the Geneva Convention without delay. If control over the traffic in drugs is difficult under present conditions, it is owing to the fact that there are some manufacturing States which have not sent in the information required under the Hague Convention, while others only send this information irregularly, or send incomplete information. In any case, there arises a question of principle which has hitherto invalidated the whole of the League's system of control. What is the object of the control entrusted to the League by the Covenant? It is to protect the peoples against the dangers of over-production; in other words, the main interest is that of the consuming countries. But the Advisory Committee of the League is composed solely of representatives of producing countries, with the paradoxical result that those who control are the very people who ought to be controlled.

I do not wish to imply that the Committee's work has not been successful; on the contrary, I desire to pay a tribute to the sincerity and zeal which have in general been displayed by its members. It is the system which is unsound. It is undeniable that there is a necessary,

natural and inevitable clash of interests between producing and consuming countries, but the public should not be given the impression that the Advisory Committee is a close preserve of the producing countries. All this is so self-evident that, in the discussion of the Geneva Convention, the consuming countries could not be refused representation on the Permanent Central Board which is to control the traffic in narcotics. It should be recognised that in this respect the new Convention marks a definite advance upon the present system, and a further advantage lies in the proposed system of export and import certificates. Nevertheless, the Convention is far from perfect and contains clauses which many countries cannot accept. I have no wish to make a detailed criticism of the Geneva Convention, but since its immediate ratification is recommended because "it will enable a more effective control of international traffic to be exercised", I feel bound to give the reasons why my Government cannot accede to the said Convention.

The Convention places the Permanent Central Board provided for in Article 19 and the following articles in a position of independence which in our opinion is both unjustifiable and dangerous. Moreover, it is at variance with Article 23 of the Covenant, which entrusts the general supervision of agreements relating to the traffic in opium and similar drugs to the League of Nations. The Assembly of the League at its first session laid down clearly and precisely the interpretation to be given to this article, in the following resolution:

" . . . for the purpose of enabling the League to exercise its general supervision over the execution of arrangements with regard to this traffic, *the Secretariat of the League* is entrusted with the duty of collecting information as to the arrangements made in the various countries for carrying out the Opium Convention, the production, distribution and consumption of the drugs.

" That, in order to secure the fullest possible co-operation between the various countries in regard to the matter, and to assist and advise the Council in dealing with any questions that may arise, an Advisory Committee be appointed by the Council . . . "

This is a proof that control has been entrusted to the League of Nations and that the technical body to collect the necessary information is the Secretariat. The Committee acts only in an advisory capacity. In the opinion of my Government, the League cannot abandon the work of control entrusted to it by the Covenant and confirmed by the Assembly, and the Secretariat must continue to be the technical body in question. This is a guarantee which my Government cannot see its way to renounce.

To sum up, the Italian Government's views are as follows: (1) A strict application of the Hague Convention must be obtained, this Convention, if observed, being sufficient to do away with the illicit traffic; (2) the Opium Section of the Secretariat should be in a position to carry out the duties which are entrusted to it by the Covenant and by the resolution of December 15th, 1920; (3) the Advisory Committee should consist, in equal proportions, of persons having some knowledge of the question of narcotics belonging to the producing and manufacturing countries, on the one hand, and the consuming countries on the other.

I will now conclude. None of us can view the seriousness of the present situation with indifference, nor can it be said that the Italian Government has delayed until to-day before reminding the League of the facts. Not to mention many other circumstances, I would remind you that in 1923, when I was still a member of this Committee, I proceeded, with the approval of many of my colleagues whom I have the pleasure of seeing again now, to lay before you practically the same points as those which I have urged upon you to-day; I also indicated the legislative and administrative measures which had then been taken in Italy; I showed that the Hague Convention was adequate to suppress the illicit traffic; I drew attention to the shortcomings of certain producing States; and, lastly, I questioned the propriety of calling a fresh conference until the producing States had given concrete evidence of their good-will.

Ladies and gentlemen, the public at large is following with keen interest the decisions which you are about to take to meet the serious needs of the situation. The public realises that, in discussions of serious problems of a political nature, it is not always possible to reach a satisfactory result; but it will never believe that, in questions which are essentially of a humanitarian and moral character, the League of Nations could fail to secure the triumph of the principle of justice and the brotherhood of man.

Viscount CECIL OF CHELWOOD (British Empire) supported the preceding speakers in insisting upon the gravity of the situation revealed by the report of the Advisory Committee. The British Government had never ceased making sincere efforts for repression of the traffic. Nevertheless, although adopting the same premises as M. Parra-Pérez and M. Cavazzoni, Viscount Cecil did not arrive at the same conclusions. The data afforded by the annexes to the report of the Advisory Committee displayed the large number of seizures which have been effected during the past year, and they gave rise to grave misgivings when it was considered that these seizures constituted only a very small fraction of the total traffic. The honourable delegate from Italy appeared to think that the application of the provisions of the Hague Convention should be sufficient to check the illicit traffic. Nevertheless, so far from being at variance with the Hague Convention, the Geneva Convention really constituted a confirmation of it in a more detailed and effective form, as was shown by Articles 5, 6, 7, 8, 9 and 10. It was therefore to be hoped that the Italian Government would modify its attitude and decide to sign and ratify the Geneva Convention. It further appeared to him that the honourable delegate for Italy went too far in describing the Advisory Committee as being entirely constituted of representatives of producing countries. In point of fact, some of the States represented on the Committee were not producing countries. As for the

Central Board, that also did not seem to be open to the criticism which M. Cavazzoni directed against it, since it was to be appointed by the Council of the League and to consist of impartial experts, with particular regard to the necessity of allowing consuming States a fair representation. There were also provisions for the inclusion in the Appointing Body of an American and a German who were to be essentially first-class technical experts.

The Council of the League, by delegating a task of this nature to an organisation of experts, did not thereby forfeit its independence or its right to make decisions and to take action for the control of the traffic. The Committee of Experts contemplated by the Geneva Convention was certainly a considerable advance upon the work done at The Hague. It was now essential, if progress was desired, to ensure the immediate operation of the Geneva Convention, and, in the light of experience, to see whether it was capable of remedying the ills which it was designed to meet. Other methods might be looked for later. Among these might come such suggestions as that made by Colonel Woods, the American assessor to the Advisory Committee, in which case the British Government would be glad to lend its assistance. But, in any event, the signature and ratification of the Geneva Convention should not be adjourned.

The representative of the British Empire on the Advisory Committee had proposed that insurance companies should be asked to collaborate in the repression of the illicit drug traffic. From a telegram received that day it appeared that the International Union of Marine Insurance Companies had received this suggestion with favour. Viscount Cecil hoped that his colleagues would impress upon their Governments the necessity of inviting insurance companies in their countries to follow the example of the association.

Turning to the contraband in the Persian Gulf, Viscount Cecil expressed the desire that the representative of Persia should furnish the Committee with information as to the measures taken by his Government in the matter. At the same time, he would be glad to hear whether other States besides Great Britain had drawn up regulations to ensure cargoes of opium reaching their correct designation.

The Hague Convention prescribed the communication by signatory States of annual reports on all the details connected with the traffic in dangerous drugs which had come to their notice in their respective territories. Viscount Cecil would like to suggest that members of the Committee might urge their Governments to see that these reports were duly rendered and drawn up in as exact and complete a manner as possible. He concluded his speech by expressing the hope that the discussion in the Committee would end not only in the establishment of new documentation but also in effective action by the Governments represented thereon.

M. FRANÇOIS (Netherlands) was unable to support the second of the resolutions proposed in the report of the Advisory Committee.

It was not, in his opinion, a very commendable proceeding to convoke special international conferences and then, the moment that they had broken up, without waiting for the Conventions drawn up to be brought into force, to allow the organisations of the League of Nations to propagandise in favour of measures far more advanced than the Conventions themselves. In this case it was a question of a measure which the Second Opium Conference had refused to accept—very rightly, too, in the opinion of the Netherlands delegation. Such proceedings would appear to impede the ratification of Conventions. But if results were to be obtained, ratifications were indispensable. The Netherlands delegation considered the two Conventions of 1925 to mark an important step in the drug campaign and it warmly supported the first resolution.

The Netherlands Government had taken the measures necessary for the ratification of the Geneva Convention and for the introduction into its legislation of all the amendments necessitated by the application of that Convention, notably the regulations governing the import certificate system. M. François would not oppose the adoption of the report of the Advisory Committee, but he asked that the reservation of his Government concerning the second resolution should be noted.

Mlle VACARESCO (Roumania) stated that the Roumanian Government had, by its contributions to the struggle against dangerous drugs, done its duty both in the national and the international sphere. During the debates of the Advisory Committee, which she had followed with the greatest interest, she had acquired the conviction that, although arrangements between States could be productive of nothing but good, they were not, however, sufficient to transform fields of poppy into fields of corn. While the inevitable delay in ratification of the Conventions was taking place, the scourge was daily increasing. Governments were doing nothing to protect young people or to warn them of the dangers to which they were liable. On the other hand, an abundant literature with a large circulation incited them to the vice of taking drugs. That was why an energetic campaign by means of the Press and literature was called for, as being the most appropriate means of revealing to public opinion the harm done by opium and other drugs.

Mlle Vacaresco therefore submitted the following resolution to the Committee:

“ That the Opium Committee, the Committee on Intellectual Co-operation and the Press Committee, which is now being formed, should get into touch with each other with the object of calling a Conference composed of Sub-Committees elected by themselves from their own members;

“ That these three Sub-Committees united in the form of a Conference should agree upon means of action which would place the resources which they controlled, in the field of art, science and thought, at the service of propaganda against opium, cocaine and other dangerous drugs.”

Sir Basanta MULLICK (India) wished to give the Committee a summary of the measures taken by the Government of India in conformity with the Hague and Geneva Conventions. He reminded the Committee that in his country the problem presented itself in a particularly complex form by reason of the extent of the territory, the difficulties of transport and the fact that the consumption of opium by the native population dates back for centuries. He drew attention to the fact that the areas allocated to the culture of opium had been reduced during the period 1905-23 from 614,000 to 142,000 acres.

The Government of India had never ceased taking measures for the progressive diminution of the export of opium. In particular, it had always scrupulously observed the provisions of the Hague Convention which prohibited the exportation of opium to those countries in which the import of opium was prohibited. Direct sale to importing countries of opium intended for objects other than the purely medical and scientific was subject to the most strict regulations. In 1923, the system of import certificates was adopted in conformity with the resolution of the League of Nations.

The chief importers of Indian opium were the Federated Malay States, Hong-Kong, Ceylon, North Borneo, Sarawak, the Netherlands East Indies, Siam and French Indo-China. The Government had even gone so far as to consider the total suppression of export for any other purpose than that of medicinal or scientific requirements. Its programme involved progressive reduction of exports by annual amounts of 10 per cent, the result aimed at thus being reached in 1935.

The consumption of opium and other drugs within the country was regulated by a comparatively elaborate system of legislation. Abuses were severely repressed under a scale of penalties which could even rise to rigorous imprisonment. From 1910, by means of a series of administrative enactments, the Government had achieved a progressive reduction in the number of retailers and of the quantity of opium placed on sale in the country. If its efforts had been crowned with success, it was largely due to the fact that public opinion was opposed to the abuse of opium. It might be of interest to the Committee to learn that British India to-day consumed only about 1 gramme per head of the population, whereas the Medical Committee of the Geneva Conference suggested that for countries further advanced in the scale of civilisation an allowance calculated on the basis of 0.45 gramme of opium containing 10 per cent of morphine per head of the population would suffice for its medical and scientific needs. As the opium produced in India had a smaller morphine content than opium from other countries, and as a considerable quantity was absorbed in the treatment of cattle and horses, it would seem that consumption in India was not noticeably in excess of the allowance assigned by the Medical Committee to medical and scientific purposes.

India manufactured drugs with an opium basis for medical and scientific purposes only. This industry was entirely in the hands of the Government. Products were consumed either in the country or were exported to the United Kingdom. Statistics nevertheless showed that imports of morphine and cocaine to India were increasing in alarming proportions. Annex 12 attached to the report of the Advisory Committee gave a prospectus of the seizures effected by the Indian Government services. It was difficult to imagine any more effective means for the limitation of contraband cocaine received from foreign countries than the ratification and execution of the 1925 Convention.

The Indian Government expressed the firm hope that the Fifth Committee would adopt the resolutions proposed by the Advisory Committee and, for its part, it was ready to give them its entire support. Measures had already been taken, as far as it lay in its power, to repress the illicit traffic. Thus, it notified to the Governments concerned all cases where contraband products from their territories were smuggled into India and at the same time forwarded all useful information. This procedure had led to satisfactory results.

Mme. BUGGE-WICKSELL (Sweden) said she had asked for a hearing in order to reply to the arguments developed by the delegate for Italy. After hearing the speech of Viscount Cecil, she thought it superfluous to enlarge upon this theme, inasmuch as her view coincided with that of the delegate of the British Empire, especially in regard to the relationship between the Hague and Geneva Conventions. It was true that the latter was not perfect, but it constituted a real advance on the Hague Convention, and it could only be hoped that it would be put into effect at the earliest possible moment.

Mme. Bugge-Wicksell was authorised to state that the Geneva Convention was under consideration by the competent Swedish authorities and that it would be taken up by the Government in the near future.

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### THIRD MEETING

*Held on Saturday, September 11th, 1926, at 3 p.m.*

Chairman: His Excellency M. MENSENDORFF-POUILLY-DIETRICHSTEIN.

#### 6. Welcome to the German Delegation.

The CHAIRMAN, on behalf of the Committee, welcomed the members of the German delegation, who were taking their seats on the Fifth Committee for the first time.

Dr. BREITSCHIED (Germany), in thanking the Committee, said that he was glad to be present in order to assist in the humanitarian work which the Committee was doing.

7. Report on the Work of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs (continuation.)

M. SATO (Japan) explained the delay in ratification of the 1925 Convention on the part of the Japanese Government as being due to the necessity for a minute investigation of the legal system of Japan with a view to its adaptation to the provisions of the Convention. He commented upon the speeches made by the other delegates, especially citing with approval the remarks of Mlle. Vataresco concerning the need for increased propaganda.

Japan had already shown itself a supporter of this principle when, during the first Opium Conference, it had been instrumental in obtaining the insertion in the Convention of Article 7 concerning propaganda.

The Japanese Government fully understood the gravity of the situation and had taken all possible measures to remedy it. The problem of the traffic issuing from the Persian Gulf was at present being examined. He finally stated that he would support the resolution of M. Veverka.

M. CHAO-HSIN CHU (China) had been instructed by his Government not to take part in any discussion on the 1925 Convention. China had signed only the Hague Convention and must be guided accordingly. He explained the inability of China to submit an annual report for 1925 as being due to the internal difficulties encountered in such a vast country, where such great political differences existed. He hoped that a report would be forthcoming before the end of the year.

There was in China a very strong public opinion against the use of narcotic drugs. At the present moment, a national demonstration was being organised by the recently founded National Anti-Poison Association and was to take place on September 27th. Strong legislation existed on the opium question and, as soon as the Central Government extended its authority throughout the country, it would be strictly enforced.

M. Chu finally appealed to manufacturing countries to limit their manufacture as M. Cavazzoni had urged.

Prince ARFA (Persia) reminded the Committee that, on the occasion of the recent visit of a Committee of Enquiry to Persia to investigate the question of the culture of opium, Persia had undertaken to defray all the expenses in connection with the Committee's stay in Persia. The Government had provided every facility for collecting information and had put the Committee in touch with all classes of the community. He hoped that the report would make it possible to lay down general lines for taking effective action.

In reply to Viscount Cecil on the question of the illicit traffic in the Persian Gulf, he said that all possible means had been taken to deal with the situation.

Mlle VACARESCO (Roumania) begged to withdraw the resolution which she had proposed at the previous meeting, as her attention had been drawn to the fact that it was not in keeping with the recommendation of the fourth resolution of the Advisory Committee.

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes) said that the Serb-Croat-Slovene Kingdom was in a unique position in Europe as being the one country which produced opium. Poppy cultivation was in the hands of the Balkan peasants, who did not consume opium. The question was a purely economic one. Production amounted to about 150,000 kilograms a year and effective control would be very easy to institute because practically the sole centre for the buying of opium was Salonica. Since this country produced enough opium for the medical and scientific requirements of Europe, a first progressive step might be to prohibit the import of opium from the East altogether. M. Raditch declared that his country approved in principle the Geneva Convention, and that the Minister of Commerce was already engaged on the necessary preparations to ensure its application in the Kingdom of the Serbs, Croats and Slovenes.

Dr. RAMOS (Cuba) said that he wished to give some information in reply to the suggestion made by Viscount Cecil that each delegation should state what national measures had been taken to deal with the question of the traffic in opium and other dangerous drugs. Legislation in Cuba against the use of narcotics dated from 1919, and consisted of a law and two regulations amended in 1922 in order to render them more effective in the light of three years' experience. The principles underlying Cuban legislation were the following. In the first place, there was the supervision of narcotic drugs from the time of their entry into the Republic—Cuba did not produce such drugs itself—until they reached the person for whose use they were intended. In the second place, the drug addict was considered to be an infectious person, though his disease was looked upon as curable, and the trafficker in drugs was considered a fully responsible criminal.

M. BASTID (France) would be glad to give the Committee some facts concerning Indo-China, which was the only French possession in any way affected by the opium problem. The annual consumption in the country was equivalent only to three grammes of opium per head per annum. Nevertheless, for forty years France had made a determined stand against the abuse of drugs and had adopted the most diverse methods to suppress the illicit traffic. Among these was included

the monopoly of manufacture and sale which had been instituted and entrusted to the Customs authorities. Smoking dens no longer existed in Tonkin and Annam and were gradually being closed in Cochin-China.

It was the view of his Government that the 1925 Convention represented a step forward, and had just been submitted to Parliament. In his capacity as Rapporteur to the French Chamber he would strongly recommend the ratification of the Convention.

M. POSNER (Poland) was in favour of the report and the resolution submitted by M. Veyerka. He believed that the evil was one which mainly affected the higher and more educated classes. For this reason, he placed great reliance upon the power of the Press and of literature to fight this evil. He believed that the Advisory Committee should take this into account and appeal also to international organisations for support in their campaign.

Mme. LARSEN JAHN (Norway) reported that the competent Norwegian authorities were considering the question of ratifying the 1925 Convention. She expressed her deep regret at the case of two Norwegian ships involved in opium traffic proceeding from the Persian Gulf. It appeared from the enquiry that the ships had been engaged under a time-charter for objects which the shipowners had reason to suppose were legitimate. A law had been voted by Parliament with the object of subjecting to penalties Norwegian subjects concerned in smuggling operations conducted abroad.

Mr. RIDDELL (Canada) said that it was a matter of great anxiety to the Canadian delegation that, in spite of all the efforts of the authorities, none of the results which they had been entitled to hope for had yet been attained. The question was, above all, an international one and called for united effort on the part of all individual States. The speeches which had been made by previous speakers, however, gave him ground for an optimistic attitude towards the future.

Mr. Riddell announced that he would vote in favour of the adoption of the report now before the Committee. Canada, he was certain, would at no very distant period proceed to the ratification of the Geneva Convention. This Convention did not go as far as might be desired, but it did constitute a very considerable progress on the existing regime.

M. DENDRAMIS (Greece) was glad to be able to say that Greece was in favour of the report presented by M. Veyerka to the Committee. He rendered homage to the work of the Advisory Committee and suggested that whenever, on future occasions, that Committee had to deal with a question affecting one particular country, that it should ask the interested Government to appoint a representative to assist in the discussion, as had been done in the case of Austria.

M. Dendramis stated that the Greek Government had recently introduced a State monopoly of the export, import and transport of opium and other dangerous drugs, to date from August 1st, 1926.

M. CAVAZZONI (Italy) spoke as follows:

I must apologise for addressing you again after having spoken on Thursday; but in view of the reply which my esteemed colleague Viscount Cecil has been kind enough to give, I feel bound to explain more precisely what I meant.

I repeat what I said on Thursday, namely, that the criticisms expressed by the Italian Government are inspired solely by a frank and loyal desire to co-operate in the work of combating the drug evil. As everyone knows, there are neither poppy-fields nor cocaine or morphine factories in Italy. The only reason which impels us to speak is the horror we feel at this evil, which is assuming such alarming proportions, and the repugnance which a clear conscience feels at a shameful traffic which will be one of the blackest stains on our century. But we are also anxious to defend the interests of the League of Nations. I have already alluded to the great importance which the Italian Government attaches to the social work of the Secretariat, and I have already said that, in its opinion, the Secretariat should remain the principal technical body to deal with the question now before us.

In this very serious question the League of Nations must show itself equal to the task entrusted to it. It is in the hands of the League alone that international conventions have placed the work of carrying on the fight against the illicit traffic; hence it has shouldered a certain responsibility towards world public opinion.

The struggle we are waging to-day against the traffic in drugs has a great moral value; it is of the utmost importance for the future of civilisation. In certain respects it recalls the struggle waged in the past century against the slave traffic. Slavery sapped the vitality of a large number of black races, and morphine and cocaine are impoverishing the best blood of the old Western races. I therefore appeal to the high traditions of those nations which have never refused to lead any crusade for the welfare of humanity.

As regards the improvements which the Geneva Convention introduces, and to which the British representative refers, I expressed my appreciation of them in my previous speech. My Government is prepared to adopt them here and now, as it considers them to be the logical development of the system laid down at The Hague. I refer more particularly to the provisions regarding the system of export and import certificates.

Viscount Cecil says that, according to the Geneva Convention, the Permanent Central Board will remain subsidiary to and under the control of the Council of the League, but I frankly tell him that we do not consider this guarantee sufficient. We all know that the control of a political body over the work of a technical body is always difficult to maintain and is bound to be superficial and limited in scope. The Italian Government considers that the main guarantee lies in

the work of the technical organisation itself. For this reason, we have always urged that this body should be the Secretariat, to which, of course, extra staff would be added if desired. The Secretariat is under constant supervision by us all, and its work can be checked at any moment; but it would be impossible to do this with a self-contained and autonomous body, whose very autonomous position would be likely to make it the instrument of unilateral tendencies which would not always reflect the whole of the interests at stake. Our policy is no new one; the Italian delegate to the Geneva Conference made the following statement at the meeting of February 18th, 1925:

“ There is, however, one point to which the Italian delegation has already drawn the Conference's attention, namely, that the secretariat of the Central Board should be regarded as an integral part of the Secretariat of the League. The Conference has decided not to adopt our proposal, and the Italian delegation has not pressed the point in order to avoid hindering the progress of our work. In view of the instructions I have received from my Government, however, I am bound to state that I accept the text of the present Convention subject to a reservation on the point I have mentioned.”

I, in my turn, have received the same instructions, and I venture to urge once more that our suggestions should be borne in mind when this Convention is applied

As regards the composition of the Advisory Committee, I desire to confirm my previous remarks on all points, that is to say, that there is not on the Advisory Committee a single representative of an exclusively consuming country.

Lastly, I should like to say that I had expected a fuller explanation of the main factors underlying the enormous increase in illicit traffic. This is a question on which it is desirable, nay, essential, that the fullest light should be thrown. I note what the British representative has said on this point, and I see that he appears to share my view.

It is very evident that there are certain producing and manufacturing countries which are not applying the Hague Convention. On this point we have already indicated our view and the measures we think should be taken. We once again urge the adoption of our three proposals. If they are not accepted, the Italian Government will be obliged to reconsider its policy and the steps which it thinks desirable to take. In so doing, it would have the support of a number of powerful Governments; what is more, it would be backed by the public opinion of the whole world, and the last word lies with public opinion. As we pointed out the other day, a reaction of feeling is setting in against the tangle of interests that have produced the present situation. This reaction, supported by the Press, will inevitably bring to light the interests and responsibilities of the different countries. A day will come when an enquiry will be demanded by a delegation far stronger than any of those sitting here to-day—the public opinion of the world.

“ The Italian delegation, in view of the gravity of the situation exhibited by the report presented to the Committee, considers it necessary, for the improvement of the situation, to adopt the following measures:

“ 1. That the Advisory Committee be composed, in equitable proportions, of persons acquainted with the problems of narcotics and belonging to producing and manufacturing countries on the one hand and consuming countries on the other.

“ 2. That the Advisory Committee thus composed should proceed to take effective measures for a strict application of the Hague Convention.

“ 3. That the Secretariat of the League of Nations should be placed in a position to carry out the duties assigned to it by the Covenant and the resolution of December 15th, 1920.”

Viscount CECIL OF CHELWOOD (British Empire) thought that the differences of opinion which had arisen between M. Cavazzoni and himself upon certain matters of detail could be cleared up in the course of a private conversation. If he understood the Italian delegate aright, he had affirmed his acceptance of the Geneva Convention, and in this case it was to be hoped that news would shortly be forthcoming to the effect that Italy had signed and ratified the Convention.

In regard to the Permanent Central Board, Viscount Cecil reiterated his opinion that the control of its activities by the League of Nations was fully secured. As for the Advisory Committee, Viscount Cecil took the liberty of pointing out to his Italian colleague that this body was appointed by the Council, upon which Italy had a permanent seat. It was therefore open to her at any time to raise the question of the composition of this Committee in any manner which she thought fitting.

After having again expressed his gratitude to the Advisory Committee for its work, Viscount Cecil requested the representative of Persia to provide somewhat fuller information as to the contraband traffic in the Persian Gulf, with particular reference to the intense trade in opium originating in Bushire and nominally directed to Vladivostock but diverted to other destinations *en route*. This contraband, which in 1924 amounted to 801,000 English pounds reached 1 million pounds in 1925, but only a very small proportion of the opium exported in this manner reached Vladivostock.

Viscount Cecil, in conclusion, submitted a draft resolution, which, upon a suggestion made by the Japanese representative, was amended so as to read as follows:

“ The Fifth Committee suggests the adoption by the Assembly of the following resolution:

“ ‘ The Assembly, impressed by the report of the Advisory Committee as to the gravity of the present situation in regard to the illicit traffic and by the resolution of



the Committee that it was extremely difficult to secure an effective control of the international traffic in opium and drugs until the Geneva Convention has been brought into operation, urges on the Governments of all States Members of the League to proceed to ratify or adhere to the Geneva Convention so that, if possible, the ratifications necessary to bring that Convention into force may be deposited with the Secretariat before the end of the year.' "

Prince ARFA (Persia) stated that, as a result of the questions put by Viscount Cecil last year, he had forwarded to his Government a detailed report, with the Minutes of the Committee appended to it. He had received the reply that the Persian Customs officials had been given strict instructions to prevent opium smuggling. As regards the drug traffic emanating from Bushire, Prince Arfa pointed out that Persia owned no merchant vessels. On the contrary, a large number of British ships traded in the Persian Gulf, and he would be glad if other Governments would take precautions in order to prevent their merchant vessels engaging in the opium trade. He called the Committee's attention to the fact that the greater part of the opium in question came from India. It would therefore seem that the Indian Government should strengthen its frontier control.

Viscount CECIL OF CHELWOOD (British Empire) pointed out that, according to the report of the Advisory Committee, the cargoes of opium destined for Vladivostock were not loaded on British vessels. British ships, as was shown in the Advisory Committee's report, were subject to stringent regulations which precluded any abuse of this kind.

M. BURCKHARDT (Switzerland) informed the Committee that Switzerland had on August 1st, 1925, brought into force a law the provisions of which went far beyond the demands of the Hague Convention. The manufacture and export of drugs were submitted to very severe regulations by the Government. Furthermore, the competent authorities were very vigilant in their application of the system of import certificates. Switzerland intended to ratify the Geneva Convention at an early date. Meanwhile, she would not abate her efforts in co-operation with the countries which were engaged in the task of combating this evil, because it was her opinion that the social interests at stake far outweighed in importance the material interests.

Sir Basanta MULLICK (India) requested leave to point out to Prince Arfa that in the North-west of India there was very little opium grown, and in any case it was wholly insufficient to account for the large increase pointed out by Viscount Cecil.

The reports received by the Government hitherto showed no evidence of contraband opium having been smuggled over the Persian frontier. He would be glad to receive, in order to be able to forward to his Government for the purposes of enquiry, any proofs which the delegate of Persia might be able to afford him. A similar request was made by the Indian delegate at the Committee's meeting in 1925, in consequence of certain observations made by the delegate for Persia, but no reply had yet been received.

Prince ARFA (Persia) wished to reply to Viscount Cecil and Sir Basanta Mullick. Persia had not, up to the present, adhered to the Hague Convention. Before taking this step, she was waiting for the result of the enquiry carried out in Persia by the Committee appointed by the League of Nations. Nevertheless, it was highly desirable that, in the meantime, the signatory countries of the Opium Conventions should forbid their merchant vessels to take any part in the illicit traffic in the Persian Gulf.

M. VEVERKA (Czechoslovakia), Rapporteur, summarised the discussions and concluded that the Committee might find in them great moral support as expressed in the common will to abolish this scourge. He was happy to be in the position to support the resolution drawn up by Viscount Cecil in the same sense.

*On the proposal of the CHAIRMAN, the Committee unanimously adopted the report presented by M. Veverka. The Italian delegate abstained from voting.*

*The Committee then adopted the resolution proposed by Viscount Cecil.*

*M. VEVERKA (Czechoslovakia) was appointed Rapporteur to the Assembly on this question.*

#### **8. Appointment of Rapporteurs for Items 4 and 5 of the Agenda.**

On the proposal of M. CAVAZZONI (Italy), seconded by M. BAŠTID (France), Dr. BREITSCHIED (Germany) was appointed Rapporteur for the question of Russian and Armenian Refugees.

On the proposal of M. POSNER (Poland), seconded by M. DENDRAMIS (Greece), Dame Edith LYTTLETON (British Empire) was appointed Rapporteur for the question of the Protection of Women and Children in the Near East.

#### FOURTH MEETING

*Held on Monday, September 13th, 1926, at 10.30 a.m.*

Chairman: His Excellency M. MENSENDORFF-POUILLY-DIETRICHSTEIN.

9. **Report on the Work of the Fifth Session of the Traffic in Women and Children Committee.**  
(Annex 2, A.18.1926.IV.)

M. NAGAI (Japan), Rapporteur, read his report (Annex 2a; A. V/2. 1926) and proposed the adoption by the Committee of the report and resolutions of the Traffic in Women and Children Committee.

Mlle FORCHHAMMER (Denmark) expressed her entire approval of the report presented by the delegate of Japan and recommended its adoption by the Committee. She begged to draw the attention of her colleagues to certain details in the report. In the first place, she considered that collaboration between the Committee and voluntary associations had produced excellent results. In regard to the employment of women in police forces, a question which interested women's organisations all over the world, the experience of a large number of countries had been conclusive and the Committee should note with satisfaction that the Secretariat had been asked to continue to collect information on the subject.

Mlle Forchhammer further appealed to the Committee not to allow the problem of alcoholism to pass out of its view.

She concluded by asking whether it would be possible for a report to be presented, either at a public or a private meeting, upon the work of the Expert Committee appointed more than two years ago under the chairmanship of Dr. Snow.

M. LABROUSSE (France) announced the approval by the French delegation of the report of M. Nagai and its support of the principles stated therein. He took this opportunity of paying a public tribute to Alexander Coote and Senator René Béranger for their zealous advocacy of the repression of the traffic. France would be glad to see the problem treated along very broad lines and in pursuance of a methodical plan. The task might very well be divided into its component parts, with due consideration to national points of view regarding currency, military establishments, variations in development and differences in the sexual character of the peoples involved. An important factor in the situation was the mental state of the prostitutes, a large proportion of whom could be treated in suitable institutions and returned to normal life.

As regards obscene publications, France was very anxious to contribute to the work of repression, but was convinced of the necessity for a preliminary definition of the literature concerned.

Dr. RAMOS (Cuba) agreed with the delegate for France in considering the traffic in women and children as merely a single aspect of the whole biological and social problem involved in prostitution, protection of children and emigration. The latter two points were being studied, but prostitution had not yet been subjected to a thorough examination. This was the direction in which an effort should be made, in collaboration with and with the aid of voluntary and scientific associations. Special attention should be devoted to the factor of mental hygiene, as had rightly been pointed out by M. Labrousse.

M. POSNER (Poland) expressed his appreciation of the report presented by M. Nagai. He welcomed with enthusiasm the suggestion made by the delegate of France for broadening the scope of the enquiry. He thought that the Covenant should be interpreted very widely for this purpose. It was also to be observed that several States had not yet applied the Hague Convention of 1912, a fact which was much to be regretted.

M. Posner recalled the fact that he had always looked upon the question of alcoholism as being intimately bound up with the problem of traffic in women. The Assembly, he believed, would have the matter before it this session, with a formal request to place it on the agenda for investigation, and the Advisory Committee might place this to its credit.

Mme BAÜMER (Germany) realised that the question of the expulsion of foreign prostitutes could only be solved if linked with the question of assistance to necessitous people and international action taken in that direction. The Conference in 1912-13 had already provided the basis for further procedure.

The German Government would be glad to supply information on the question of the employment of women in police forces. A useful example in the combination of police activities and social welfare work had been shown to the German Government by the work of the British Women Police Force at Cologne. She would also like to see mention made in the report to the Assembly of the co-operation of social provident institutions with the police, as that was one of the most delicate of all the problems at issue.

Mlle VACARESCO (Roumania) fully agreed with the recommendations of the report before the Committee. She wished to associate herself with the views expressed by the delegate of France

on the question of the campaign against obscene publications. Valuable work could be done by the encouragement of healthy literature devoted to the task of combating social perils.

Dame Edith LYTTLETON (British Empire) supported the remarks which had been made by the delegates for France, Poland and Cuba, though she foresaw difficulties in embodying them in a concrete resolution at the present moment. The mental and hygienic side of the question ought to be recognised as being immensely important. A cure for the evil seemed to lie in the way of education of the young. This remark applied as much to one sex as to the other, and the method of treating the question as though it were one merely of policing and punishment was repugnant to the majority of women.

M. CAVAZZONI (Italy) spoke as follows:

I should like, first of all, to pay a tribute to the work done and the spirit of initiative displayed by the Traffic in Women and Children Committee and by the Social Section of the Secretariat.

The problems now before us have been exhaustively studied in my country, more particularly in recent years, by special bodies constituted for that purpose. A large number of commissions are engaged in this work in connection with the Ministry for the Interior, and their members include well-known public men. These bodies closely follow the League's work and have more than once made use of the information published by the Social Section.

Generally speaking, almost all the social problems we are discussing have a very definite moral aspect.

These problems will never be solved until they have been lifted into the moral plane, and that is the principle on which the Italian Government is working. The preservation of family life, which is essential for a high national standard of morality, has been secured by a number of measures of a moral, administrative, economic and also financial character. I would mention, in particular, the abolition of the succession duties, the measures contemplated in the new draft Civil Code for determining paternity, the subsidies granted and the guardianship established in regard to maternity and childhood. All public displays, theatrical and cinematograph performances, dances and advertisements are subject to supervision by a large body of special police, and this supervision applies to all premises open to the public, such as bars, baths, etc. Other steps have also been taken to safeguard the morals of the rising generation; for example, cinematograph and variety companies are not allowed to employ minors.

The Secretariat's report draws attention to the complex question of the suppression of obscene publications. The Italian Government is strictly carrying out the Convention and has adopted measures even severer than those contemplated therein.

I am glad to find that the Traffic in Women and Children Committee has had referred to it a memorandum on alcoholism and its relations with prostitution. It is known from detailed statistics on the subject that much more than 50 per cent of criminals and prostitutes are drunkards or come from families of drunkards. The Italian Government is conducting a vigorous campaign against this evil also. The number of public-houses has been reduced and the issue of new licences has been indefinitely suspended; the hours during which alcoholic liquors may be sold have been shortened and their sale to minors prohibited. Further, minors may not be employed in establishments of this kind.

As regards legislative measures dealing with the traffic in women, the Commission appointed to reform the Penal Code proposes the application of severer penalties.

The problem of foreign prostitutes is a particularly serious one. The police authorities follow the principle of forbidding foreign prostitutes to enter Italy, but control is often difficult; hence the need for the continual exchange of information between the police authorities of the different countries. The problem of foreign prostitutes also raises that of the humanitarian organisations which receive and redeem these unfortunate women.

I fully share the humane sentiment underlying the suggestion that the difficulties and suffering caused by the summary expulsion of foreign prostitutes should be reduced to a minimum, and private charity should always be called upon to mitigate these hardships. It is most important that the forces of good should help in the struggle against the forces of evil.

There is one point of special importance which has arisen in the course of a number of enquiries into this problem. It has been found that in a number of licensed houses, particularly in those which have a wealthy clientèle, there is a system of periodical rotation of prostitutes which requires a very considerable traffic and points to an active clandestine organisation with large financial resources. It might be very useful for the police authorities of different countries to exchange views on this subject.

Lastly, I venture to say a few words on a problem which, although not included in those under discussion, is closely connected with the social work we have in hand. The object of our work is, according to the letter and spirit of the Covenant, the moral and physical development of peoples. For that reason, I feel bound to regard the propaganda which is being actively carried on in favour of birth control as wholly contrary to the ends and aims of the League. There is on foot an international movement, which aims at linking up its propaganda with the social work of the League. In a resolution adopted by the Sixth International Neo-Malthusian and Birth Control Congress, held at New York from March 25th to 31st, 1925, it was recommended that "the League of Nations should appoint a commission to study the question of birth control and submit proposals to the States Members". I desire to say that the Italian Government could never accept this suggestion, as it considers this propaganda to be not only subversive of national vitality and a bar to the progress of civilisation but a most serious attack upon public morality. This propaganda will find no response in Italy; our traditions and our Catholic

sentiments alike reject this pernicious theory, and I trust that our views on this subject are shared by many of the other States Members of the League.

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes): The Committee was aware that the Kingdom of the Serbs, Croats and Slovenes was one of the countries which had not yet ratified the Convention of 1921. This was not due to any divergence of views as to the principles of the Convention, but was solely due to technical difficulties. Six different legislations had to be combined which, from the judicial point of view alone, was a tremendous task. But the administrative systems also varied in the various regions. Thanks very largely to the Minister for Foreign Affairs, however, a system was now being elaborated which was entirely favourable to the principles recommended by the League of Nations and the International Labour Office. In conclusion, M. Raditch expressed the hope that the reform contemplated in his country would be introduced before the next session of the Assembly.

M. NAGAI (Japan), Rapporteur, said that he had taken note of the many interesting observations and suggestions made by the delegates and would not fail to include them in the draft report.

*The report and resolution submitted by M. NAGAI were put to the vote and adopted unanimously.*

M. RAMOS (Cuba) considered that traffic in women was only a feature of prostitution and could not be treated independently. He proposed the following resolution:

“The Fifth Committee proposes to the Assembly to decide that the Traffic in Women Committee should enlarge the scope of its work, with the co-operation of scientific and humanitarian national societies, to complete the study of prostitution in relation with the international traffic in women and children and causes in connection with heredity and mental development to obtain prophylactic measures on those lines.”

Mlle VACARESCO (Roumania) supported the resolution.

On the proposal of M. LABROUSSE (France), supported by M. CAVAZZONI (Italy), to the effect that the text should be submitted to a Drafting Committee, the CHAIRMAN asked the following delegates to form a small Sub-Committee to draw up the exact text of the resolution proposed by M. Ramos: M. RAMOS (Cuba), M. LABROUSSE (France), Dame Edith LYTTTELTON (British Empire), Mme. BAÜMER (Germany), M. POSNER (Poland), together with the Rapporteur, M. NAGAI (Japan).

10. Report on the Work of the Second Session of the Child Welfare Committee (Annex 3, A.19. 1926.IV).

Mr. RIDDELL (Canada), Rapporteur, read his report (Annex 3a; A.V/4.1926).

*Discussion of the report was deferred until the next meeting.*

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## FIFTH MEETING

*Held on Friday, September 17th, 1926, at 4.30 p.m.*

Chairman: His Excellency M. MENSdorFF-POUILLY-DIETRICHSTEIN.

11. Report on the Work of the Second Session of the Child Welfare Committee (continuation).

Dame Edith LYTTTELTON (British Empire), after congratulating the Rapporteur on his excellent report, emphasised the remarkable development which had taken place in the child welfare movement throughout the United Kingdom and the Dominions. The British Government took a deep interest in the question and was in favour of international action as far as practicable. She herself was opposed to too narrow a limitation of the scope of the Committee, because she was aware of the great advantages of pooling experience gained in national domains.

There was one point upon which she would like to insist. In her opinion, the sole test of usefulness in the case of international discussions should not be the possibility of framing a definite resolution or of taking definite action. Mere discussion by itself had immense value inasmuch as it brought to light the differences which exist in national points of view and experience. There were some things which could not be reduced to a resolution of universal application, but could often be communicated to Governments as information or in the form of recommendations. It was the comprehension of spiritual as well as of physical needs and the love and care of children

which should be the ideal before them in the international sphere. It was for that reason that the British delegation, through her, was putting forward a large number of resolutions in support of many of the proposals, while urging that two or three should receive further consideration (Annex 3 c; A.V/5.1926).

The Maharaja of KAPURTHALA (India), without wishing to discourage work such as was described in the report of the Child Welfare Committee, felt obliged to point out that the question was one in which the widest possible differences existed between different communities and nations. These differences were to a large extent natural and not conventional and often had their roots in religion. For these reasons, it was essential that the League of Nations should proceed with great delicacy and circumspection, in order that it might not be regarded as an organisation working for the approximation of all civilisations to the standard of Europe. In the second place, it was his opinion that any standards and codes drawn up by the League to apply to all countries of the world would have to be so wide in their scope that their practical utility would be very much impaired.

With reference to certain recent measures in India which, though not within the actual scope of the Committee, were closely allied to the present subject, the Director of the International Labour Office had reported that a vast social revolution had been realised. Both in industrial and social spheres admirable reforms were being undertaken, the financial support for which was being provided by members of the ruling class and by the great landlords and merchants of India. One of the great obstacles to progress, however, was the system of "purdah", which made the problem of extending modern medical benefits to women and children one of special difficulty.

The Maharaja then referred to the advance which had been achieved in establishing children's courts and in the penal treatment of children in other respects, but he stated that it was the promise rather than the fulfilment which he commended to the notice of the Committee. Action, especially from the international point of view, should not be too precipitate. India was vastly different from Europe. But the proposal of Viscount Cecil to the Assembly, involving a clearer demarcation of national and international action, enabled him to give his full support to the resolution proposed by the delegate of the British Empire.

M. LABROUSSE (France) expressed the opinion that there were very many questions which had at the same time a national and an international bearing, and he thought that the League should play the part of moral adviser to the world.

In regard to the cinematograph, he wished to suggest to the Committee that the resolution proposed by the Advisory Committee should be amended with the object of including a reference to psychology. It was necessary to consider not only the mental infection which resulted from films but also the manner in which that contagion was conveyed. In the cinematograph the fatigue from which the child suffered led to a total inhibition of the ego. Thoughts were thus implanted in the subconscious mind without there being any possibility of resistance or criticism such as can be exercised in the theatre. The disastrous results which followed could be seen in social life and in the Juvenile Courts.

The amendment which he suggested was to insert at the end of paragraph 1 of Resolution IX, on page 10 of the report of the Child Welfare Committee, after the words "the views of educationists and parents" the words "and of psychological experts".

Dr. RIDDELL (Canada), Rapporteur, pointed out that the proposal of the French delegation encountered a technical difficulty in the fact that the Committee was not entitled to amend the text of the report of the Advisory Committee, although it might accept or reject it. To meet the case, the French delegation might frame a special resolution to be added to the report.

After an exchange of views between M. LABROUSSE and the CHAIRMAN, *it was resolved that the proposal of the French delegation, which had been supported by Dame Edith LYTTLTON (British Empire) and Mlle VACARESCO (Roumania), should be inserted in the report to the Assembly.*

M. POSNER (Poland) was anxious to throw some light on the conditions under which the Advisory Committee, of which he was the only representative on the Fifth Committee, had drawn up its report. In particular, he insisted upon the fact that all the questions raised at the present discussion had been the object of a long debate in the Advisory Committee. He doubted whether, if Dame Edith Lyttelton had participated in the work of the Advisory Committee, she would have been able to introduce into her draft resolution the restrictions which she had suggested. Personally, M. Posner hoped that she would withdraw them.

Turning to the question of recreation and biological education, M. Posner failed to understand why they should be denied the character of an international problem, all the more so as the Second Committee of the Assembly had just adopted a resolution suggesting that the Health Section should include in its programme of work the item physical education. Physical education and recreation were, from the point of view of the Advisory Committee, one and the same thing. In reply to the criticism that the Advisory Committee was extending its field of operation too widely, M. Posner was obliged to say that the assessors of this Committee, whose expenses were not defrayed by the League of Nations, were often obliged, by the instructions of the societies which they represented, to lay before the Committee proposals which it was difficult for them to curtail or amend. M. Posner concluded with a warm recommendation to the Committee to adopt the report of the Child Welfare Committee and in this way to give to the Advisory Committee the encouragement which it had undoubtedly deserved.

Mme. LARSEN JAHN (Norway) associated herself with the thanks which the previous orators had addressed to the Rapporteur for his report on the work of the Child Welfare Committee. She recalled the resolution adopted by the Assembly during its fifth session together with the

instructions of the Council which constituted the basis of the work of child welfare, and gave it as her opinion that this task should be carried out along international lines. The collection of useful information from various countries should therefore be continued. The records of the League of Nations and the documents collected by philanthropic associations were most valuable sources of information. The constitution four years ago of a special organisation, covering Finland, Denmark, Norway and Sweden, devoted to the exchange of data in the above countries marked a stage in the realisation of the end which was being pursued.

Mme. Larsen Jahn, while supporting the draft resolution of the British delegate, was desirous of assigning to recreation a rôle worthy of its importance, and therefore proposed the following amendment to Resolution VI in the draft:

I. "The Assembly recognises the importance of recreation in the life of children and young persons as expressed in Resolution XI. As doubts have been expressed as to whether the subject is one which, in general, is suitable for action by the League of Nations, the Assembly affirms its approval of the study of this subject in accordance with the previous approval given by the Council and the Assembly, but desires to call the attention of the Advisory Committee to the importance of dealing with this matter on general lines and by comparative study.

II. "The Assembly agrees that the subjects of Biological Education and Alcoholism should remain on the programme of the Child Welfare Committee, but suggests that the Committee might postpone full consideration of these subjects to a later date."

*The discussion on the report on Child Welfare was then adjourned at the instance of the CHAIRMAN.*

**12. Report on the Work of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs : Adoption of the Report of the Fifth Committee to the Assembly.**

M. VEVERKA (Czechoslovakia), Rapporteur, invited the observations or suggestions of the Committee upon the draft report which had already been distributed (Annex 1b, A.V.7.1926.).

The report to the Assembly, drawn up by M. Veverka, with the two following amendments, proposed respectively by Viscount CECIL OF CHELWOOD (British Empire) and Sir Basanta MULLICK (India) was unanimously adopted<sup>1</sup>.

(1.) "A suggestion was made by the representative of Greece that, when a subject of special importance to a particular country not represented on the Advisory Committee is to be considered by that Committee, the Committee should invite that country to send a representative to attend the discussion. The Fifth Committee thinks this suggestion should be communicated to the Advisory Committee, which will no doubt wish to give effect to it so far as it is practicable to do so."

(2.) "The Fifth Committee appreciates the efforts made by the Government of India towards diminishing the consumption of opium and dangerous drugs and the export of opium, and in particular the decision to extinguish totally the export of opium for other than medical and scientific purposes within a period of ten years."

**13. Report on the Work of the Fifth Session of the Traffic in Women and Children Committee : Report of the Sub-Committee appointed to examine the Draft Resolution submitted during the Fourth Meeting by the Representative of Cuba relating to the Enquiry into certain Aspects of Prostitution.**

M. RAMOS (Cuba) reported that the Drafting Sub-Committee had arrived at the following decision:

"The Sub-Committee judged that, before framing a resolution, it would be advisable to have in hand the report of the Committee of Experts."

M. NAGAI (Japan) suggested that the proposal of the delegate of Cuba should be mentioned in the report to the Assembly.

The CHAIRMAN agreed to this proposal.

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<sup>1</sup> For the final text of the report see Annexes to the *Records of the Seventh Ordinary Session of the Assembly*.

## SIXTH MEETING

*Held on Saturday, September 18th, 1926, at 10.30 a.m.*

Chairman: His Excellency M. MENSENDORFF-POUILLY-DIETRICHSTEIN.

### 14. Report on the Work of the Second Session of the Child Welfare Committee (continuation).

Mlle. FORCHHAMMER (Denmark) seconded the amendment proposed by Mme. Larsen Jahn at the last meeting, and impressed upon the Committee the importance of the part played by recreation in the life of children.

Mlle. VACARESCO (Roumania) maintained that the question of child welfare had come before the League as an international question. If the Committee now reversed its attitude and treated it as only a national question, it would incur deserved reproach. "The League should take up the attitude that it was competent to deal with all questions of a humanitarian character. It could not be argued that a question such as child welfare was likely to interfere with the sovereignty of States. The League of Nations did not interfere with the laws of the various countries; its decisions were freely accepted by nations, but they were always, she found, capable of upholding their own rights when they considered them to be challenged.

She agreed that the cinematograph was undoubtedly destructive of sensibility and the finer qualities of the mind of the child, and she hoped that every support would be given to the Advisory Committee in this respect.

Mme. LARSEN JAHN (Norway) wished to put forward a revised form of her original resolution in order to meet the views of the British delegate. She hoped, however, that the resolution, if passed, would not have any restrictive effect in so far as concerned special recommendations of the Child Welfare Committee or undertakings projected by States. The amendments she proposed were as follows:

"The Assembly recognises the importance of recreation in the life of children and young persons as expressed in Resolution XI, but as doubts have been expressed as to how far the subject is one which is suitable for action by the League of Nations, the Assembly, while, in view of the sanction of the study of this subject given last year by the Council and Assembly, it approves its continued study by the Advisory Committee, considers that it should be confined, as indicated in the resolution of the Assembly at its fifth session, to the comparative study of those aspects of the subject on which 'the comparison of the methods and experiences of different countries . . . and international co-operation' may be likely to assist the Governments in dealing with them."

With regard to the second point in her amendment, she wished to make the following changes:

"Recommends that the subject of biological education, as to which similar doubts have been expressed, should be postponed for the present."

Mlle. VACARESCO (Roumania) supported the proposal of the Norwegian delegate, especially with regard to the question of biological education.

Dame Edith LYTTETON (British Empire) thought that matters would be simplified if the British delegation withdrew Resolution VI and accepted the two parts of the resolution put forward by the delegate for Norway. To deal with the question of alcoholism she proposed the following clause:

"In view of the fact that a resolution on the subject of alcoholism generally is being submitted to this Assembly, the Fifth Committee recommends that the consideration of Resolution XIV of the report of the Child Welfare Committee should be postponed for the present."

Sir Basanta MULLICK (India) asked the Rapporteur to insert a note in his report to the effect that the Indian Government advised the utmost caution in dealing with such widely varying nationalities.

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes) pointed out that one important point had been overlooked. It was the business of the Committee not merely to save children from misery but to place them in surroundings which would give them the best opportunity of becoming good citizens. In his country, many children were entrusted to peasant families for

their education until the age of twelve or fourteen. In this way they acquired many qualities which could not be imparted in any institution.

M. Raditch was against taking any action until the situation was ripe for it and therefore he approved of the idea of adjourning the questions of alcoholism and biological education for the moment.

Count GRAVINA (Italy) believed that the work of child welfare should be divided into two categories—the first of these was concerned with the preparation of international agreements with a view to the co-operation of all Governments and was primarily legal in character. The second related to the collection of information and data on the various complex problems surrounding the question. Owing to the necessity of allowing full scope for the influence of the family, the first category must be somewhat restricted, though, in questions such as the repatriation of foreign children, there seemed to be opportunity for international action. He thought that the League of Nations was in a particularly favourable situation to study the problems owing to the technical advice which it could command.

Dr. RIDDELL (Canada), speaking as a delegate, and not as Rapporteur, announced the considerable progress made in Canada in dealing with delinquent children. Juvenile Courts had proved very effective. Their theory was that a juvenile delinquent was not a criminal and that the Juvenile Court should be more in the nature of a clinic. He cited the Canadian Code to show that this view also found favour with the legislators. He regretted that the matter should have been entrusted to the International Prison Commission for examination before it had come before this Committee, as it appeared to him that the Prison Commission would probably approach the matter from too technical and repressive a standpoint. For this reason, he strongly supported the first part of the fourth draft resolution submitted by the British delegate.

Mme. BAÜMER (Germany) alluded to the importance of recreation. Germany had prepared a law obliging municipalities above a certain size to provide recreation grounds, thereby following the example of certain other countries.

One point in connection with the cinema had not yet been touched upon by the Advisory Committee. In Germany, there was medical evidence to show that the eyes of young children were seriously affected through acting for the films and a law was being prepared to prevent children under three years of age from acting for the cinema. This was surely a matter in which international agreement was demanded.

M. POSNER (Poland) again emphasised the thoroughness with which the question had been discussed by the Advisory Committee. He urged that a verbatim report, not merely a summary of the proceedings, should be issued, in order that no points should be debated which were made clear by the proceedings of the Committee.

He did not understand why it should be considered necessary to postpone deliberation on the question of alcoholism. Even though it had been decided that the question should be placed on the agenda of a later session of the Assembly, that did not constitute a valid reason for not adopting Resolution XIV. Failure to do so would be tantamount to saying that such action was of no importance.

M. VOIONMAA (Finland) considered Resolution XIV to be one of the most important, inasmuch as there were countries where the whole work of child welfare was retarded by failure to deal with the problem of alcoholism. He therefore supported the opinion of the Polish delegate.

Dr. RIDDELL (Canada), Rapporteur, congratulated the Committee on having reached a large measure of agreement in dealing with a very difficult and delicate situation.

Dame Edith LYTTTELTON (British Empire) contended that it was impossible to divide the subject of alcoholism and treat its effect on children separately from its effect on their parents. The subject was one only, not several.

M. POSNER (Poland) thought that the Child Welfare Committee could be requested to investigate the whole matter.

A discussion, in which the RAPPOREUR, Dame Edith LYTTTELTON (British Empire) and M. POSNER (Poland) took part, then ensued, with the object of determining the difference between Resolution XIV and the proposals of the British delegate and of fixing the procedure for voting upon the question.

*It was decided to take the vote at the meeting in the afternoon.*

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## SEVENTH MEETING

*Held on Saturday, September 18th, 1926, at 3 p.m.*

Chairman: His Excellency M. MENSENDORFF-POUILLY-DIETRICHSTEIN.

### 15. Report on the Work of the Second Session of the Child Welfare Committee (continuation.)

M. LABROUSSE (France) believed he had found a text which would reconcile the views put forward at the previous meeting by the British and Polish delegates. He proposed to introduce the following paragraph after the third paragraph of Item 6 of the resolution submitted by the British delegation and amended in conformity with Mme. Larsen Jahn's suggestion:

"The Fifth Committee approves Resolution XIV in the report of the Advisory Commission for the Protection and Welfare of Children and Young People, subject to the conclusions which it contains being confirmed by subsequent investigations into the general problem of alcoholism."

Dame Edith LYTTELTON (British Empire) and M. POSNER (Poland) supported M. Labrousse's proposal.

Dr. RIDDELL (Canada), Rapporteur, thanked the French delegation and congratulated it on having found a solution reconciling the views put forward in the course of the discussion.

Upon a remark by the CHAIRMAN, *paragraph 3 of Item 6 of the draft resolution was deleted*, as the amendments introduced in consequence of M. Labrousse's proposal rendered it unnecessary.\*

At the CHAIRMAN'S request, Dame Rachel CROWDY, Secretary of the Committee, pointed out that the reference at the beginning of Item 5 of the draft resolution to the advisability of communicating to the Members of the League, for information, Resolution IX of the Advisory Committee relating to cinemas was superfluous, the Council having already asked the Secretary-General to make this communication.

*The Committee unanimously adopted the draft resolution* submitted by the British delegation, with the amendments introduced in pursuance of the proposals of the Norwegian and French delegations and with the alteration suggested by Dame Rachel Crowdy.

The text of the resolution was adopted as follows:

"The Assembly,

"1. Takes notes of the report presented by the Child Welfare Committee and desires to express its thanks for the work done by the Committee.

"2. Approves the proposals contained in Resolutions III, V and VIII adopted by the Committee for pursuing enquiries into the protection of infant life, the age of consent and of marriage and the subject of family allowances.

"3. Approves Resolution XIV subject to the conclusions it contains being confirmed by subsequent investigations into the general problem of alcoholism.

"4. Expresses its concurrence with Resolution VI relating to child labour.

"5. Considers that the enquiry into Children's Courts can most suitably be undertaken by the Child Welfare Committee, but, in the circumstances, agrees with the course proposed to be taken by the Council in regard to Resolution XIII.

"6. Expresses the wish that the Committee should actively pursue the enquiry into the effect of the cinema on children, with a view to the presentation of a report for the information of the Governments.

"7. (a) Recognises the importance of recreation in the life of children and young persons as expressed in Resolution XI, but as doubts have been expressed how far the subject is one which is suitable for action by the League of Nations, the Assembly, in view of the sanction of the study of this subject given last year by the Council and Assembly, approves its continued study by the Advisory Committee, but considers that it should be confined, as indicated in the resolution adopted by the Assembly at its fifth session, to the comparative study of those aspects of the subject on which the 'comparison of the methods and experiences of different countries . . . and international co-operation' may be likely to assist the Governments in dealing with them. (b) Recommends that the subject of biological education, regarding which similar doubts have been expressed, should be postponed for the present.

"8. Agrees generally with the resolutions adopted by the Council on June 9th and September 2nd, 1926."

Dr. RAMOS (Cuba) wished to congratulate the Advisory Commission on its general work and especially on the constitution of the Liaison Sub-Committee, which he thought represented something that would surely develop in the near future. He hoped that it would lead not only to the co-operation but also to the union of those organisations of the League which dealt with the different biological and social aspects of man in the true meaning of those terms. He was glad to see that the Second Committee had introduced the subject of heredity into the programme of study of the Health organisations.

On the CHAIRMAN'S proposal, Dr. RIDDELL (Canada) was requested to act as *Rapporteur* to the Assembly for the question of Child Welfare.

16. Report on the Work of the Fifth Session of the Traffic in Women and Children Committee :  
Adoption of the Report of the Fifth Committee to the Assembly.

M. NAGAI (Japan), *Rapporteur*, presented to the Committee the draft report for submission to the Assembly (Annex 2 b; A.V/10.1926).

*The draft report was adopted.*

17. Report of the Commission for the Protection of Women and Children in the Near East.  
• (Annex 4; A.25.1926.IV.)

Dame Edith Lyttelton (*Rapporteur*) and Miss Jeppe (Commissioner for the Protection of Women and Children at Aleppo) took their seats at the Chairman's table.

Dame Edith LYTTELTON (British Empire) then read her report (Annex 4 a; A.V/11.1926).

M. PARRA-PÉREZ (Venezuela), Vice-Chairman, congratulated Dame Edith Lyttelton on the admirable report she had submitted to the Committee. His Government also desired to express its appreciation of the remarkable work carried out in the Near East by Dr. Kennedy and particularly by Miss Jeppe, with the valuable assistance of the French authorities in Syria. The Venezuelan delegation warmly recommended the adoption of the report submitted to the Committee.

M. PAMS (France) supported the conclusions of Dame Edith Lyttelton's report and associated himself with the tribute paid by the Vice-Chairman to the chief protagonists of the work. He also thanked the Vice-Chairman for the reference he had made to the support which the French Government, as Mandatory of the League of Nations in Syria, had been privileged to give to Miss Jeppe's work. After recalling the resolution adopted by the Assembly at its sixth session authorising Miss Jeppe to continue the work of rescuing women and children for another year, under the supreme control of the mandatory Power, he explained the developments in the situation during the course of the year. As the Committee was aware, Miss Jeppe had been led on her own initiative to extend her activities, in consequence of the events which had occurred meanwhile. In addition to her regular task, she had thus undertaken a considerable work of relief and charity, for which she had collected important sums in different countries. Now that the Committee was going to recommend the continuation of this work for another year, it was necessary to state explicitly, in the draft resolution submitted to the Assembly, that it was only the protection of women and children which was under the direct control of the mandatory Power, while the relief work undertaken concurrently by Miss Jeppe should be carried out under the supervision of the Committee for Aid to Victims of the Disturbances in Syria and Lebanon, constituted by the mandatory Power with the collaboration of the Refugee Service of the International Labour Office and of the International Red Cross for the co-ordination of all the charitable institutions in Syria. The French delegation, with a view to making this point clear, accordingly proposed two slight amendments in the resolutions contained in Dame Edith Lyttelton's report.

Dame Edith LYTTELTON (British Empire), *Rapporteur*, readily accepted the amendments proposed by the French delegation.

Mlle. FORCHHAMMER (Denmark) proposed an amendment designed to make a clear distinction between the funds devoted to the work undertaken in Syria and those employed by the Commissariat at Constantinople. She described to the Committee the unforgettable impressions she had received a few months before during a visit to Syria, when she had had an opportunity of seeing the magnificent work done by Miss Jeppe. She begged the members of the Committee to persuade their delegates on the Fourth Committee to vote the credit requested from the Assembly for the completion of the work.

M. PAMS (France) pointed out that it had been suggested that the Fourth Committee might reduce the credits asked from the Assembly. He proposed, therefore, that a delegation, consisting of the Chairman of the Fifth Committee, the *Rapporteur* and the representative of the mandatory Power on the Committee, should be asked to approach the Chairman of the Fourth Committee and to convey to him the wish of the Committee as to the credits.

*M. Pam's proposal was adopted.*

Dame Edith LYTTTELTON (British Empire), Rapporteur, suggested that a Sub-Committee should be appointed in order to decide on the proposals to be submitted to the Committee, for reference to the Assembly, as regards the future of the work undertaken by Miss Mills in Constantinople.

*The Committee adopted Dame Edith Lyttelton's proposal. It appointed Mlle. FORCHHAMMER (Denmark), Mme. BAÜMER (Germany); and the RAPPOREUR to be members of the Sub-Committee.*

Miss JEPPE (Commissioner for the Protection of Women and Children in Aleppo) gave the Committee a detailed account of the work she had undertaken and the encouraging results she had obtained. She had already succeeded in rescuing 1,400 women and children and hoped to reach a total of 2,000 before concluding her work. After explaining the methods followed by the mission under her direction, she stated the conclusions to which her experience had led her. She had acquired the conviction that it was useless to attempt to rescue women who, on account of their love of their children and their adaptation to their new surroundings, had become attached to the place to which they had been removed. In her own name and in the name of innumerable victims rescued, she thanked all those who had assisted her in the task and expressed her gratitude to the authorities of the mandatory Power. She paid a special tribute to the officers of the French Intelligence Service, who had never hesitated to collaborate with her, despite the danger to which they were exposed.

The CHAIRMAN thanked Miss Jeppe, on behalf of the Committee, for her instructive and moving statement and declared that the League of Nations admired this work, which had been accomplished under conditions which were always difficult and sometimes dangerous.

M. DENDRAMIS (Greece) wished the League to go directly to the source of the evil which had been revealed in Miss Jeppe's report. The League should bring home to the Government of the country where the women and children were prisoners that such seizures could not be tolerated within its territory. The Greek delegate suggested that the Committee should recommend the Assembly to adopt the following resolution:

"The Assembly expresses the hope that the efforts made to find women and children in the Near East and to bring them back to their relatives will be facilitated by the Government of the country in which those women and children are at present."

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes) stated that he appreciated highly the humanitarian aim of the kind of work accomplished by Miss Jeppe. At the same time, reverting to what had already been said several times during the course of the present session, he desired to draw the attention of the Committee to the fact that the humanitarian efforts of the League should be limited to general recommendations and advice given to the States Members, without encroaching by direct action upon national sovereignty.

The CHAIRMAN stated that the discussion on the report submitted by Dame Edith Lyttelton was concluded. He put to the vote the resolution which, after the amendments made during the discussion, was as follows:

"The Assembly,

"(1) Approves Miss Jeppe's report and expresses its satisfaction with the results obtained during the past year;

"(2) Decides that the mission for the rescue of women and children, which has been entrusted to Miss Jeppe by the League of Nations, will be prolonged for one year more under the conditions fixed by the Assembly during its first session, that is to say, under the authority of the Power which holds a mandate in Syria under the League of Nations;

"(3) Considering that the work of Armenian colonisation and any other work undertaken by Miss Jeppe personally in connection with the mission for the rescue of women and children confided to her by the League of Nations fall within the class of work entrusted in the general interest by the mandatory Power to the direction of a central body representing the International Labour Office and the International Red Cross Committee;

"Invites Miss Jeppe to come to an understanding, as regards the general direction of the work mentioned under (3), with the liaison organisation established by the mandatory Power;

"(4) Approves a credit of 45,000 gold francs for Miss Jeppe's mission; and

"(5) Considering that Miss Jeppe is of opinion that her task will be completed this year, requests her to submit to the next Assembly a final general report on the results of her mission."

*The report and the above resolutions were unanimously adopted.*

Dame Edith LYTTTELTON (British Empire), Rapporteur, said that she did not wish to express a personal opinion upon the draft resolution submitted by M. Dendramis. She wished, however, to inform him that Miss Jeppe felt that, in view of the present situation, this resolution did not appear likely to help the persons whose rescue she desired. The speaker therefore suggested that M. Dendramis should withdraw his motion.

M. DENDRAMIS (Greece) said that he withdrew the draft resolution submitted during the discussion.

## EIGHTH MEETING

*Held on Monday, September 20th, 1926, at 3 p.m.*

Chairman: His Excellency M. MENSdorFF-POUILLY-DIETRICHSTEIN.

18. **Report of the Commission for the Protection of Women and Children in the Near East :  
Report of the Sub-Committee.**

Dame Edith LYTTELTON (British Empire), Rapporteur, said that, after consultation with Miss Mills, the Sub-Committee had determined that the work done by the latter was practically the same as that done by Miss Jeppe. Accordingly, they proposed to recommend the following resolution for adoption by the Assembly:

“ The Assembly decides, seeing that the work of the League of Nations Neutral House in Constantinople is nearing its conclusion and will practically come to an end next year, that the sum of 20,000 gold francs be allocated to Dr. Kennedy for 1927. ”

The amount of 20,000 gold francs had been substituted for that of 30,000 gold francs because the work was coming to an end, access to the districts from which the women and girls came was becoming easier, and the Committee thought that a smaller grant would have more chance of being passed by the Financial Committee.

*The resolution was adopted unanimously.*

- Dame Edith LYTTELTON (British Empire) *was elected Rapporteur to the Assembly.*

19. **Russian and Armenian Refugee Questions.** (Annexes 5, 5a and 5b, A.29.1926.VIII and A.44.1926.)

Dr. Nansen (High Commissioner for Refugees) and Major Johnson (International Labour Office) were also present.

Dr. BREITSCHIED (Germany), after remarking that it was the first time that a German delegate had been called upon to act as Rapporteur for important questions, read his report and made three minor amendments in the draft resolution (Annex 5c; A. V/6).

Dr. NANSEN was glad to be able to say that, since the report had been compiled, Greece and Poland had ratified the Arrangement for Identity Certificates.

He appealed to the Netherlands, which had not yet adopted the system for Armenian refugees; to Roumania, which had suspended the issue of the identity certificates; and to Italy, which did not issue transit visas and thus involved in extra expenditure refugees travelling from the Balkans to employment found for them in France; to reconsider their attitude.

He strongly urged all countries to assist in the formation of the Revolving Fund, not only in the interest of the refugees but in the interest of the countries themselves for which they constituted a heavy charge.

Count GRAVINA (Italy) said that the Italian Government was very much interested in the scheme in question. It was considering the matter sympathetically but thought it necessary to make one reservation concerning the use and control of the Revolving Fund.

Mlle. FORCHHAMMER (Denmark) informed the Committee that the Danish Government, while ratifying the Arrangement of May 1926, wished to preserve its liberty as regards visas for return into Denmark, fees fixed for sojourn permits and the obligatory nature of the identity certificates. The Danish Government did not object to the levy of 5 gold francs for the Revolving Fund.

Mlle. Forchhammer then emphasised the miserable conditions of the refugees in Aleppo. There were 10,000 there, who would starve in the coming winter if help were not provided. Land settlements seemed to offer a solution, for she had been pleased to see how flourishing the settlements made in the land of the Bedouins had proved to be. After two years, some of the settlers were self-supporting and had even begun to pay back some of the money that had been advanced.

Mme. BUGGE-WICKSELL (Sweden) announced the intention of her Government to adopt the extended definition of persons who ought to be able to obtain a Nansen certificate as proposed by the Conference in the spring and said that it had no objection to the principle of giving economic assistance to the Revolving Fund by imposing the additional fees proposed in the Arrangement.

There were no Armenian but a great many Russian refugees in Sweden, and the Government was anxious to do everything in its power to fulfil its duty towards them.

Dr. NANSEN invited the Italian delegate to indicate during that session the nature of the Italian reservation concerning the Revolving Fund, as the fund was already in existence.

He fully concurred with Mlle. Forchhammer as to the plight of the Armenians in Syria. Immediate help was necessary in the first place, but it was also the general opinion of Armenians that Syria could not be regarded as the final destination. He himself was anxious regarding their future in that country. In any case, immediate assistance was indispensable.

Mlle. FORCHHAMMER (Denmark) thought that there was not much to fear for the security of the Armenians in Syria at the moment, as very good relations existed between them and the Arab population.

Dr. NANSEN replied that the impossibility of removing the Armenians from Syria at the moment only intensified the need for present aid, which he insisted should be of a constructive nature.

Dr. BREITSCHIED (Germany) hoped that he would soon be able to report the favourable decision of the German Government on the matter of certificates. The German reply had been delayed owing to the fact that passports and taxes on passports were the concern of provincial legislation and that the negotiations with the local authorities had not yet been completed.

He remarked that, owing to the fact that Germany was now a Member of the League, there would be no further reason for her to make a special contribution to the budget of the Refugee Service for 1927. This contribution must now be regarded as included in the annual contribution which Germany would pay as a Member of the League. The work of the High Commissioner and of the Refugee Service, however, was regarded in Germany as being particularly essential, and, in view of the fact that other Members of the League also contributed special subsidies, Dr. Breitscheid was prepared to recommend to his Government that a certain sum should be granted for the year 1927.

M. VOIONMAA (Finland) made a declaration on behalf of his Government to the effect that the Arrangement adopted by the Conference on Armenian and Russian Refugees had been ratified by the President of the Republic with the exception of paragraphs 11 and 13, which related to the extension of the identity certificate system and to special contributions to the Revolving Fund, since the tax of 5 gold francs could only be levied on the identity certificates. The majority of the 14,000 refugees in Finland were peasants and were too poor to pay the tax.

M. VEVERKA (Czechoslovakia) recalled the fact that Czechoslovakia had not ratified the Geneva Arrangement. Refugees in his country were provided with passports which gave a stronger legal position than identity certificates. On the other hand, since many of them were destitute, a levy of 5 francs would, in effect, constitute a call upon the Treasury. Nevertheless, should an International Agreement be concluded, his Government would vote with the majority.

The CHAIRMAN asked the delegates to make, for the information of the Assembly, the declarations contemplated by the resolution of the Council at its fortieth session.

Dr. NANSEN (Norway) pointed out that the passports issued to refugees by the Czechoslovak Government did not enjoy the same universal recognition as the identity certificates and drew attention to the fact that the levy of 5 francs on the certificates only applied to the self-supporting refugees and had been suggested by the refugees themselves. The Revolving Fund would considerably lighten the financial burden of the States now giving relief.

Dame Edith LYTTTELTON (British Empire) stated that the British Government would adhere to the plan of collecting a tax of 5 gold francs on each certificate, provided that the Governments concerned also adhered to this scheme.

Count GRAVINA (Italy) emphasised the fact that Italy did not wish to create difficulties. The reason for its reservation was that the resolution had been circulated to various organisations for their opinion, and that their replies had not yet been received. He was prepared, however, to accept the conclusions of the report.

M. SCHMIDT (Estonia) reported that his Government was disposed to ratify the proposed system of which many of the provisions were, moreover, already being carried out. Nevertheless, articles 9 to 13 were extremely difficult to apply in Estonia, since there was a very large number of refugees, nearly all of whom were Russian ex-soldiers. To ask them for a contribution would be difficult if not impossible, and the expenses incurred by the Government itself on their behalf were already increasing. His Government felt a moral obligation to help the refugees in its own territory first. It must therefore make reservations in respect of the above-mentioned articles. Subject to these reservations he approved the resolution submitted to the Committee.

M. DENDRAMIS (Greece) said that his Government adhered to the Arrangement of May 1926, while making a reservation which was administrative in character or almost so. The Greek Government would conform scrupulously to the terms of the Arrangement.

M. PAMS (France) outlined the steps taken by the French Government to give immediate effect to the Inter-Governmental Arrangement in both France and Syria. He mentioned that hospitality had been extended to some 400,000 Russian refugees, who, he was glad to say, had appeared to be grateful for the reception they had been given. As regards the difficulties which had been encountered in the settlement of more than 100,000 Armenian refugees in Syria, M. Pams stated that everything possible had been done by the High Commissioner to remove them. The French authorities had decided, among other measures which had been taken recently, to centralise, under the supervision of the International Labour Office and of the International Red Cross, all private efforts made on behalf of the refugees. The work of these two organisations was encouraging for the success of the settlement of the refugees in Syria pending the establishment of the Armenian National Home.

• Mr. RIDDELL (Canada) congratulated Dr. Breitscheid on his excellent report, and explained that it was difficult for Canada to take part in the creation of the Revolving Fund as the cost involved in the collection of the 5 francs tax would exceed the tax itself.

The Canadian Government was very sympathetic towards the refugees and continued to welcome a large number of them. The Nansen passports assured their bearers a similar situation in Canada to that occupied by the holders of national passports.

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes) enumerated the sums devoted to the relief of refugees by his Government, which amounted to 100,000,000 dinars. He thought that the Russian and Armenian refugee question was also a political one and that it would be necessary to come to an agreement with the Armenian and Russian Governments before a conclusion could be reached. He had been surprised to learn that the guarantee provided by the Armenian budget had not been considered sufficient to attract a loan. Central Europe, and especially his own country, had suffered from recent disasters which might well necessitate international assistance. The situation which resulted from this fact and the extreme destitution of the refugees made it difficult for his country to ratify the Arrangement of May 1926, but it would endeavour to do its duty towards the League.

M. BURCKHARDT (Switzerland) said that Switzerland had ratified the Arrangement of May 12th, 1926, and had given effect to it at once. A list of refugees was now being drawn up. No applications had been received under Article 8 of the Arrangement.

• M. PARRA-PÉREZ (Venezuela), Vice-Chairman, after thanking Dr. Nansen for his work and Dr. Breitscheid for his report, drew the attention of the Committee to a paragraph in the report which appeared to him to contemplate the establishment of a permanent organisation to deal with the question of unemployment among refugees. He recalled the fact that he had always been opposed to the creation of such an organisation and had shown its disadvantages and the burden which it would constitute upon the League budget. Further, the special case of the Russian refugee must not be confused with the general question of the migration of peoples or the problem of unemployment, which was not a matter for the Committee to discuss. He therefore wished to suggest to the Rapporteur that the paragraph to which he had referred should be suppressed. If this were not done, he would be compelled to make a special reservation concerning the matter.

M. DENDRAMIS (Greece) asked whether, in view of the fact that Greece had reached the limit of the resources which she could devote to refugees, the Rapporteur would agree to substituting the words "in the Near East" for the words "in Syria", in speaking of the precarious situation of a large number of the refugees.

Dame Edith LYTTLETON (British Empire) supported the suggestion of the Vice-Chairman. It was questionable whether it was possible for an international organisation to interfere with unemployment problems within a nation. The British Government would have to make a reservation if the paragraph in question were retained.

Mr. RIDDELL (Canada) said that this paragraph had escaped his notice. He thought the proposal to set up an international employment bureau had been finally abandoned last year. The Governing Body of the International Labour Office had also rejected this idea.

Dr. BREITSCHIED (Germany) agreed to the suggestion of the Greek delegate and requested that the Committee should defer consideration of the Vice-Chairman's suggestion until the next meeting in order to give him an opportunity to consult his delegation.

*Further discussion of the question was then adjourned until the next meeting.*

20. Report on the Work of the Second Session of the Child Welfare Committee : Adoption of the Report of the Fifth Committee to the Assembly.

Mr. RIDDELL (Canada) read his report.

*The report and resolutions, with a drafting amendment proposed by Dame Edith LYTTLETON (British Empire) were adopted unanimously (Annex 3d; A. 77. 1926. IV).*

21. Italian Legislation concerning Maternity and Child Welfare.

Count GRAVINA (Italy) brought to the notice of the Committee a recent law passed in Italy for the protection of maternity (Annex 3e; C.P.E. 83). This was an indication of the importance which Italy attached to the question of child welfare.

The CHAIRMAN suggested that the law should be distributed to the delegates.

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NINTH MEETING

*Held on Wednesday, September 22nd, 1926, at 10 a.m.*

Chairman: His Excellency M. MENSENDORFF-POUILLY-DIETRICHSTEIN.

22. Work of the Commission for the Protection of Women and Children in the Near East: Adoption of the Report of the Fifth Committee to the Assembly.

Dame Edith LYTTTELTON (British Empire), Rapporteur, read her draft report to the Assembly (Annex 4b; A.V/14.1926).

*The report and resolutions, with one amendment proposed by Dame Edith LYTTTELTON (British Empire), upon a suggestion of Mlle. FORCHHAMMER (Denmark), were unanimously adopted, subject to their approval by the Fourth Committee.*

23. Statement by the French Delegation.

M. LABROUSSE (France) informed the Committee, as a matter of courtesy, of his intention to address the Assembly in reply to unjustified criticisms which had been passed upon the trend of the work of the Fifth Committee and of the Advisory Committee. He intended to say that it was impossible for the League to confine itself to purely international work. Some charitable and humanitarian work was inseparable from an activity which covered the whole of humanity.

The CHAIRMAN thanked M. Labrousse for his courtesy.

24. Russian and Armenian Refugee Questions (continuation).

Dr. Nansen, High Commissioner for Refugees, M. Albert Thomas, Director of the International Labour Office, Mr. Butler and Major Johnson, International Labour Office, attended the Committee for the discussion of this question.

Dr. BREITSCHIED (Germany), Rapporteur, stated that he had discussed with his colleagues the question of deleting paragraph 7 of the draft report to the Assembly. Their deliberations had only tended to confirm them in their opinion that the paragraph was necessary. He thought that the objections to it, made at the previous meeting, were due to a failure to understand its real purport. Its object was to make use of the experience gained last year, which had proved the value of the steps taken by the International Labour Office to endeavour to find employment for specialised workers other than the Armenian and Russian refugees. Several States had asked for the collaboration of the Refugee Service to this end; the use of this service was, moreover, optional, and it seemed desirable to maintain it. He was, however, prepared to make concessions in order to obtain unanimity, and suggested that this might be secured by the employment, if necessary, of another formula for the same idea.

Sir Basanta MULLICK (India) read out the instructions received from his Government as to the steps taken or proposed with regard to the system of identity certificates and the Revolving Fund. In general, these arrangements were similar to those approved by the British Government; should the Government of India later on decide to make any changes in the procedure, information to that effect would be supplied to the High Commissioner of the League of Nations.

M. PARRA-PÉREZ (Venezuela), Vice-Chairman, regretted that he was unable to depart from the attitude which he had taken up at the previous meeting. He recapitulated the arguments which he had then put forward and emphasised the political aspect of the question, which was of interest as much to the Governments sending out the refugees as to those receiving them.

There were dangers in the procedure adopted which might be illustrated by the case of certain organisations, originally temporary, which had developed into permanent bodies involving large

expenses. He did not wish to see a permanent organisation created on this occasion and he further contended that the question of unemployment was outside the scope of their discussion. The International Labour Office had already performed eminent services in assisting refugees and could very well continue to do so without any change in the existing regime.

M. DI PAULI (Austria) recalled the resolution submitted last year by the Austrian delegation to the Fifth Committee in which it was proposed to invite the International Labour Office to extend its services to others than the refugees. He agreed with the Vice-Chairman as to the gravity of the problem presented by migration, but the real cause of all migration was, in his opinion, unemployment. As regards the financial aspect of the matter, he thought an organisation which performed good work was never too costly.

Mr. MANNING (Australia) desired to see the paragraph in question deleted, as he saw in it an element which would disturb the unanimity of the Committee and create further discussion in the Assembly. He thought that the resolution now before the Assembly for the purpose of giving the High Commissioner authority to extend help to refugees other than Russians and Armenians should be sufficient to enable the Rapporteur to eliminate the clause in his report to the Fifth Committee. It would be a pity to give public opinion in Australia, which followed the work of the League very closely, the opportunity to accuse the League of interfering in questions which were outside its competence.

Mr. JACKLIN (South Africa) argued that unemployment was a national and not an international question. His own country was dealing with the question on scientific lines and could not accept the intervention of a body six thousand miles away. He would also like to have before him a complete estimate from the financial authorities before any such action as was contemplated was taken. He finally proposed that discussion of the matter should be deferred until the Committee which the Assembly desired to set up to define the limits of national and international questions had arrived at some conclusion.

Count GRAVINA (Italy) associated himself with the remarks of the Vice-Chairman. The question upon the agenda was not unemployment but Russian and Armenian refugees. He was in favour of the deletion of the paragraph in question in order that the discussion might not wander from the point at issue. Considerable results had been obtained during the past years, but it was desirable to state definitely that the establishment of a permanent organisation was not in accord with the temporary nature of the work for refugees.

M. DENDRAMIS (Greece) paid a tribute to the report presented by the German delegate. He begged to point out that the Committee was dealing with the question of refugees and not with that of unemployment. Consequently, he regretted that he was not in a position to enter into a discussion on the latter question.

M. DI PAULI (Austria), with a view to arriving at a compromise, suggested the suppression of the paragraph in question and the adoption of a resolution designed to bring the question of unemployment before the International Economic Conference and to provide for the creation of a central office for the exchange of information regarding the labour market, the openings for placing unemployed and the appropriate methods for facilitating their employment.

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes) concurred in the reservations made by the Australian and South African delegates. He explained the various reasons which, in his opinion, necessitated confining the discussion to the problem of refugees. The question of "Staatenlosen" and that of unemployment should not be allowed to arise.

M. Albert THOMAS (Director of the International Labour Office) said he wished to speak not in order to defend or to attack the report but merely to lay certain facts before the meeting. In the first place, he wished to remind the Committee that it had been decided last year that the activities of the International Labour Office should be strictly limited to assisting Russian and Armenian refugees. As a result of such a regulation, the experience acquired by the officials of the Refugee Service was not being fully utilised. The International Labour Office regularly distributed the information provided by its agents, but it was obliged strictly to apply the resolution adopted by the Assembly during its sixth session, so that, in spite of frequent requests from various countries, it was unable to deal with unemployed and emigrants.

M. Albert Thomas did not think that the apprehension of the previous speakers as to the danger of interference by the International Labour Office with the domestic unemployment problems of individual States was justified. The International Labour Conference had never been called upon even to consider such a proposal. On the other hand, in the resolution which M. de Brouckère had laid before the General Committee of the Assembly the previous day, he saw an expression of the need which was being felt for the extension of refugee work to other classes of individuals.

As regards the questions of unemployment and emigration, it must be recognised that, at the present time, a large number of private organisations were endeavouring to ensure their co-ordination and centralisation.

Referring next to the resolution submitted by the Austrian delegate, M. Albert Thomas remarked that it dealt with all the problems relating to unemployment regarding which a whole series of resolutions had been adopted by the International Labour Conference and were already in course of execution. He therefore wished to propose an amended version of the resolution of the Austrian delegate, providing that the Governing Body of the International Labour Office



should report to the International Economic Conference as to the possibility of co-ordinating the work of the national organisations.

M. POSNER (Poland) supported the arguments put forward by M. Albert Thomas. Any fears the Committee might have as to the danger of the organisation to be set up becoming a permanency might be dissipated by introducing the words "only temporary" into the text of the report. The apprehensions expressed on this matter, however, did not seem to him to be justified inasmuch as the problem was already on the point of solution. And it was quite probable that the Assembly during its next session would have before it the question of deciding whether the organisation to be set up should be retained or not.

M. Posner then referred to the clause in the report dealing with the proposed suppression of the Refugee Office at Warsaw and its substitution by an agency situated at Danzig and covering Poland and the Baltic countries. He urged the Director of the International Labour Office not to insist on this proposal. Poland was daily receiving increased numbers of refugees and was very anxious to retain the Warsaw Office, which was working perfectly and was of great service to the Polish Government.

Dr. BREITSCHIED (Germany) expressed his willingness to agree to the formula proposed by M. Albert Thomas and hoped that M. Parra-Pérez would receive it favourably. He regretted having been the cause of prolonging the discussion by insisting on his own point of view. He thought, however, that the exchange of views which had resulted had been of considerable value. The formula proposed by M. Albert Thomas might be examined by a Sub-Committee which should be entrusted with the task of deciding whether it should be inserted in the report in place of the paragraph to which objections had been raised, or whether it was necessary to embody it in an entirely separate resolution.

M. DI PAULI (Austria) approved of the suggestion made by M. Albert Thomas and recommended the Committee to adopt it.

The CHAIRMAN proposed that the Committee should accept Dr. Breitscheid's suggestion and set up a Sub-Committee to meet in the afternoon in order to study the text presented by M. Albert Thomas.

Mr. RIDDELL (Canada) understood fully the difficulties with which the Rapporteur was faced and sympathised warmly with the arguments he had brought forward. He was anxious, however, that the Committee should not, under any circumstances, abandon its task of settling the refugee problem, as it inevitably would, in his opinion, if the resolution of M. Albert Thomas were adopted.

The CHAIRMAN again asked the Committee if it desired to set up a Sub-Committee to examine M. Thomas' proposal.

Mr. MANNING (Australia) said that it would be difficult to refer to a Sub-Committee a text which had not been distributed and regarding the terms of which the delegates were consequently unable to form an opinion.

Dame Edith LYTTTELTON (British Empire) supported the observations of Mr. Manning.

The CHAIRMAN remarked that it would be necessary for the Committee to hold two more meetings in order to finish its work in time. He therefore proposed that the discussion should be continued at 10 o'clock the same evening.

*This proposal was adopted.*

## TENTH MEETING

*Held on Wednesday, September 22nd, 1926, at 10 p.m.*

Chairman: His Excellency M. MENSdorFF-POUILLY-DIETRICHSTEIN.

### 25. Russian and Armenian Refugee Questions (continuation).

Count GRAVINA (Italy) stated that, after hearing the explanations given by M. Albert Thomas, and in view of the fact that the Rapporteur was prepared to delete the passage in question, he was prepared to withdraw the criticisms which he had made at the morning's meeting. The Italian delegation therefore was in favour of the new draft resolution now before the Committee the terms of which were as follows:

"Having regard to the importance of the practical experience acquired by the Refugee Service of the International Labour Office in the placing of unemployed refugees in countries desirous and capable of receiving them,

"Requests the Governing Body of the International Labour Office to consider the possibility of submitting a report to the International Economic Conference suggesting, in the light of their experience, by what practical means the co-ordination between national systems of placing labour provided for under the Washington Convention might be carried out effectively."

M. DENDRAMIS (Greece) was also prepared to accept the new version of the resolution.

Mr. MANNING (Australia) had no intention of contesting the resolution on the ground of its principles, but he would like to impress upon the Committee the necessity of adhering to the Rules of Procedure. Under these rules, no question could be placed upon the agenda of the Assembly unless four months' notice was given, or, in default of such notice, a vote of two-thirds of the Assembly was obtained. As the question of unemployment did not figure on the agenda approved by the Council and had not been added to it by a vote of the Assembly, the Fifth Committee was not in order in touching upon it in its report. Mr. Manning assured Dr. Breitscheid that he welcomed very warmly the draft resolution submitted at the previous meeting. His objection to it was inspired solely by a wish to avoid a breach of the Rules of Procedure on the part of the Committee.

The CHAIRMAN pointed out that the Committee had already decided to discuss this resolution provided that the paragraph in question was removed from the Rapporteur's report.

26. **Extension to other Categories of Refugees of Measures taken to assist Russian and Armenian Refugees.**

The CHAIRMAN interrupted the discussion at this point to read a report from the Agenda Committee bringing to the notice of the Fifth Committee the following draft resolution proposed by the Belgian delegation:

"The Assembly invites the Council to request the High Commissioner for Refugees and the International Labour Organisation to consider how far the measures taken to give protection to, to provide employment for and to afford relief to Russian and Armenian refugees can be extended to other categories of refugees."

Mr. MANNING (Australia) asked the Committee to proceed to the discussion of this resolution and to defer its examination of the proposal of the Rapporteur on the question of unemployment.

27. **Russian and Armenian Refugee Questions (continuation).**

M. PARRA-PÉREZ (Venezuela), Vice-Chairman, summarised the course of the debate and said that several delegations, including his own, had appealed to the Rapporteur to suppress a passage in his report which did not meet with universal approval. Dr. Breitscheid had been good enough to accede to this request, but the Committee had now before it a suggestion made by the German delegation. The Committee, of course, would not refuse to discuss the matter, but it did not seem to be necessary to couple it with the suppression of the passage of the report in question.

Dr. BREITSCHIED (Germany), Rapporteur, with a view of showing his good will and his keen desire to reach a solution which would be unanimous, withdrew the paragraph under discussion. At the same time, he would be glad if it could be considered possible to discuss the draft resolution which he had submitted at the previous meeting, either in conjunction with the suggestion of the Belgian delegation or as a separate item.

*The report of the German representative, with the amendments necessitated by the suppression of the clause relating to unemployment, was adopted by the Committee.*

The text of the resolution was as follows:

"The Fifth Committee proposes to the Assembly to adopt the following resolutions:

"The Assembly,

"Having carefully examined the report of the High Commissioner and of the International Labour Office on the refugee questions;

"Approves that report;

"Expresses its high appreciation of the important work which they have accomplished for the refugees;

"Expresses the opinion that this work should be prosecuted to a satisfactory conclusion in the interests both of the refugees themselves and of political, economic and social order;

"Having regard to the precarious position of thousands of Armenian refugees in the Near East,

"Invites the Governing Body of the International Labour Office and the High Commissioner for Refugees to consider the possibility of making an effective response to the appeals for their co-operation in the permanent settlement of these refugees and of co-ordinating the activities of private organisations working for the refugees;

"Urges the Governments of the States Members to further the settlement of unemployed Russian and Armenian refugees by giving notice as soon as possible of their ratification of the Arrangement drawn up by the Inter-Governmental Conference on May 12th, 1926, particularly as regards contributions to the working capital fund ("Revolving Fund") and the issue of visas to refugees on the recommendation of the High Commissioner and of the International Labour Office; and

"Invites the Governing Body of the International Labour Office to appoint a co-trustee to be responsible jointly with Dr. Nansen for the administration of the fund in question."

M. Albert THOMAS (Director of the International Labour Office) interpreted the Committee's vote as implying approval of the budget of the Refugee Service and a recommendation to the Fourth Committee to adopt it. But a further decision was necessary regarding the credits required for the maintenance of the delegation of the Refugee Service at Berlin.

On the suggestion of the CHAIRMAN, the following resolution was adopted by the Committee:

"Considering the necessity, in view of the large number of refugees in Germany, of maintaining a delegation of the Refugee Service in Berlin,

"The Committee takes note of the possibility of a contribution of one-half of the cost being made by the German Government, and

"Urges the Assembly to increase the Refugee budget by 18,750 francs in order that the important delegation of the Refugee Service may be maintained in Berlin."

#### 28. Settlement of Armenian Refugees.

Dr. BREITSCHIED (Germany), Rapporteur, read the resolution appended to his report (Annex 6; A.V/9.1926).

Dr. NANSEN (High Commissioner for Refugees) reminded the Committee that, in spite of all the efforts made, it had not yet been possible to create a National Home for the Armenians. This people had endured more misery than any other nation and deserved to have its lot ameliorated. The solemn obligations which the Assembly of the League of Nations had incurred in this respect must not be allowed to lapse. The result of the enquiry which he had carried out in Armenia gave good grounds for optimism regarding the National Home if only the necessary initiative could be imparted by a resolution of the Assembly in the sense of the report before the Committee. It was not Dr. Nansen's intention to conceal the difficulties of the task, but he did wish to impress upon all the delegations the absolute necessity of making some attempt to deal with the problem. Even if this attempt failed, the League of Nations at least could not reproach itself with having evaded a moral duty and a solemn obligation.

M. LABROUSSE (France) pointed out that the text of the resolution submitted to the Committee was not in conformity with the intentions of the Council, which had contemplated the creation of a Committee after and not before the funds had been collected. He therefore proposed that paragraphs 3 and 4 should be modified in such a way as to suggest to the Council that the supervision of the collection of funds should be delegated to the Secretariat.

Dr. NANSEN was astonished at the opposition from the French delegation, since it was France which had urged him to take up the work. The Propaganda Committee had never been conceived as a permanent body. Its function was merely to explore possibilities of action. The hardest task was to raise the sums required and he felt that it was to the advantage of the League itself that some little encouragement should be given to the enterprise.

Dame Edith LYTTLETON (British Empire) made the following speech which, on the suggestion of M. PARRA-PÉREZ, Vice-Chairman, it was decided to give *verbatim* in the Minutes:

I have been mixed up all my life with people interested in Armenia, so that the question holds nothing new for me at all. It produces at this moment in my heart and mind a feeling of intense desire, not only for the sake of the Armenians but for the reputation, the honour and the prestige of the League, that this subject should be approached from a broad, humanitarian point of view. To be a nation means not territory, not many other things it is often supposed to mean, but a soul, a literature, a language and a hope. Apply these tests to the Armenians, who perhaps have been worse treated than any other people in the history of the world. Through all the agonies of their history and of the Great War, these people have been killed and massacred and separated, yet all through they have kept their language, their religion and their hope. They have existed for hundreds of years, and have had a very remarkable culture. Great scientists and poets have arisen amongst them. Now there is a possible chance of their being established in a Home of their own.

There are many peoples in the League of Nations who know what it is to have been without a national identity for many years, and to have suffered terribly in attaining to it. Such peoples should be the first to help the Armenians to some kind of base from which to continue their existence as a nation. The big nations have all been through suffering and trouble: ought they not to want to help this people to get at last to a place where they might have a Home for their individuality?

It may be very difficult to carry this into practice, and the decision of the Financial Committee that this particular project, as far as the money was concerned, is impossible to carry out must be accepted. But it is of vital importance that the League of Nations as a whole should express its desire to help in this matter, and if it were possible for this Committee to recommend that the Council should express its desire to help the Armenians in a practical form, such as Dr. Nansen has suggested, it will cost but little and will give an absolute line to those who want to assist.

I propose a slight modification in the resolution proposed by the Rapporteur. I understand the fear that the Council may be asked by the Committee to do something without giving them the power to discuss it or to see whether it is advisable to do it; but the Council must be trusted in this matter. The Committee need not insist that the small body should be set up, but might ask the Council to consider whether it is advisable to do so after due enquiry. Then paragraph (4) should read: "decides that, if such a Committee should be appointed, a sum of 25,000 francs shall be", and so on.

In conclusion, I would like to draw an illustration from a personal impression. Yesterday, as I walked on the shore of the lake, I was looking at the streams tumbling into the Rhone. They were separated into a number of distinct rivulets which at first, when the waters met and were hurled against each other, formed a wild turmoil but gradually merged into one river peacefully flowing down to the sea. The Armenian people may be compared to one of these rivulets; once merged in the deeper streams of other nations, it will be able to proceed in peace to the sea which we all, nations and individuals alike, shall one day reach.

M. DENDRAMIS (Greece) reminded the Committee that the Assembly had three times given definite pledges to the Armenian people, and urged that every assistance should be given to Dr. Nansen to enable him to carry out his scheme.

M. LABROUSSE (France) agreed to the proposals of the British delegation, in view of the fact that they were almost exactly the same as the French.

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes) had noticed, with some uneasiness, that the scope of the discussion had gradually been enlarged. The question should be considered from a business rather than a sentimental point of view. Otherwise, it would be found that their obligations would soon far exceed their financial capacity. It must be maintained that each nation ought to be free to carry out its own social policy. It was only through these channels that they would arrive at the most satisfactory results for all parties.

Dr. BREITSCHIED (Germany), Rapporteur, had no objection to the proposals of the British and French delegates from the point of view of principle. It was only a question of procedure whether the Secretariat should deal with the collection of funds or whether a small Committee should be set up. This might be left to the Council to decide.

Dame Edith LYTTTELTON (British Empire) read out the amended text of paragraphs 3 and 4 of the following resolution:

“ The Assembly:

“ (1) Takes note of and adopts the report of the Armenian Refugee Settlement Commission, and expresses its appreciation of the valuable work done by this Commission in the elaboration of a workable scheme, found after careful enquiry to be technically sound, which it is estimated will result in the settlement of at least 25,000 Armenians in their National Home;

“ (2) Takes note of the resolution of the Council of September 16th, 1926, stating that, if the money to finance the initial outlay required by the scheme is forthcoming, the Council would, subject to certain conditions, and if requested to do so by the parties interested, be willing to appoint a person or persons to supervise the due expenditure of that money for the objects specified in the scheme;

“ (3) Requests the Council to consider the possibility of setting up a small committee, under the chairmanship of a member appointed by the Council and consisting partly of representatives of private organisations interested in the promotion of this scheme, to investigate the possibility of obtaining the sum required and of using it for the purpose of the plan in the Republic of Armenia;

“ (4) Decides that a sum of 25,000 francs shall be included in the budget for next year to meet the expenses of this committee, if such a committee is set up. ”

*The report and resolutions were adopted.*

Dr. BREITSCHIED (Germany) was appointed Rapporteur to the Assembly.

29. Extension to other Categories of Refugees of Measures taken to assist Russian and Armenian Refugees (continuation).

On the proposal of M. DENDRAMIS (Greece), M. DE BROUCKÈRE (Belgium) was appointed Rapporteur for the question of the Belgian proposal which had been referred to the Committee by the Assembly.

M. DE BROUCKÈRE (Belgium), Rapporteur, said that his proposal was a simple one. It was merely that the High Commissioner for Refugees and the International Labour Office should investigate the possibility of rendering their organisations available for other categories of refugees who at present were outside their scope.

*The resolution was adopted.*

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## ELEVENTH MEETING

*Held on Thursday, September 23rd, 1926, at 3 p.m.*

Chairman: His Excellency M. MENSENDORFF-POUILLY-DIETRICHSTEIN.

M. Albert Thomas (Director of the International Labour Office), accompanied by Major Johnson, was present at the discussion.

30. **Extension to other Categories of Refugees of the Measures taken to assist Russian and Armenian Refugees : Adoption of the Report of the Fifth Committee to the Assembly.**

Dame Edith LYTTELTON (British Empire) asked permission to propose an amendment although the resolution had already been voted upon.

M. JANSON (Belgium) said that he was acting for M. de Brouckère in his absence, and would be glad to hear the nature of the amendment proposed.

Dame Edith LYTTELTON (British Empire) explained that she wished to add a proviso calling for the previous consent of the Governments concerned.

M. JANSON (Belgium) enquired which these Governments were. Difficulties would certainly arise if the amendment proposed were interpreted to include countries of which the refugees are nationals.

Dame Edith LYTTELTON (British Empire) said that she had hoped that a discussion in the Committee would throw light upon that point.

M. BASTID (France) accepted the amendment on the understanding that the Governments referred to were the Governments of the countries which were sheltering the refugees.

Mr. RIDDELL (Canada) thought that the States to which the refugees were going should be consulted. He accepted the amendment in this sense.

M. Albert THOMAS (Director of the International Labour Office) made it clear that the consent of the States from which the refugees were coming and to which they were going was invariably obtained by the Refugee Organisation of the International Labour Office before any transfer was effected. It seemed to him unnecessary to take into account the opinion of the country of which the refugees were nationals.

M. VEVERKA (Czechoslovakia) supported M. Albert Thomas on this point, but said that he could not accept the resolution without making a reservation on behalf of the Czechoslovak Government whereby the national Governments would be left perfectly free to grant or refuse passport visas.

Dame Edith LYTTELTON (British Empire) withdrew her proposed amendment in view of the statement of M. Albert Thomas. She accepted a proposal made by M. Albert Thomas to insert the word "already" into the text. The phrase in question would run ". . . measures *already* taken to give protection to . . . ."

M. JANSON (Belgium) concurred.

*The resolution of the Belgian delegation, with the addition of the word "already", was adopted by the Committee.*

31. **Settlement of Armenian Refugees : Adoption of the Report of the Fifth Committee to the Assembly.**

*After some discussion, it was agreed to make a textual correction in the report.*

*The report, presented by Dr. BREITSCHIED (Germany), Rapporteur (Annex 6a; A. V. /17/1926), was adopted by the Committee.*

32. **Russian and Armenian Refugee Questions : Adoption of the Report of the Fifth Committee to the Assembly.**

*The report, presented by Dr. BREITSCHIED (Germany), Rapporteur, (Annex 5d, A. V. / 18), was adopted.*

33. **Russian and Armenian Refugee Questions : Draft Resolution of the German Delegation on Unemployment (continuation).**

Dr. BREITSCHIED (Germany) thought that sufficient discussion had already been devoted to the question, but he would like to point out that, in accepting the resolution, the Committee

would not be committing itself to definite action. The proposal was to refer the matter to the Governing Body of the International Labour Office, which, in turn, might or might not refer it to the International Economic Conference.

Dame Edith LYTTELTON (British Empire) asked for a clear statement as to the category of persons concerned.

M. Albert THOMAS (Director of the International Labour Office) believed that the object of the resolution was a very modest one. It was in reality a question of co-ordinating the efforts of various national organisations which were already attempting to deal with the problem of unemployment. As such, it was well within the provisions of the Washington Convention. He hoped that the delegate of the British Empire would see her way to accept it.

Dame Edith LYTTELTON (British Empire) regretted that she was unable to accede to this request. She feared that this would be the thin end of the wedge in an attempt to deal with unemployment questions in various countries.

Dr. BREITSCHIED (Germany) denied that any interference with national problems was intended. The consent of the Governments interested would, moreover, be an essential condition for any assistance given by the proposed organisation.

Mr. MANNING (Australia) asked the Chairman for a ruling as to whether the Committee was in order in discussing a subject which had not been submitted to it by the Assembly.

The CHAIRMAN explained that it had always been the intention to refer the resolution, if passed, to the Assembly.

M. BURCKHARDT (Switzerland), although in sympathy with the proposal in principle, considered that the matter should have been referred to the Committee by the Assembly before it could be discussed. He thought that the course which the Committee seemed about to take might create a dangerous precedent as regards procedure.

Dr. BREITSCHIED (Germany), without being convinced by the arguments put forward, withdrew his proposal, as he felt that such a resolution should be accepted almost unanimously in order to be effective. He was glad to note that there was no real difference of opinion on the substance of the matter, and the discussion would serve as a valuable basis for any future consideration of the proposal.

Dame Edith LYTTELTON (British Empire) thanked the German delegate for his courtesy in withdrawing the resolution. This was the true spirit of the League of Nations. She was in sympathy with the idea on which the resolution was based, but felt that the matter would need a good deal of careful thought,

## TWELFTH MEETING

*Held on Friday, September 24th, 1926, at 3 p.m.*

Chairman: His Excellency M. MENSENDORFF-POUILLY-DIETRICHSTEIN.

Dr. Nansen (High Commissioner for Refugees) and M. Albert Thomas (Director of the International Labour Office) accompanied by Major Johnson, were present at the discussion.

### 34. Request by the French Delegation for Correction of the Minutes of the Ninth Meeting.

M. LABROUSSE (France) recalled the fact that, during the ninth meeting of the Committee, he had expressed the opinion that the League should play the rôle of moral counsellor and that it should not hesitate to incur expense in order to support its prestige. He had added — a point which was omitted in the Minutes — that the assistance distributed must of necessity be limited, otherwise the success of their action would be jeopardised.

The CHAIRMAN noted the amendment requested by M. Labrousse and gave instructions that it should be inserted in the Minutes of the present meeting.

### 35. Work of the Commission for the Protection of Women and Children in the Near East: Decision of the Fourth Committee.

The CHAIRMAN read a letter from the Chairman of the Fourth Committee (Annex 7 e) reporting the adoption by the Fourth Committee of the recommendation of the Supervisory Commission to the effect that no new credit should be included in the budget for 1927 for the protection of women and children in the Near East.

Dame Rachel CROWDY (Secretary) read a letter from Miss Jeppe stating that, should the decision of the Fourth Committee be unfavourable, she would endeavour to carry on the work with the aid of private subscriptions.

Dame Edith LYTTELTON (British Empire) was disappointed at the decision of the Fourth Committee, but recognised the difficulty of appealing against it, especially as Miss Jeppe had announced her intention to carry on the work with the help of private funds in the event of a grant not being made.

M. LABROUSSE (France) associated himself with the expression of disappointment uttered by the British delegate.

Dame Edith LYTTELTON (British Empire) proposed the following resolution, which she asked should be voted separately and then incorporated in the report to the Assembly:

" The Fifth Committee

" Accepts the decision of the Fourth Committee in view of the fact that Miss Jeppe will endeavour to obtain the necessary money from private sources in order to enable her to carry out her work under the League of Nations under the same conditions as previously. In the circumstances, the Fifth Committee agrees to delete paragraph 5 from the report."

*The resolution was adopted.*

Dame Edith LYTTELTON (British Empire) raised the question of Miss Mills's work at Constantinople. As this was on a much smaller scale, she felt it would be difficult to press for credits or to ask for League patronage. She therefore moved the following resolution:

" That the Fifth Committee thanks Miss Mills for her work and regrets that it has not been found possible to continue the grant from the League of Nations for another year, and that this resolution be included in the report."

*The resolution was adopted.*

*The Committee further requested the Rapporteur to recommend to the Assembly that Miss Mills be allowed the loan of the equipment of Neutral House, Constantinople, for a year.*

### 36. Settlement of Armenian Refugees: Decision of the Fourth Committee.

The decision of the Fourth Committee, upon the recommendation of the Supervisory Commission, not to grant credits in the 1927 budget for this item was read (Annex 7).

Dame Rachel CROWDY (Secretary) said that the Chairman of the Fourth Committee had stated that the Fifth Committee was entitled to ask for a Mixed Committee of the Fourth and Fifth Committees to discuss the question.

Dr. NANSEN (High Commissioner for Refugees) thought that there were two misunderstandings on the part of the Fourth Committee. First, it had not been said that the scheme could not be carried out; it had only been said that the loan could not be raised as it was hoped. Secondly, realisation of a private loan depended on League help. The refusal to grant even an initial aid was tantamount to withdrawal from the whole enterprise. Without League encouragement, it would be infinitely more difficult to raise the necessary funds.

Mlle. FORCHHAMMER (Denmark) proposed that a resolution should be adopted with the object of selecting members of the Fifth Committee to sit on a Mixed Committee with members of the Fourth Committee in order to discuss the matter.

Dr. BREITSCHIED (Germany) seconded the resolution.

M. LABROUSSE (France) was of the opinion that the League would not be disinteresting itself in the question by refusing the credit requested. The only question was whether the proposed Committee should be set up prior to the collection of funds or subsequently.

M. DE BROUCKÈRE (Belgium) thought that the League would give the impression of having abandoned the scheme if it merely confined itself to recommending that a subscription should be raised. The Council had not at all decided that the League should renounce the task of collecting funds. The expense involved by the operations of the Propaganda Committee would be insignificant, for each State Member of the League would not have to pay more than £3 or £4 sterling.

M. LABROUSSE (France) was sorry that his interpretation of the Council's intentions did not coincide with that of M. de Brouckère. He thought that the Council considered the question closed, though it still left the door open for the collection of private subscriptions.

Dame Edith LYTTLETON (British Empire) supported the proposal of Mlle. Forchhammer.

*The Committee, in agreement with the proposal of Mlle. Forchhammer, adopted the following resolution:*

- “ The Fifth Committee,
  - “ Having learned that the Fourth Committee has, on the advice of the Supervisory Commission, decided not to inscribe in the budget for 1927 an item for work in connection with the settlement of Armenian refugees;
  - “ Having unanimously decided that this work ought to be continued with such assistance as the Council may be able and has already expressed its willingness to give, and that a small credit is already needed for this purpose:
  - “ Decides to appoint the delegates of Belgium, the British Empire, France, Germany and Greece, with Dr. Nansen in his capacity as High Commissioner for Refugees,
  - “ And requests the Fourth Committee to appoint an equal number of its members, to form a Mixed Committee for the further discussion of this subject.”

M. RADITCH (Kingdom of the Serbs, Croats and Slovenes) voted against this resolution.

On the suggestion of the CHAIRMAN, the members selected to sit on the Mixed Committee were given full authority to conclude an agreement in order that the question might not be referred to the Fifth Committee again. The result of these discussions was to be inserted in the report to the Assembly.

### 37. Russian and Armenian Refugee Questions : Decision of the Fourth Committee.

The report of the Supervisory Commission to the Fourth Committee on the subject of the credit asked by the Fifth Committee for the maintenance of the delegation of the Refugee Service at Berlin was read. This report, which was adopted by the Fourth Committee, concluded with a refusal of the credit asked for by the Fifth Committee on the following grounds:

“ The Commission is fully aware of the importance of the work done by the Berlin Office. On the other hand, it does not consider it possible to increase the sum paid in 1926 by the League of Nations; if, therefore, the German Government finds it necessary to reduce its contribution for 1927 to half the sum it contributed to the Office in 1926, the Commission considers that the total expenditure of the Office for 1927 should be reduced accordingly.”

Dr. BREITSCHIED (Germany) repeated that the German Government still took the same interest in this question as before. It was reducing its subsidy by one-half because Germany, now being a Member of the League, consequently was contributing to part of the expense of the Refugee Office at Berlin when it contributed to the expenses of the organisation to which this office was attached.

M. Albert THOMAS (Director of the International Labour Office) announced that, if the necessary credit was not voted, he would be obliged to close the Berlin Office or very considerably to reduce its activities. It occurred to him that the Mixed Committee composed of representatives of the Fourth and Fifth Committees might be asked to include this point also in their deliberations.

*The Committee adopted the suggestion of M. Albert Thomas.*

The Committee gave the delegates selected for the Mixed Committee full authority to deal with the question of the credits for the Berlin Refugee Office on the same conditions as had been laid down in the case of the settlement of Armenian refugees.

M. Albert THOMAS (Director of the International Labour Office) was invited to join the delegates of the Fifth Committee on the Mixed Committee during the debate on this question.

### 38. Extension to other Categories of Refugees of the Measures taken to assist Russian and Armenian Refugees : Amendment to the Resolution of the Committee.

The CHAIRMAN stated that several members of the Committee had approached him with a suggestion to introduce into the text of the resolution adopted by the Committee for submission to the Assembly the word “analogous” before the words “categories of refugees”. The amended resolution would then read as follows:

“ The Assembly invites the Council to request the High Commissioner for Refugees and the International Labour Organisation to consider how far the measures already taken to give protection to, provide employment for, and to afford relief to, Russian and Armenian refugees can be extended to other analogous categories of refugees.”



M. DE BROUCKÈRE (Belgium) pointed out that it was the similarity of the situation of the various categories of refugees which had been the inspiring motive of the resolution. He was not opposed to the addition suggested as it had no more effect than to underline the sense of the original text.

*The amendment proposed was adopted.*

39. Close of the Session.

The CHAIRMAN said that the Committee had reached the end of its work. He thanked his colleagues for the support which they had given him throughout and for the indulgence which they had shown. In the name of the Committee, he expressed his gratitude to the Vice-Chairman, the Rapporteurs, the members of the Secretariat and the interpreters.

The Fifth Committee had the honour of including among its members a large number of women. It might congratulate itself upon this distinction.

The Chairman also expressed his thanks to Dame Rachel Crowdy for the invaluable assistance which she had rendered throughout the session.

Dame Edith LYTTLTON (British Empire) stated that she had been asked by the delegate for Canada, who had been obliged to leave before the end of the meeting, to offer to its Chairman, Count Mensdorff, the sincere thanks of the Committee. She further desired, in the name of the women members of the Committee, to express her thanks to the other delegates for the graceful manner in which they had received their suggestions.

M. PARRA-PÉREZ (Venezuela), Vice-Chairman, associated himself with Dame Edith Lyttelton in according to the Chairman, in the name of the Committee, his warm appreciation of the tact, the high principles, the impartiality and the good-humour with which he had conducted the debates.

The CHAIRMAN thanked the Committee for its cordial remarks.

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LIST OF ANNEXES.

	Page
1. Report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs on the Work of its Eighth Session . . . . .	44
1a. Report by M. Veverka on the Work of the Advisory Committee on Traffic in Opium and other Dangerous Drugs during its Eighth Session . . . . .	63
1b. Draft Report to the Assembly on the Work of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs . . . . .	63
2. Report of the Traffic in Women and Children Committee on the Work of its Fifth Session . . . . .	65
2a. Report by M. Nagai on the Work of the Fifth Session of the Traffic in Women and Children Committee . . . . .	74
2b. Draft Report to the Assembly on the Work of the Fifth Session of the Traffic in Women and Children Committee . . . . .	75
3. Report of the Child Welfare Committee on the Work of its Second Session . . . . .	76
3a. Report by Dr. Riddell on the Work of the Child Welfare Committee during its Second Session . . . . .	86
3b. Report by the Secretary-General on the Enquiry into Juvenile Courts proposed by the Child Welfare Committee . . . . .	87
3c. Draft Resolution on Child Welfare proposed by the British Delegation . . . . .	88
3d. Draft Report to the Assembly on the Work of the Second Session of the Child Welfare Committee . . . . .	89
3e. Italian Law on Maternity and Child Welfare . . . . .	90
4. Report of the Commission for the Protection of Women and Children in the Near East . . . . .	95
4a. Report by Dame Edith Lyttelton on the Work of the Commission for the Protection of Women and Children in the Near East . . . . .	99
4b. Draft Report to the Assembly on the Work of the Commission for the Protection of Women and Children in the Near East . . . . .	101
5. Report by the High Commissioner of the League of Nations regarding the Conference on Russian and Armenian Refugee Questions . . . . .	102
5a. Report by the Belgian Representative on the Council regarding the Conference on Russian and Armenian Refugee Questions . . . . .	106
5b. Report to the Seventh Session of the Assembly by the High Commissioner of the League concerning Armenian and Russian Refugees . . . . .	106
5c. Report by Dr. Breitscheid concerning Russian and Armenian Refugee Questions . . . . .	141
5d. Draft Report to the Assembly on Russian and Armenian Refugee Questions . . . . .	142
6. Report by Dr. Breitscheid on the Settlement of Armenian Refugees . . . . .	144
6a. Draft Report to the Assembly on the Settlement of Armenian Refugees . . . . .	145
7. Letter from the Chairman of the Fourth Committee concerning the Work of the Commission for the Protection of Women and Children in the Near East and the Settlement of Armenian Refugees . . . . .	146

ANNEX 1.

REPORT ON THE WORK OF THE EIGHTH SESSION OF THE ADVISORY COMMITTEE  
ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

*Held at Geneva, May 26th to June 8th, 1926.*

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs has the honour to submit to the Council of the League of Nations the following report on the work of its eighth session.

All the members of the Committee were present with the exception of the representative of Bolivia.

The Committee had the pleasure of welcoming for the first time Colonel Arthur Woods, former Police Commissioner for New York City, whom the Council had appointed as assessor on the Committee by reason of his special knowledge of police measures to suppress the clandestine traffic.

M. Brenier had expressed his regret at not being able to attend this session, and the third assessor had not yet been appointed by the Council.

Mr. Pinkney Tuck, Consul of the United States of America at Geneva, had been appointed by his Government to attend in an unofficial capacity.

The following is a complete list of the persons present during the session:

M. BOURGOIS (Chairman) . . . . .	France
Dr. ANSELMINO (Vice-Chairman). . . . .	Germany
Sir Malcolm DELEIVINGNE, K.C.B. . . . .	British Empire
His Excellency M. CHAO-HSIN CHU . . . . .	China
Sir John CAMPBELL, C.S.I. . . . .	India
M. SUGIMURA . . . . .	Japan
M. W. G. VAN WETTUM . . . . .	Netherlands
His Excellency M. FERREIRA . . . . .	Portugal
M. Constantin FOTITCH. . . . .	Kingdom of the Serbs, Croats and Slovenes
His Highness Prince CHAROON. . . . .	Siam
M. DINICHERT. . . . .	Switzerland
Mr. S. Pinkney TUCK . . . . .	United States of America
Colonel Arthur Woods . . . . .	Assessor

After the election of the Chairman and the Vice-Chairman and the adoption of the agenda, the Committee held twenty-one public meetings and four private meetings.

M. VON PFLÜGL, on behalf of the Austrian Government, attended one of the meetings of the Committee, and, after discussion, announced that his Government would withdraw the reservation which it had attached to its signature of the Convention adopted by the Geneva Conference of 1925.

The documents which were submitted to the Advisory Committee during this session have led it to form two important conclusions, namely, that the illicit traffic is very great, and that the data at the disposal of the Committee for keeping in touch with international traffic, both licit and illicit, are insufficient.

The present position appears to be a very serious one. The seizures of manufactured drugs and of opium have been very large, and there is no doubt that the quantity of drugs manufactured is considerably in excess of medical and scientific requirements.

The Committee had before it a long list of seizures reported to the Secretariat by different Governments and detailed reports of investigations undertaken in various countries into important cases of illicit traffic. These documents are too voluminous to print *in extenso*, but the Committee thinks it advisable to extract and quote from the mass of information before it two sets of figures which illustrate the scale on which the illicit traffic is carried on.

The authorities at Hong-Kong seized, during 1924, 338 kilogrammes of morphine, 150 kilogrammes of heroin and 57 kilogrammes of cocaine.

The Chinese Maritime Customs, during the years 1923 to 1925, seized 70,652 kilogrammes of home-produced opium, 13,919 kilogrammes of foreign opium, 114 kilogrammes of opium dross, 1,204 kilogrammes of morphia and 816 kilogrammes of cocaine and heroin.

Until the Geneva Convention of February 19th, 1925, comes into operation, effective control of the international traffic will be extremely difficult. In its first resolution, the Committee desired to express its strong desire that the various countries should ratify this new Convention as soon as possible in order that all the machinery of control set up by it might be brought into operation.

It will be seen from Appendix 3 that very few countries have so far ratified or adhered to this convention.

Ratification by countries Members of the Council is of particular importance, since, under Articles 36 and 19, the coming into force of the Convention depends on their ratification.

The fact that the new diplomatic instrument has not yet come into force has led to an unfortunate situation so far as the work of the Committee is concerned.

The Committee was somewhat embarrassed by the fact that, although it appreciated the urgency of new measures of control, it was yet unwilling to propose their adoption by Governments at a moment when it was awaiting the early execution of the Convention which makes provisions for measures of that very kind.

#### APPLICATION OF THE HAGUE CONVENTION.

##### *Examination of the Annual Reports.*

Pending the coming into force of the Geneva Convention of February 19th, 1925, the Committee has been obliged to confine itself generally to an examination of the manner in which the Hague Convention is applied. The Committee has attached special importance to the examination of the annual reports supplied by the Governments. It would call attention to Appendix 4 to this report and would point out that some countries have sent in no report to the League, that others have sent in reports at irregular intervals and that some have sent in reports which are incomplete. The Committee has thought fit to draw the attention of the signatory States by various resolutions to the importance that it attaches to the annual reports, as otherwise it is unable to form an estimate of the world situation as regards the traffic in drugs.

The Committee has therefore voted the following resolutions:

Resolution III, dealing with the regularity of annual reports;  
Resolution IV, dealing with statistics of seizures;  
Resolution V, dealing with statistics concerning coca.

- A special resolution (No. VI) deals with the ratification of the Hague Convention by Turkey. The Committee is impressed by information it has received which indicates that illicit traffic is being carried on in certain countries which have not yet furnished the annual reports which the League has asked for, nor any information as to the laws which have been adopted for the control of the traffic in opium and drugs, in accordance with the provisions of the Hague Convention. The Committee would be glad if the Secretary-General would make every effort in his power to ensure the transmission of these reports and of the laws in question. It has decided to adjourn further consideration of the matter until it has learnt the result of such action.

During the discussion on the present situation, M. van Wettum made a statement to the effect that, as a consequence of the lack of purchasers, the stock of coca leaves in Amsterdam had never been so high as now, and reached a figure of about 860 tons. A Coca Planters' Association had been formed in November 1925 and had concluded an agreement with most of the cocaine manufacturers in Europe. Some producers had already diminished the area of their coca plantations and others had decided this year to grow only a partial crop.

#### EXPORT OF OPIUM FROM THE PERSIAN GULF.

In its last year's report, the Committee had devoted a special paragraph to the question of the exports of opium from the Persian Gulf to the Far East and had submitted a series of resolutions on this subject. The Committee has once more examined this question and has noted that the situation has not improved (see Appendix 6 to this report).

The Committee therefore considers it its duty to lay particular stress in Resolution VII on the recommendations regarding the regulation of ships engaged in carrying opium in the Persian Gulf similar to those which it made last year and to which effect has not yet been given. The report which the Commission of Enquiry recently sent to Persia will shortly submit to the Council will be particularly interesting to the Advisory Committee in its work.

#### SPECIAL RECOMMENDATIONS.

After an exchange of views, the members of the Committee thought that it was advisable to ask the Council to draw the attention of the Governments to a certain number of measures referred to in Resolutions VIII, IX and X. These measures are connected with maritime insurance policies (see Appendix 7), smuggling carried out by means of the post (see Appendix 8), and the necessity of direct contact between the authorities responsible for enforcing the laws regarding the illicit traffic. The Committee also calls attention to a new method of smuggling adopted by the illicit traffickers with the Far East which is described in Appendix 9.

The Committee's attention was drawn to the value of having two copies of the import certificates sent to the exporting country. It took no resolution on this subject, as it considered that it was for the Governments concerned, if they thought it advisable, to come to a direct agreement between themselves on this point.

During the session, Colonel Arthur Woods made a statement on the control of the drug traffic. This statement was regarded by the members of the Committee as of particular importance. At the suggestion of the Chairman, Colonel Woods has prepared a summary of his specific recommendations, which are herewith submitted in Appendix 10.

#### POSITION IN THE FAR EAST.

The Agreement drawn up by the First Geneva Conference will come into force between three of the signatory countries on July 28th, 1926. It still remains to be ratified by four States, and the Committee would ask the Council to use its utmost efforts to secure the early ratification of the Agreement by those States.

The representative of the Government of India made an important declaration on the policy which his Government had adopted in respect of the export of opium. This policy is stated in the following resolution, which has been unanimously accepted by the Council of State and the Legislative Assembly in India:

“ This Council recommends to the Governor-General in Council that immediate steps should be taken to give effect to the policy of progressively reducing the exports of opium from India, except for strictly medicinal and scientific purposes, so as to extinguish them altogether within a definite period.”

The representative of India informed the Committee that, though he was not in a position at present to state what period would be fixed for the extinction of all exports of opium from India except for medicinal and scientific purposes, he could give them an assurance that that period would not be unduly prolonged. It is understood that an announcement, definitely fixing the period, may be expected from the Government of India in the near future. It was also intimated that, when the agreement for the direct sale of raw opium to the Government of Indo-China came into force, the Calcutta auction sales would be abandoned.

The representative of the Japanese Government informed the Committee that a Supreme Council, composed of the Minister of Foreign Affairs and high Government officials, will be instructed to examine, among other questions, the most suitable measures for the suppression of the illicit traffic.

The situation in China does not appear to have changed much since the last session.

#### DOCUMENTS AT THE DISPOSAL OF THE COMMITTEE.

The Committee thought it necessary to ask the Secretariat to take a certain number of steps to complete its collection of documents, particularly in respect of the legislation of the various countries (see Resolution XI) and the regime of free ports. It considered it desirable to have exact information on the regime for ensuring the control of opium and drugs in free ports and free zones, and has therefore asked the Secretariat to prepare as complete a list as possible of free ports and free zones and a summary of the systems by which the control in question is exercised.

The Committee also took cognisance of the report of the Office international d'hygiène publique, which dealt with Article 8 of the Geneva Convention of February 19th, 1925. Certain points were raised by Dr. Anselmino on this report, and the Committee agreed to ask the Health Committee to confer with Dr. Anselmino before taking a decision on the report.

The Committee has also asked the Secretariat to draw up a list of the documents already published by the Section and to collect all the resolutions adopted by the Advisory Committee, by the Council and by the Assembly. A list of books dealing with drug problems will be made.

The Committee took note of a document drawn up by Dr. Anselmino with regard to the conditions governing the import and export of narcotics in various countries, colonies, and territories, whether by the ordinary channels or by post. Copies of this list can be obtained from the Secretariat by the countries interested when it has been revised by its author.

The Committee had before it a summary of the annual reports received from Governments, with statistical tables, which had been prepared by the Secretariat, and which will be printed as an annex to the minutes of its proceedings. The Committee noted a number of discrepancies between the figures of exports and imports as returned by different countries; and it recommends that in future all important discrepancies should be examined by the Secretariat, in consultation with the Governments concerned, before the summary is submitted to the Committee (see the resolution adopted by the Committee at its meeting last year, which received the approval of

the Council and of the Assembly). The work of the Committee would also be greatly facilitated if the statistics could be analysed and summarised before the meeting of the Committee, so as to present a general view of the world situation in regard to the production, manufacture and distribution of the drugs. It recognises that this will place additional work on the Secretariat, and it accordingly welcomes the proposal, which it understands has been made by the Secretary-General, to add an additional member to the Section. For some time this Section will be responsible for particularly important work, but part of that will, when the new Geneva Convention of February 19th, 1925, comes into force, be transferred to the organisation provided for by that Convention.

## RESOLUTIONS.

### I.

The Committee, after examining the information before it relating to the illicit traffic, points out the gravity of the present situation. Considerable seizures of the manufactured drugs and of opium continue to be made, and there is no doubt that the drugs continue to be manufactured on a scale vastly in excess of the world's medical and scientific requirements. Pending the coming into operation of the Geneva Convention of February 19th, 1925, it is extremely difficult to secure an effective control of the international traffic, and the Committee desires to urge as strongly as possible that all States should complete their ratification without delay in order that the machinery of control provided for by the Convention may be brought into operation during the present year. It is, in particular, important to secure ratification by the States Members of the Council in view of the provisions of Articles 36 and 19.

### II.

The Committee recommends that the administrations called upon to decide on an application for export of drugs to a country not applying a system of import authorisations should endeavour to ascertain whether the application submitted to them is a legitimate one. This recommendation is made in the spirit which inspired Article 18 of the Geneva Convention of February 19th, 1925.

### III.

The Committee requests the Council to draw the attention of those States Members of the League of Nations and Parties to the Hague Convention which do not regularly send in annual reports on the traffic in opium and dangerous drugs, or whose reports are incomplete, to the great importance that the Advisory Committee attaches to the regular receipt of full reports, which are the only means by which the Committee can keep informed on the international traffic.

### IV.

The Committee recommends that the Governments, in their annual reports to the League, should be asked to state the total quantities of each of the drugs (including opium) seized by their authorities during the year, taking care to distinguish the seizures made by the Customs authorities from other seizures.

### V.

The Committee desires to draw the attention of the Council to the desirability of obtaining from all countries producing coca the statistics provided for in Article 22 of the Geneva Convention of February 19th, 1925, in so far as they relate to the export of this raw material and of crude cocaine.

The Committee requests the Council to ask the Secretary-General to approach the Governments of those producing States which have not yet supplied these statistics with a view to obtaining this information.

### VI.

In view of the fact that Turkey has not yet adhered to the Hague Convention and that a control over the export of opium from Turkey in accordance with the provisions of the Convention is not, so far as the Committee is aware, being exercised by the Government of that country;

In view also of the resolution of the fourth Assembly of the League of Nations calling attention to the fact that the Government of Turkey has undertaken in the Treaty of Lausanne to adhere to the Convention:

The Committee asks the Council to request the Government of Turkey to adhere to the Convention as soon as possible.

### VII.

The Committee has again examined the situation in regard to the export of opium from the Persian Gulf to the Far East. The bulk of the opium exported from the Gulf continues to be sent to the Far East under false declaration of destination and undoubtedly finds its way into the illicit traffic. The Committee notes that the recommendation made by it in paragraph (b) of Resolution II of its Report for 1925, that Powers whose ships are engaged in traffic with the Persian Gulf should adopt measures to control the conveyance of opium from the Persian Gulf on such ships and to prevent its diversion into the illicit traffic, has not been carried out except by one of the States whose ships are engaged in the traffic with the Far East. The result has been that, while the measures taken by the latter Power have prevented the traffic from being carried

on in the ships of that Power, the traffickers continue to carry it on on the ships of other countries. It accordingly asks the Council to make urgent representations to the Governments of the countries whose ships were engaged in the traffic during the past year to take the necessary measures for the control of the traffic. Further, the Committee recommends that the Governments of Powers having extra-territorial rights in Persia should be asked to institute a control over their nationals in Persia on the lines of the regulations already made by some Powers in order to prevent their engaging in the illicit traffic in opium.

VIII.

The Committee desires to call special attention to the steps taken in Great Britain in regard to maritime insurance with a view to preventing the insurance of consignments of opium or drugs destined for illicit purposes, and would urge that similar steps should be taken as soon as possible in other countries whose nationals undertake the business of maritime insurance.

IX.

The Committee draws special attention to the evidence it has received of the extensive use of the post by illicit traffickers in morphine and the other drugs with the Far East. As this is a danger to which all countries are exposed, the Committee recommends:

- (a) That the Council should bring the matter to the notice of all Governments and of the Universal Postal Union;
- (b) That notice of any seizure of drugs sent from abroad through the post should be sent immediately, with particulars of the place at which and the date on which the drugs were posted, to the authorities of the country from which the drugs were sent;
- (c) That a list of all such seizures and of the results of the investigations made should be included in the annual reports of the Governments to the League.

X.

The Advisory Committee asks the Council to draw the attention of the Governments to the importance of direct communication between the authorities which are entrusted with the enforcement of the laws on the suppression of the illicit traffic. The Committee has already several times laid stress on this point, and the matter is dealt with in Article 3 of the Final Act of the Second Opium Conference.

Communications of this kind might be established either by exchange between these authorities of information on administrative or police measures or by direct contact between the said authorities.

XI.

The Advisory Committee requests the Council to instruct the Secretary-General to ask those States which have not yet communicated their legislation on opium and drugs to do so and to give notice of any new laws which may be promulgated.

*Acting Secretary:*  
(Signed) H. C. BERG.

*President:*  
(Signed) G. BOURGOIS.  
*Vice-President:*  
(Signed) Dr. ANSELMINO.

LIST OF APPENDICES.

	Page
1. The Hague Opium Convention of 1912: List of Ratifications, etc. . . . .	49
2. Agreement drawn up by the First Opium Conference, February 11th, 1925: List of Signatures, Ratifications and Adhesions . . . . .	50
3. Convention drawn up by the Second Opium Conference, February 19th, 1925: List of Signatures, Ratifications and Adhesions . . . . .	50
4. Statement with Regard to Annual Reports received from Governments Members of the League and Parties to the Opium Convention of 1912 . . . . .	51
5. Import Certificate System . . . . .	53
6. (a) Extract from Document O. C. 417: "List of Ships known to have carried Opium from the Port of Bushire" . . . . .	54
(b) Shipments of Persian Opium known to have been shipped from Bushire during the Period June 1st, 1925, to April 30th, 1926 . . . . .	54
7. Memorandum on Insurance of Consignments of Opium and Dangerous Drugs . . . . .	56
8. Circular issued by the Inspector-General of Customs in China . . . . .	57
9. Extract from Memorandum on Smuggling at Dairen . . . . .	59
10. Brief Summary of Colonel Woods' Suggestions . . . . .	60
11. Extract from Note on the Egyptian Decree-Law of March 21st, 1925 . . . . .	60
12. Cocaine-Smuggling in India . . . . .	61

Appendix 1.

THE HAGUE OPIUM CONVENTION OF 1912: LIST OF RATIFICATIONS, ETC.

<i>Ratifications</i>	<i>Signatures of Protocol putting Convention into force</i>
Albania	Albania
Australia	Australia
Austria	Austria
Belgium	Belgium
Bolivia	Bolivia
Brazil	Brazil
Bulgaria	Bulgaria
Canada	Canada
Chile	Chile
China	China
Colombia	Colombia
Costa Rica	Costa Rica
Cuba	Cuba
Czechoslovakia	Czechoslovakia
Danzig	
Denmark	Denmark
Dominican Republic	
*Ecuador	Ecuador
Estonia	
Finland	Finland
France	France
*Germany	Germany
Great Britain	Great Britain
Greece	Greece
Guatemala	Guatemala
Haiti	Haiti
Honduras	Honduras
Hungary	Hungary
*Iceland	Iceland
India	India
Irish Free State	Irish Free State
Italy	Italy
Japan	Japan
Latvia	Latvia
Liberia	Liberia
Luxemburg	Luxemburg
*Mexico	Mexico
*Monaco	Monaco
Netherlands	Netherlands
New Zealand	New Zealand
Nicaragua	Nicaragua
Norway	Norway
Panama	Panama
Peru	Peru
Poland	Poland
Portugal	Portugal
Roumania	Roumania
Salvador	Salvador
Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes
Siam	Siam
Spain	Spain
Sweden	Sweden
Switzerland	Switzerland
Union of South Africa	Union of South Africa
*United States of America	United States of America
Uruguay	Uruguay
Venezuela	Venezuela

\* Not Members of the League.



**Appendix 2.**

AGREEMENT DRAWN UP BY THE FIRST OPIUM CONFERENCE, FEBRUARY 11TH, 1925: LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.

<i>Agreement</i>	<i>Signatures</i>		<i>Ratifications</i>	
	<i>Protocol</i>	<i>Final Act</i>	<i>Agreement</i>	<i>Protocol</i>
France	France	France	France	France
Great Britain	Great Britain	Great Britain	Great Britain	Great Britain
India	India	India	India	India
Japan	Japan	Japan		
Netherlands	Netherlands	Netherlands		
Portugal	Portugal	Portugal		
Siam	Siam	Siam		

**Appendix 3.**

CONVENTION DRAWN UP BY THE SECOND OPIUM CONFERENCE, FEBRUARY 19TH, 1925: LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.

<i>Convention</i>	<i>Signatures</i>		<i>Ratifications</i>	
	<i>Protocol</i>	<i>Final Act</i>	<i>Convention</i>	<i>Protocol</i>
Albania	Albania	Albania		
Australia	Australia	Australia	Australia	Australia
Austria (with reservation)				
Belgium		Belgium		
Brazil		Bolivia		
Bulgaria	Bulgaria	Brazil		
Canada	Canada	Bulgaria		
Chile	Chile			
Cuba	Cuba	Cuba		
Czechoslovakia	Czechoslovakia	Czechoslovakia		
Denmark		Denmark		
France		France		
Germany	Germany	Germany		
Great Britain	Great Britain	Great Britain	Great Britain	Great Britain
Greece	Greece	Greece		
Hungary		Hungary		
India	India	India	India	India
Irish Free State		Irish Free State		
Japan	Japan	Japan		
Latvia	Latvia			
Luxemburg	Luxemburg	Luxemburg		
Netherlands	Netherlands	Netherlands		
New Zealand	New Zealand	New Zealand	New Zealand	New Zealand
Nicaragua	Nicaragua	Nicaragua		
Persia	Persia	Persia		
Poland		Poland		
Portugal	Portugal	Portugal		
Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes		
Siam	Siam	Siam		
Sudan	Sudan		Sudan	Sudan
Spain		Spain		
Switzerland		Switzerland		
Union of South Africa	Union of South Africa		Union of South Africa	Union of South Africa
Uruguay		Uruguay		

*Adhesions*

Egypt  
Roumania  
Salvador  
San Marino  
Sarawak

Appendix 4.

•STATEMENT WITH REGARD TO ANNUAL REPORTS RECEIVED FROM GOVERNMENTS MEMBERS OF THE LEAGUE AND PARTIES TO THE OPIUM CONVENTION OF 1912.

× denotes that a report has been sent.  
— denotes that no report has been sent.

	1921	1922	1923	1924	1925
Abyssinia . . . . .	Letter despatched to the Secretariat on October 23rd, 1923. No manufacture, consumption or traffic. Small quantities imported for medicinal purposes.				
Albania . . . . .	Letter despatched to Secretariat on March 10th, 1923. Cannot answer questions in annual report form. Dangerous drugs only used for medicinal purposes.				
Argentina . . . . .	—	—	—	—	—
Australia . . . . .	×	—	×	—	—
Austria . . . . .	—	×	×	×	—
Belgium . . . . .	×	×	×	×	×
Bolivia . . . . .	×	×	—	—	—
Brazil . . . . .	—	×	—	—	—
Bulgaria . . . . .	—	—	×	×	—
Canada . . . . .	—	×	×	×	—
Chile . . . . .	×	×	×	—	—
China . . . . .	—	×	—	—	—
Colombia . . . . .	—	—	—	—	—
Costa Rica . . . . .	—	—	—	—	—
Cuba . . . . .	×	×	×	—	—
Czechoslovakia . . . . .	—	—	×	×	—
Danzig . . . . .	—	—	×	×	—
Denmark . . . . .	—	×	×	×	—
Dominican Republic . . . . .	Letter despatched to the Secretariat on January 10th, 1924. No manufacture. Imports chiefly from France and the United States.				
Ecuador . . . . .	—	—	—	—	—
Estonia . . . . .	×	×	×	×	—
Finland . . . . .	—	—	×	×	×
France . . . . .	—	—	×	×	—
Germany . . . . .	×	—	—	—	—
Great Britain . . . . .	×	×	×	×	×
Greece . . . . .	×	×	×	×	×
Guatemala . . . . .	×	×	—	—	—
Haiti . . . . .	Letter despatched to the Secretariat on January 8th, 1924. No year stated, but annual imports, exports and consumption given.				
Honduras . . . . .	—	—	—	—	—
Hungary . . . . .	×	×	×	×	—
Iceland . . . . .	—	—	—	—	—
India . . . . .	×	×	×	×	—
Irish Free State . . . . .	—	—	—	—	—
Italy . . . . .	—	×	—	×	—
Japan . . . . .	×	×	×	×	—
Latvia . . . . .	—	—	—	—	—
Liberia . . . . .	Letters despatched May 8th, 1923, and February 20th, 1924. No traffic in the country.				
Lithuania . . . . .	×	×	×	×	—
Luxemburg . . . . .	—	—	—	—	—
Mexico . . . . .	—	—	—	—	—
Monaco . . . . .	Letter despatched on November 8th, 1923. No year given.				
Netherlands . . . . .	×	×	×	×	—
New Zealand . . . . .	×	×	×	×	—
Nicaragua . . . . .	—	—	—	—	—
Norway . . . . .	—	×	×	×	—
Panama . . . . .	Letter despatched on March 26th, 1923, saying that details were sent in reply to questionnaire of 1921.				

	1921	1922	1923	1924	1925
Paraguay . . . . .	—	—	—	—	—
Persia . . . . .	×	×	—	—	—
Peru . . . . .	—	—	—	—	—
Poland . . . . .	×	×	×	×	—
Portugal . . . . .	—	—	—	—	—
Roumania . . . . .	×	×	×	×	—
Salvador . . . . .	No year given. General information despatched to the Secretariat on June 20th, 1923.				
Kingdom of the Serbs, Croats and Slovenes . . . . .	—	—	—	—	×
Siam . . . . .	×	×	×	×	—
Spain . . . . .	—	—	×	×	—
				(first three months only)	
Sweden . . . . .	—	×	×	×	—
Switzerland . . . . .	Statistics for 1921, 1922 and 1923 sent by Dr. Carrière (doc. O. C. 206) <sup>1</sup> .				
Union of South Africa . . . . .	×	×	×	×	×
United States of America . . . . .	×	×	×	×	×
Uruguay . . . . .	—	—	—	—	—
Venezuela . . . . .	×	—	—	—	—

STATEMENT WITH REGARD TO ANNUAL REPORTS RECEIVED FROM THE MORE IMPORTANT COLONIES, POSSESSIONS OR TERRITORIES BELONGING TO STATES MEMBERS OF THE LEAGUE.

<i>Colonies, etc.</i>	1921	1922	1923	1924	1925
<b>British:</b>					
Ceylon . . . . .	×	×	×	×	×
Hong-Kong . . . . .	—	×	×	×	—
Straits Settlements . . . . .	×	×	×	×	—
<b>French:</b>					
Indo-China . . . . .	×	×	×	×	—
<b>Japanese:</b>					
Chosen . . . . .	×	×	×	×	—
Formosa . . . . .	×	×	×	×	—
Kwantung Leased Territory . . . . .	×	×	×	×	—
<b>Netherlands:</b>					
Netherlands East Indies . . . . .	×	×	×	×	—
<b>Portuguese:</b>					
Macao . . . . .	—	×	—	×	—

<sup>1</sup> Imports and exports for last five months only.

Appendix 5.

IMPORT CERTIFICATE SYSTEM.

*States which have accepted  
the system and put it into  
force*

*States which have accepted  
the system but have not yet  
put it into force*

*States which have ac-  
cepted the system but  
have not yet intimated  
whether it is in force  
or not.*

Albania  
Australia  
Austria  
Belgium  
Bulgaria  
Canada  
Cuba  
Czechoslovakia  
Danzig  
Denmark  
Finland  
Germany  
Great Britain  
Greece  
Guatemala  
Haiti  
Hungary  
India  
Irish Free State  
Italy  
Japan  
Latvia  
New Zealand  
Norway  
Panama  
Poland  
Portugal  
Siam  
Spain  
Sweden  
Switzerland  
Union of South Africa  
United States of Ameri

Netherlands

Brazil  
Lithuania

*Colonies, Possessions and Mandated Territories:*

British:

*Note:* The British Government has accepted the system on behalf of 39 colonies and for the following mandated territories:

Palestine  
Iraq

Togoland  
Cameroons

Tanganyika

Japanese:

Chosen  
Formosa  
Kwantung Leased Territory

Netherlands:

Curaçao  
Netherlands East Indies

Appendix 6.

(a) EXTRACT FROM DOCUMENT O. C. 417: LIST OF SHIPS KNOWN TO HAVE CARRIED OPIUM FROM THE PORT OF BUSHIRE.

Vessel	Date	Number of cases of opium	Declared destination of opium	Flag	Remarks
<i>Joh. Ludw. Mowinckel.</i>	5.VII.25	100 813	Keelung Vladivostock	Norwegian	Sailed with 100 cases of opium declared for Keelung and 813 cases declared for Vladivostock. According to the <i>Macao Gazette</i> , the S.S. <i>Mowinckel</i> arrived at Macao on August 5th and departed on the same day for Keelung. On August 15th the vessel was at Keelung and unloaded 100 cases of opium. The S.S. <i>Mowinckel</i> is registered at Lloyd's and her port of registry is Bergen.

Note: This information was furnished by the British representative in a letter to the Secretariat dated October 28th, 1925.

O. C. 417 (a).

(b) SHIPMENTS OF PERSIAN OPIUM KNOWN TO HAVE BEEN SHIPPED FROM THE PORT OF BUSHIRE DURING THE PERIOD JUNE 1ST, 1925, TO APRIL 30TH, 1926.

(Communicated by Sir Malcolm DELEVINGNE on May 12th, 1926, in continuation of previous memorandum appearing as Annex 4 to the Report on the Seventh Session of the Advisory Committee.)

Vessel	Date	Number of cases of opium	Declared destination of opium	Flag	See Note
<i>Tai Tak</i>	5.VI.25	181	Keelung	Portuguese	A.
<i>Neidenfels</i>	21.VI.25	30	New York	German	
<i>Joh. Ludw. Mowinckel</i>	5.VII.25	813	Vladivostock	Norwegian	B.
<i>Honan</i>	21.VII.25	400	Keelung	Chinese	C.
<i>Vasna</i>	26.VII.25	100	Vladivostock	British	F.
<i>Kibi Maru</i>	23.VII.25	171	Kobe	Japanese	
<i>Varela</i>	23.VIII.25	100	Vladivostock	British	F.
<i>Varsova</i>	9.X.25	100	Keelung	British	F.
<i>Nagasaki</i>	4.XI.25	151	Keelung	Chinese	
<i>Sanyo Maru</i>	7.XI.25	239	Vladivostock	Japanese	
<i>Yeroppa Maru</i>	7.XI.25	531	Vladivostock	Japanese	
<i>Yietoku Maru</i>	20.XI.25	490	Vladivostock	Japanese	
<i>Lotte Leonhardt</i>	21.XI.25	10	Marseilles	German	
<i>Philadelphia</i>	27.XI.25	279	Vladivostock	Chinese	D.
<i>Tai Tak</i>	9.XII.25	326	Vladivostock	Portuguese	A.
<i>Bankura</i>	21.XII.25	100	Dairen	British	F.
<i>Varsova</i>	31.I.26	100	Keelung		
<i>Honan</i>	2.III.26	100	Dairen	British	F.
<i>Prominent</i>	10.III.26	550	Vladivostock	Chinese	C.
<i>Kuma Moto Maru</i>	13.III.26	445	Vladivostock	Norwegian	
<i>Sanyo Maru</i>	13.III.26	319	Vladivostock	Japanese	
<i>Hachiro Maru</i>	24.III.26	413	Vladivostock	Japanese	
	20.IV.26	621	Vladivostock	Japanese	

The total amount of Persian opium mentioned in this table as having been exported from Bushire is 6,669 cases, or approximately 477 tons.

Total amount of Persian opium declared for:

Vladivostock	was	5,784	cases,	or	approximately	422	tons.
Dairen	»	200	»	»	»	14 <sup>1</sup> / <sub>4</sub>	»
Keelung	»	581	»	»	»	41 <sup>1</sup> / <sub>2</sub>	»
Kobe	»	100	»	»	»	7	»

Of that declared for Vladivostock, 2,784 cases were carried upon Japanese, 1,101 on Chinese, and 2,258 on Norwegian vessels.

(For the purpose of these calculations, the weight of a chest has been taken as 160 lb.)

Notes.

A. For the previous history of the S.S. *Tai Tak*, see Note G in Annex 4 to the report of the Seventh Session of the Opium Advisory Committee, and the notes on the S.S. *Coloane* (the previous name of this vessel) in Note 7 of League document C. 515. M. 185. 1924. XI. Under the name of the S.S. *Dashtistan*, she was owned by Nemazee & Co. (see Note B), but was sold by them on September 26th, 1923, to one H.H. d'Acquico Camiero, a Portuguese subject.

B. The S.S. *Joh. Ludw. Mowinkel* was chartered on time charter from the Norwegian owners by the firm of Nemazee & Co., of Bombay, who are connected with or are a branch of the firm of that name at Shanghai with branches at Macao, Hong-Kong and in Persia. This firm is notorious for its connection with the illicit opium traffic between Persia and the Far East; they were for instance responsible for the shipments of opium upon the S.S. *Ferrara*, *Frangistan*, *Tangistan* and *Georgistan* referred to in Note 7 of League document C. 515. M. 185. 1924. XI, and Note D of Annex 4 of the report above mentioned. According to the *Macao Gazette*, the S.S. *Joh. Ludw. Mowinkel* arrived at Macao on August 5th and departed the same day for Keelung, and, in a statement made by the Norwegian shipowner to the Norwegian Foreign Office and communicated to the Secretary-General, he says that he was informed by the master that the vessel left Bushire on July 4th with 100 tons of opium for Macao and that an arrangement had been made that a Portuguese gunboat should meet the vessel off the China Coast to protect it against pirates and escort it to port. The official Macao opium return for August shows the import of 360 cases of Persian and 100 cases of Benares opium.

On August 15th, the vessel was at Keelung and unloaded 100 cases there. No information has been received as to its subsequent movements.

C. The S.S. *Honan* is identical with the S.S. *Promethean* (cf. Annex 4 of the report above mentioned). She arrived at Shanghai on March 26th, 1925, under the Chinese flag, having been registered at Canton and being owned by Li Po San, a Chinese citizen. She was sold at Shanghai by the latter to a man named Chow Chin Liu, a Brazilian citizen. After the sale her name was changed to the *Ad Infinitum* and she cleared from Shanghai under the Brazilian flag for Keelung on March 28th, 1925. In July she appears again in the Persian Gulf under the Chinese flag. This vessel was known to have been chartered by the group of Chinese merchants who were working with A. T. Woodward, a citizen of the U.S.A., who was arrested and subsequently convicted by the American Vice-Consul at Bushire on August 26th, 1925, for dealing illicitly in opium. The papers found in Woodward's possession disclosed the ramification of a very extensive organization for purchase of opium on a very large scale and its ultimate disposal in China.

D. This vessel is identical with the S.S. *Cochin China* referred to in Note 7 of League document C. 515. M. 185. 1924. XI and Note C of Annex 4 of the report above mentioned. The master of the S.S. *Philadelphia* was Alfred Menanteau, who had been chief officer when the vessel was previously at Bushire flying the French flag. The vessel possessed a provisional certificate from the Officer of the Chinese Maritime Customs at Kowloon dated September 11th, 1925, showing the owner to be one Lichi San. It is understood that the above-mentioned certificate, which has the same effect as the registration of the vessel upon the Chinese register, is issued by the Chinese Maritime Customs upon the instructions of the appropriate Chinese Minister.

E. The Norwegian owners of the S.S. *Prominent* have informed the Norwegian Foreign Office that, in reply to enquiries, they have received from the office in Hong-Kong a telegram to the following effect:

"*Prominent* chartered for lawful trade only. Left Bushire March 12th due Macao April 5th."

It is also stated that the vessel had been chartered in January 15th, 1926, by the firm of Wong Kan of Hong-Kong for two months. Enquiries are being made at Hong-Kong with regard to these transactions of Wong Kan & Co.

F. The consignments on these vessels, which, being British, were subject to the King's Regulations controlling this traffic, were all covered by import certificates issued by the Japanese authorities.

Note. — A comparison between document O.C. 417 and document O.C. 417 (a) was made by M. B. Ferreira at the meeting held on May 27th. This comparison brought to light, in the opinion of the Portuguese delegate, certain contradictions in the information contained in those documents, and a certain amount of vagueness in the facts set out therein.

Appendix 7.

MEMORANDUM OF INSURANCE OF CONSIGNMENTS OF OPIUM AND DANGEROUS DRUGS.

In July 1925, it was brought to the notice of the British Government by the Government of Hong-Kong that shipments of opium to the Far East were being insured with British underwriters and that the persons concerned in the shipments were able upon the insurance policies to obtain money advances from certain banks in the Far East, by which they were enabled to finance the transactions. It is well known that many of the opium shipments to the Far East are intended, when they reach the Far East, to be diverted to the illegal traffic. Investigations also have shown that the drug traffickers were able to obtain advances from banks on the production of maritime insurance policies covering shipments of dangerous drugs. It should be stated that the underwriters would be unaware of the purpose for which the consignments actually insured by them were intended.

The British Government at once communicated with those London underwriters, informing them that a large proportion of the opium shipped to the Far East, ostensibly consigned to such places as Dalny, Vladivostock, Kobe, etc., was intended to be unloaded and diverted to the illicit traffic before the vessel reached the destination declared, and inviting their co-operation to prevent facilities being given for the insurance of consignments of opium or other dangerous drugs intended for illicit purposes. The members of Lloyd's and the members of the London Underwriters' Association, which between them comprise most, if not all, of the firms or companies in London undertaking maritime insurance, have now come to an agreement with His Majesty's Government that in all maritime insurance policies issued by them a clause shall be inserted in the following terms:

"It is understood and agreed that no claim under this policy will be paid in respect of drugs to which the International Opium Convention of 1912 applies unless:

"(1) the drugs shall be expressly declared as such in the policy, and the name of the country from which, and the name of the country to which, they are consigned shall be specifically stated in the policy;

and

"(2) the proof of loss is accompanied either by a licence, certificate or authorisation issued by the Government of the country to which the drugs are consigned showing that the importation of the consignment into that country has been approved by that Government, or, alternatively, by a licence, certificate or authorisation issued by the Government of the country from which the drugs are consigned showing that the export of the consignment to the destination stated has been approved by that Government;

and

"(3) the route by which the drugs were conveyed was usual and customary."

It will be observed that the effect of the clause (which is based on the system of export authorisations and import certificates recommended by the League of Nations and now embodied in the Geneva Convention of 1925) will be that, in the event of the loss of an insured consignment of opium or drugs at sea, payment will only be made if it can be shown either that the import of the opium or drugs into the country of declared destination has been approved by the Government of that country or that the export of the opium or drugs had been approved by the Government of the country of declared origin of the consignment. In view of the fact that ships carrying cargoes of opium to the Far East have been reported as taking unusual courses for the purpose of evading observation, it is also provided that no claim will be admitted under the policy unless the route taken is usual and customary. It is hoped by this clause that the use of insurance facilities by persons engaged in illicit traffic for the purpose of raising money to finance their transactions will be checked. Action by one Government alone will not, however, put a stop to the practice. Unless similar steps are taken by other countries also, the illicit traffickers will have recourse to the insurance companies and underwriters of other countries, and a message has reached the British Government that this is already happening. Shippers of opium from Constantinople to certain destinations are refusing to enter into policies containing this clause.

H. M. Government believes that the other Powers will recognise the importance of taking steps to deal with the situation which has been disclosed, and they would accordingly suggest that the Council of the League should bring the matter to the notice of other Powers in whose territory is carried on the business of underwriting maritime risks, with a view to the adoption by them of arrangements similar to those made by the British Government.

Appendix 8.

CIRCULAR ISSUED BY THE INSPECTOR-GENERAL OF CUSTOMS IN CHINA IN REGARD TO THE USE OF THE REGISTERED LETTER POST FOR SMUGGLING DRUGS INTO CHINA.

Circular No. 3589. Second Series.

Inspectorate-General of Customs,  
Pekin, January 30th, 1925.

*Postal,*  
Abuse of registered mail by evaders of duty and smugglers of contraband: counter-measures to be taken against; instructions.

Sir,

I append, for your information, copy of correspondence with Harbin concerning abuse of registered mail by evaders of duty and smugglers of contraband to an extent which calls for vigorous counter-measures.

The Postal Authorities and the public attach great importance to the inviolability of the registered mail matter, and rightly so, assuming the legitimate use of the registered post. But it is easy to see how wide is the door which this means of conveyance opens to smugglers who base their operations on the recognised immunity from examination of registered letters and on the general reluctance of those through whose hands this mail matter passes to question its contents. The vagueness of postal regulations on the subject is a measure of this reluctance. From time to time the question of duty evasion by means of the registered post has arisen, as you will see from the correspondence appended. For valuable articles of small bulk, such as jewellery, the registered post is the usual means of conveyance, and, as such articles are not in the category of those things which are absolutely prohibited by postal regulations, no very energetic co-operation may perhaps be expected from the Postal Authorities in countering this evasion. With the growth, however, in the trade in narcotics the question has assumed an importance too serious to be trifled with. I am confident that if at any port a state of affairs exists such as that disclosed by the Harbin despatches, you may depend upon receiving support and assistance from the Postal Commissioner in any measures you may adopt, which should follow generally the lines laid down by me for the guidance of the Harbin Commissioner.

I am, Sir,

Your obedient Servant,

(Signed) F. A. AGLÉN,  
*Inspector-General.*

To the Commissioner of Customs.

No. 3138.  
L.G.

Harbin, January 15th, 1925.

Sir,

1. In Harbin despatch No. 3116, of November 22nd, 1924, the question was raised as to the Customs treatment to be accorded to dutiable articles forwarded by post as registered "letters," and/or "samples" in defiance of postal rules prohibiting such practice. It was then assumed that the registered letter and sample post was resorted to by the public in order to get certain goods to this market by the quickest, though not legitimate, means available rather than with any intention to defraud the Customs of their revenue. Since writing the above despatch, however, the following cases of attempted importation of contraband by Siberian mail have been detected:

November 24th, 1924. — Five packages, marked "Sample—no value", containing each 200 grammes of meconium (opium powder), addressed to Gesellschaft Druggist, Harbin; posted at Halle, Germany. Estimated value \$75.

December 9th, 1924. — 17 packages, marked "Sample—no value", containing altogether 9 cattie heroin, addressed to R. Lange, c/o Rintai Stores, Mukden; posted at Bâle, Switzerland. Estimated value \$4,000.

14 packages, marked "Registered letters", containing altogether 18 cattie heroin, addressed to the Hong-Kong and Shanghai Banking Corporation for G. and K. Kapustin, Harbin. Estimated value, \$7,500.

January 9th, 1925. — One "registered letter", measuring 13 inches by 10½ inches by 2¼ inches and weighing 1.4 kilos, accidentally got undone and was found to contain 10 tins of morphine hydrochloride of an approximate weight of 1 kilo and an estimated value of \$1,000. The discovery led to an accurate external examination of no less than 118 similar "registered letters" lying at the Chinese Post Office as unclaimed by the addressees, and it can be safely maintained that they contain an approximate weight of 75 kilos of morphia,



valued at about \$75,000. A detailed report on this discovery, drawn up by Mr. C. M. Petterson, First Assistant B, who personally made the examination, is enclosed.

2. The above cases put an entirely different complexion on the question raised in Harbin despatch No. 3116. We are evidently confronted here with a vast and well-organised system which has undoubtedly been working ever since the re-establishment of the Siberian mail route, whereby narcotics were peacefully delivered at the delinquent's door against a mere signature on a "registered mail" receipt. I venture to submit that it is incumbent upon China promptly to take drastic measures, no matter at whose initiative and by the enactment of what laws, to suppress this traffic.

3. The administrations concerned are the Customs and the Posts. The latter argue that, by their rules, letters suspected to contain dutiable articles or contraband cannot be opened except in the presence of the addressees; the addressees failing to appear within a prescribed time-limit, these letters are to be returned to the office of origin for transmission to the sender unless the Customs wish to seize them, which they (the Customs) can do at their own responsibility. The Customs, on the other hand, would seem to be rather chary of tampering with letter mail, as the recognised principle is herein involved of the sanctity of correspondence. In the case under consideration, however, this principle would hardly be touched, as the letters in question are bulky packages obviously containing anything but *bona fide* correspondence. Moreover, if a Post Office is justified in opening an undeliverable ordinary letter for the purpose of finding the sender's address whereto to return it, it would in my opinion be more than justified in officially opening "registered letters" which are well-nigh certain to contain contraband and/or dutiable articles. It would, at any rate, seem out of place to return to the senders the 118 "registered letters" mentioned above on the plea that correspondence is sacred when Article 18, Section 3, of the Madrid Postal Convention of 1920, which reads:

"Packets falling under the prohibitions of the present article which have been wrongly admitted to the post must be returned to the post office of origin, except in cases where the Administration of the country of destination is authorised by its laws or by its internal regulations to dispose of them otherwise.

"Explosive, inflammable, or dangerous substances, and obscene or immoral articles, however, are not returned to the country of origin; they are destroyed on the spot under the direction of the Administration which has found them";

and Rule VI, final paragraph, of the Postal Guide:

"In all cases it lies with the sender to ascertain that the articles he is sending are permitted in the country of destination, and the Post Office will have no responsibility for loss, delay, or charges arising from the Customs or other regulations to which the contents of correspondence or parcels are subject in the country of destination" —

afford ample opportunity of seizing and destroying them.

4. Pending the receipt of instructions from Peking, the Postal Authorities have agreed to detain the above letters, which are now under the joint custody of Customs and Posts, and the Police Authorities, with whom I have had dealings in connection with the other seizures mentioned in Section 1, have undertaken to do all they can to induce the addressees to come forward to take delivery of them. Should the addressees fail to appear—which is highly probable—a definite ruling is respectfully solicited in regard to:

- (a) How to deal with the 118 "letters" detained at the local post office.
- (b) What measures should be taken if similar cases recur in future.

I venture to express the opinion that the American system of refusing to accept any article of correspondence exceeding the ordinary size of a common letter unless marked "To be opened by the Customs" might eventually do away with the abuse at present lamented.

5. A memorandum from the Deputy Commissioner, envisaging from a different angle the above question, is enclosed.

(Signed) U. MARCONI,

Acting Commissioner.

*The Inspector-General to the Harbin Commissioner.*

No. 3373. Comms.  
Harbin. No. 101813.

Pekin, January 30th, 1925.

Sir,

I have now to acknowledge receipt of your despatch No. 3138: reporting, further, that several cases of attempted importation of opium powder, heroin and morphia by registered letter and sample post had taken place; stating that these cases put an entirely different complexion on the question raised in your despatch No. 3116 and that we are evidently confronted with a vast and well-organised system of importation of narcotics through registered mail, and that it is incumbent on China promptly to take drastic measures to suppress this traffic; and requesting instructions (a) how to deal with the 118 "letters" containing narcotics and detained at the local post office, and (b) as to what measures should be taken if similar cases occur in future;

And in reply, to say that every effort is to be made, in co-operation with the Postal Authorities, to put a stop to the nefarious trade in contraband by means of registered letters or covers said to contain samples and to penalise those who are engaged in it at this end. Registered mail packages supposed to contain contraband are to be opened in presence of the addressees, and, if contraband is found, the Post Office is to be requested to hand it over, and the contraband is to be confiscated. The addressees are to be followed up and handed over to the police if possible. When addressees cannot be found or refuse to come forward, this is to be taken as strong presumption that the contents are contraband, and the packages are to be opened; if found to contain contraband, the Post Office is to be asked to hand them over, and, if they refuse to do so, the case is to be reported to me. We cannot lay down the law for the Post Office or decide how they are to interpret their own regulations or exercise their own administrative powers (*vide* Mr. Law's memorandum enclosed in your despatch No. 3138), but, as the revenue organisation, we are prepared to take the responsibility of confiscating contraband found in registered mail. The packages now under suspicion and detained under joint custody are to be dealt with on the above lines and their contents disposed of in accordance with standing instructions.

(Signed) F. A. AGLEN,

*Inspector-General.*

O.C.420.

Appendix 9.

EXTRACT FROM MEMORANDUM ON SMUGGLING AT DAIREN,  
SUBMITTED BY THE BRITISH REPRESENTATIVE.

A new method of smuggling drugs has recently been brought to light at Dairen. In December 1925, a letter was received at the office of the Compradore of the Dairen Branch of the Hong-Kong and Shanghai Bank. It was addressed from Schlieren in Switzerland by one F. Danker, and stated that he was sending six parcels for a Mr. Broom, who would shortly visit Dairen. A person styling himself Mr. A. Broom called and took delivery of the parcels. Subsequent enquiries showed that Broom is an alias of one C. Kapustin, of Harbin, who was known or believed to be an importer of narcotics. Again in December another letter was received stating that four cases purporting to contain clocks were being consigned to the Bank. The consignment had been shipped on the German motor-ship *Fulda* by order of the firm of G. and K. Kapustin of Berlin and were destined for Kapustin alias Broom at Harbin. This method of sending clocks through the Bank was quite unusual. When the *Fulda* arrived at Dairen on February 19th the consignment was not on board. It seems possible, if not probable, that the man Kapustin at Harbin took alarm and arranged for the cases to be landed elsewhere. Then in February a number of packets marked "For Mr. Broom" were received at the Bank, ostensibly containing shampoo powder. They were placed by the Bank in the hands of the police, and on examination it was found that, though a few of the packets contained genuine shampoo powder, the remainder contained heroin. This consignment appears also to have emanated from Switzerland. Particulars have been sent to the Swiss and German representatives on the Advisory Committee for investigation.

Appendix 10.

BRIEF SUMMARY OF COLONEL WOODS' SUGGESTIONS.

(Full reports can be found in the Minutes of the Nineteenth Meeting.)

1. Colonel Woods was impressed with the enormous illicit traffic in these drugs, which everyone concedes and which is strikingly asserted in the first resolution in this report. He was also impressed with the ineffectiveness of present laws and methods. He saw no hope of success in halfway or compromise measures.

2. He stated that, as the result of many years of practical experience, he believed no country could successfully protect its citizens from the ravage of these habit-forming drugs unless it nationally owned or nationally adequately controlled the factories producing them.

By control he meant that the Government should know exactly what goes into every factory and what comes out of it, and should see to it that nothing comes out except for medical or scientific purposes, and that it goes only to persons and places authorised by proper authority.

3. Colonel Woods also suggested several administrative measures to strengthen existing methods:

(a) He pointed out that, to meet this international traffic, we must have international action.

To this end he recommended that the officials in the countries represented on this Committee who are in charge of the administration of the laws regulating the traffic in these drugs be called together periodically to confer with each other.

They would confer as to the powers and other arrangements they have, and those they need, in order to enable them more fully to enforce the laws of their country for the control of the legitimate, and suppression of the illicit traffic.

They would arrange with each other about such matters as exchange of records of law-breakers, including finger-prints, photographs, *modus operandi*, history, etc. They would make practical arrangements for direct and swift communication with each other and would generally improve and strengthen their own national and the international methods of suppressing smugglers.

(b) He suggested that good results would follow a conference of representatives of manufacturers of drugs with the Chairman of this Committee, since they could, out of their experience, give valuable information as to the best ways to regulate lawful and useful distribution and to prevent illicit traffic.

(c) He suggested that specific information be sent by each nation to all others interested as to the identity and methods of shipowners, agents, captains or others known to have deliberately connived at the illicit traffic.

(d) He commended the import and export regulations recommended by this Committee and urged their adoption and stringent co-operative enforcement by all nations.

O. C. 407.

Appendix 11.

EXTRACT FROM NOTE OF THE EGYPTIAN DECREE-LAW OF MARCH 21ST, 1925, REGULATING THE TRADE IN STUPEFYING DRUGS AND THEIR USE, FORWARDED BY THE REPRESENTATIVE OF GREAT BRITAIN.

Hitherto the non-existence of any Egyptian law treating these offences as anything more serious than contraventions has had a serious repercussion on the attitude of consular courts towards them. Although, according to the laws of the great majority of capitulatory Powers, offences connected with the drug traffic are punished with severe penalties, certain consuls have always shown reluctance to try their own nationals for them while native offenders have enjoyed the comparative immunity guaranteed by the Egyptian Law. I believe that in most cases British, French and Italian Consuls have consented to try persons charged by the police with offences under their respective drug laws, but there was always a certain amount of excuse for a consul

who pointed out to the police the unfairness of inflicting a heavy sentence on one of his nationals, whose Egyptian accomplice would get off with a fine of P.T. 100 at most, and therefore politely referred them to the mixed courts.

The promulgation of this law will remove any such feeling of inequality and will strengthen the hands of consuls in dealing with offenders belonging to their jurisdiction. In order that this may be properly appreciated, it will be advisable for the Ministry of Foreign Affairs to notify the representatives of all capitulatory Powers of the existence of the new law and to request them to draw the attention of their consuls and consular judges to the severe penalties which it enacts against delinquents.

A very good argument for introducing uniform legislation in matters connected with the consumption of and traffic in drugs is that, although the law of most capitulatory nations takes a serious view of offences of this kind, certain codes, e.g., the Swedish, do not inflict imprisonment upon delinquents (although Swedish law lays down a maximum fine of £600), while others envisage the suppression of abuse in one form of drug, such as opium, and make little provision for the control of others.

In these circumstances, contrabandists and traders are quite likely to lay their heads together and, having discovered which of the capitulatory nations deal with this class of offence most leniently, will make a determined attempt to concentrate the traffic in the hands of subjects of those States.

O. C. 436.

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Appendix 12.

COCAINE-SMUGGLING IN INDIA.

*Extracts from the Reports of the Excise Administrations of the Punjab, Bombay Presidency and Bengal for the Financial Year 1924-25, submitted by the Representative of India.*

PUNJAB.

A certain amount of satisfaction may be obtained from the fact that the licit consumption of cocaine fell from 32,141 grains in the previous year to 30,636 grains. But this licit consumption represents principally the use of the drug for surgical or dental operations.

It was pointed out last year that the increase from 25,494 grains in 1922-23 to 32,141 grains in 1923-24 was not satisfactorily explained. But there was an unfortunate suspicion that the less reputable medical practitioners contrive to prescribe cocaine for some of their patients who are addicted to the cocaine habit. It is reported this year that one licensee is suspected to have abused his licence.

There can be little doubt that the use of cocaine is rapidly increasing in almost every district in the Province, especially in the large towns. Eighteen cases of illicit sale, possession and smuggling were detected in Lahore, the two most important seizures being one of 676 grains and another of no less than 50 ounces. As the Commissioner of Lahore points out, the cocaine habit is far more serious and more difficult to deal with than the evil consequences of liquor or opium. Captures are not effected without great trouble and sometimes danger to the preventive staff. But in spite of their efforts it is only too obvious that actual seizures represent a ridiculously small proportion of illicit imports. As in the case of charas-smuggling, the illicit cocaine trade must be tackled at its source, namely, the ports of entry. Unless stringent action is taken at the ports, it is impossible to suppress this pernicious trade when once the drug has been transported inland. As has been mentioned in the paragraphs dealing with charas, the smugglers of that drug return with cocaine from Bombay and Calcutta.

BOMBAY PRESIDENCY.

Cocaine cases. — Four hundred and twenty-nine cases of illicit possession of cocaine were detected in the City of Bombay during the year under report, against 364 in 1923-24. A large quantity of German and Japanese cocaine is still being smuggled into Bombay, and there is clear indication of a brisk revival of the illicit trade in cocaine. The illicit traffic is carried on principally by Italian seamen, Pathans and other Mohammedans, in spite of the vigilance of the Excise staff.

The largest seizure of cocaine by the Excise Department during the year was 42,522½ grains.

BENGAL.

69. The abuse of cocaine continued to be prevalent in Calcutta, where alone 280 persons were prosecuted, against 256 in the preceding year. The 24 Parganas, Dacca, Hooghly and Burdwan followed with 17, 10, 7 and 3 prosecutions respectively. The number of persons convicted of illicit possession, sale or smuggling of cocaine increased from 257 to 270. In Calcutta the number was 249, as compared with 234 in the previous year.

The total quantity of cocaine seized in Bengal during the year was 1,432 ounces 112 grains, as compared with 1,730 ounces 231 grains in 1923-24. Only 25 ounces 8 grains were seized outside the Calcutta district, and of this quantity 23 ounces 349 grains were seized in Dacca. In Calcutta, 181 ounces 98 grains were seized by Excise officers, 1,197 ounces 270 grains by Customs officers, and 28 ounces 174 grains by police officers.

72. The prosecutions for "illicit sale or possession of cocaine" increased from 287 to 317. Calcutta alone is responsible for the increase. The illicit traffic in cocaine continued to be prevalent, in order of notoriety, in Calcutta, 24 Parganas and Dacca, where 280, 17 and 10 persons respectively were prosecuted. Hooghly joined the list with seven prosecutions. Calcutta is the principal centre for the illicit trade in cocaine, whence all the contraband imports and exports of the drug are controlled. The total quantity of cocaine confiscated in Bengal during the year under report was 1,432 ounces 112 grains, of which Calcutta alone contributed 1,407 ounces 104 grains. Three cases of special importance are noted below:

(1) The Superintendent of Excise, Detection Branch, Calcutta, on receipt of information that R. Fernandez, a Goanese, was going to dispose of a large quantity of cocaine, laid a trap for the accused, with the help of a petty officer, in the Imperial Restaurant, where the accused came with a cane box containing 100 ounces of cocaine. The petty officer, who was previously introduced to him, paid him Rs. 6,000, the price arranged, in Government currency notes (the numbers of which had previously been noted by the Superintendent), and the accused handed over the cane box and its key. The Excise Superintendent, who was closely watching the whole affair from a short distance, arrested the accused as he was counting the money, and about 100 ounces of cocaine were recovered from the cane box. The accused was the second butler on board the s.s. *Talma* and was regularly smuggling cocaine from Japan probably with the help of accomplices on board. He was prosecuted under the Excise Act and sentenced to undergo rigorous imprisonment for one year.

(2) .....

(3) The most important detection of the year was the arrest of one Batasia, who is alleged to have amassed considerable wealth by dealing in cocaine. As the case is still under trial, it is not permissible to enter into details in this report.

75. *Seizures of opium and cocaine on board vessels in the Port of Calcutta.* — The following statement shows seizures of opium and cocaine on board vessels in the Port of Calcutta:

Name of steamer	Company	Number of seizures	Opium			Number of seizures	Cocaine	
			Quantity seized				Quantity seized	
			mds.	srs.	chs.		oz.	gr.
<i>Takliawa</i>	Mackinnon, Mackenzie & Co.	1	0	20	4	2	222	22½
<i>Torilla</i>	ditto.	1	0	4	0	2	116	120
<i>Tairea</i>	ditto.	1	0	1	10	1	0	365
<i>Kut Sang</i>	Jardine, Skinner & Co.	1	0	0	1	1	0	69
<i>Talma</i>	Mackinnon, Mackenzie & Co.	1	0	23	0	—	—	—
<i>Ellora</i>	ditto.	1	0	15	8	—	—	—
<i>Chantala</i>	ditto.	1	0	11	6	—	—	—
<i>Ho Sang</i>	Jardine, Skinner & Co.	—	—	—	—	1	24	120
<i>Nam Sang</i>	ditto.	—	—	—	—	1	809	238
<i>Majo Maru</i>	Nippen Yushen Kaisha	—	—	—	—	1	24	242
Total . . . . .		7	1	35	13	9	1,197	301½

A.V/1.1926.

ANNEX 1a.

WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS DURING ITS EIGHTH SESSION.

REPORT PRESENTED TO THE FIFTH COMMITTEE BY M. VEVERKA (CZECHOSLOVAKIA).

The Fifth Committee has now to consider the report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs on the work accomplished during its eighth session, which was held at Geneva from May 26th to June 8th, 1926. The report was examined by the Council at its meeting on September 2nd. The Council took note of the report and instructed the Secretary-General to take the action arising out of the resolutions contained therein.

I pointed out in the report which I had the honour to present to the Fifth Committee last year on the work of the seventh session of the Advisory Opium Committee that the most serious and striking of the difficulties confronting the Committee was the enormous extent of the illicit traffic in opium and drugs. The report on the eighth session now under consideration will show the members of the Fifth Committee that the situation has not improved since last year. The seizures of manufactured drugs and of opium have been very large, and, as the Committee points out, there is no doubt that the quantity of drugs manufactured is considerably in excess of medical and scientific requirements. Until the Geneva Convention of February 19th, 1925, comes into operation, effective control of the international traffic will, in the opinion of the Committee, be extremely difficult.

In his report to the Council on the work of the eighth session of the Advisory Committee, the representative of Sweden suggested to his colleagues that the necessary steps should be taken to ensure that this question receives early consideration by the competent authorities. This is a point to which I venture to draw the attention of my colleagues, as it is, in the opinion of the Committee, of particular importance.

The Advisory Committee has laid particular stress on the importance of the furnishing by Governments of annual reports and other information regularly and without delay. It is clear that, without sufficient documentation, the Committee will be greatly hampered in its work. This is a point which should be borne in mind by the Governments which, having ratified the Hague Convention, are under an obligation to furnish this information.

The Committee has passed a special resolution with regard to the ratification of the Hague Convention by Turkey, and in this connection I will remind my colleagues of the Assembly resolution of 1923 dealing with the matter.

The illicit traffic which is being carried on from the Persian Gulf was discussed at this session as well as at the previous session of the Committee. I alluded to this traffic in my report to the Fifth Committee last year, and it is regrettable that it should be necessary to come back to the question, as the situation does not seem to have improved.

I call the attention of my colleagues to the recommendation contained in Resolution VII of the Advisory Committee and also to Resolution IX dealing with the extensive use of the post by illicit traffickers in morphine with the Far East.

In order to combat the smuggling of drugs, the Advisory Committee has called attention to the importance of direct communication between the authorities entrusted with the enforcement of the laws on the suppression of this illicit traffic. It seems to me that everything possible should be done to develop this direct communication in order to aid in the fight against the unscrupulous methods employed by persons engaged in carrying on this nefarious trade.

I propose that the Fifth Committee should adopt the report and resolutions of the Advisory Committee on Traffic in Opium in the following terms:

“The Fifth Committee adopts the report of the Advisory Committee on Traffic in Opium together with the resolutions contained therein.”

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ANNEX 1b.

A.V/7.1926.

WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS DURING ITS EIGHTH SESSION.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY, PRESENTED BY M. VEVERKA (CZECHOSLOVAKIA).

The eighth session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs met from May 26th to June 8th, 1926. The report on the work of the Committee at this session (see document A.20.1926.XI) was examined by the Council during its meeting on

September 2nd. The Council took note of the report and instructed the Secretary-General to take the action arising out of the resolutions contained therein.

The enormous extent of the illicit traffic in opium and drugs continues to be the most serious difficulty confronting the Advisory Committee. Various members of the Fifth Committee emphasised this fact and laid stress on the necessity for international action against this worldwide traffic. The Advisory Committee has expressed the opinion that an effective control of the international traffic will be extremely difficult until the Geneva Convention of February 19th, 1925, comes into operation. The Fifth Committee agrees with the Advisory Committee as to the importance of early ratification of this Convention and, on the proposal of the British representative, decided to recommend to the Assembly the adoption of a resolution on this subject (see Resolution 2).

The Fifth Committee also agrees with the Advisory Committee as to the importance of the furnishing, by Governments, of annual reports and other information regularly and without delay. It should not be forgotten that the Governments which have ratified the Hague Convention are under a formal obligation to furnish such information (Article 21).

The Fifth Committee takes note of the opinion expressed by the Advisory Committee to the effect that the ratification of the Hague Convention by Turkey would mark an important progress.

The delegate of Persia informed the Committee that the question of the ratification of the Hague Convention by his country would be examined when the Commission of Enquiry into the opium situation in Persia had issued its report.

The Fifth Committee again calls attention to the increase in the illicit traffic from the Persian Gulf and expresses the hope that the various Governments concerned will take steps to remedy the situation in accordance with the recommendations of the Advisory Committee. It also calls attention to the importance of direct communication between the authorities entrusted with the enforcement of the laws with regard to the suppression of the illicit traffic.

The Fifth Committee is of the opinion that the Advisory Committee on Traffic in Opium, when discussing a subject concerning a particular country, should invite that country to send a representative to assist at the discussion.

The Fifth Committee heard with great interest a statement made by the delegate for the Kingdom of the Serbs, Croats and Slovenes to the effect that his country was in a position to satisfy the legitimate needs of opium in Europe, and that, in his opinion, it would therefore be possible eventually to cease imports from the East altogether. The production of the Kingdom amounts to about 150,000 kilogrammes a year and effective control would be very easy to institute.

The Fifth Committee unanimously adopted the report of the Advisory Committee on Traffic in Opium, together with the resolutions contained therein. The delegate of Italy abstained from voting. The delegate of the Netherlands did not oppose the adoption of the report but he made a reservation on behalf of his Government concerning the second resolution contained in the report of the Advisory Committee<sup>1</sup>.

The delegate of Italy made the following statement:

"The Italian delegation, in view of the gravity of the situation exhibited by the report presented to the Committee, considers it necessary, for the improvement of the situation, to adopt the following measures:

"1. That the Advisory Committee be composed in equitable proportions of persons acquainted with the problems of narcotics and belonging to producing and manufacturing countries on the one hand and consuming countries on the other.

"2. That the Advisory Committee thus composed should proceed to take effective measures for a strict application of the Hague Convention.

"3. That the Secretariat of the League of Nations should be placed in a position to carry out the duties assigned to it by the Covenant and the resolution of December 15th, 1920."

The Fifth Committee proposes to the Assembly the adoption of the following resolutions:

1. "The Assembly adopts the report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, together with the resolutions contained therein."

2. "The Assembly, impressed by the report of the Advisory Committee as to the gravity of the present situation in regard to the illicit traffic and by the resolution of the Committee that it was extremely difficult to secure an effective control of the international traffic in opium and drugs until the Geneva Convention has been brought into operation, urges on the Governments of all States Members of the League to proceed to ratify or adhere to the Geneva Convention, so that, if possible, the ratifications necessary to bring that Convention into force may be deposited with the Secretariat before the end of the year."

<sup>1</sup> This resolution reads as follows:

"The Committee recommends that the administrations called upon to decide on an application for export of drugs to a country not applying a system of import authorisations should endeavour to ascertain whether the application submitted to them is a legitimate one. This recommendation is made in the spirit which inspired Article 18 of the Geneva Convention of February 19th, 1925."

ANNEX 2.

REPORT ON THE WORK OF THE FIFTH SESSION OF THE TRAFFIC  
IN WOMEN AND CHILDREN COMMITTEE  
(March 22nd to 25th, 1926).

The Traffic in Women and Children Committee met at Geneva from March 22nd to 25th, 1926.

The following members of the Committee attended the meeting :

*Delegates appointed by Governments.*

Don Pedro SANGRO Y ROS DE OLANO (Chairman)	<i>Spain.</i>
M. AMADOR (substitute delegate).	
M. BOURGOIS (replacing M. Regnault) (Vice-Chairman)	<i>France.</i>
M. BARBIER (substitute delegate).	
Count CARTON DE WIART	<i>Belgium.</i>
Mr. MAXWELL (replacing Mr. Harris)	<i>British Empire.</i>
Dr. Estrid HEIN	<i>Denmark.</i>
The Marquis PAULUCCI DE' CALBOLI	<i>Italy.</i>
M. Yotaro SUGIMURA	<i>Japan.</i>
M. Stanislas POSNER	<i>Poland.</i>
M. CIUNTU (replacing M. Comnène)	<i>Roumania.</i>

*Assessors.*

Miss BAKER	International Bureau for the Suppression of Traffic in Women and Children.
Mme. AVRIL DE SAINTE-CROIX Baroness DE MONTENACH	Women's International Organisations. Association catholique internationale des œuvres de protection de la jeune fille.
Mme. CURCHOD-SECRETAN	Fédération des Unions nationales des amies de la jeune fille.
Mr. S. COHEN	Jewish Association for the Protection of Girls and Women.

*Secretary* : Dame Rachel CROWDY.

Dr. FERENCZI, of the International Labour Office, acted as liaison officer with that institution.

Dr. Léon BERNARD, representing the Health Committee, was unfortunately unable to be present.

After the Committee had adopted the agenda, the Secretary read her report, which stated that ratifications of the International Convention of 1921 on the Traffic in Women and Children had been received from China, Japan, Sweden and Switzerland ; France also had adhered to the Convention. The Committee was glad to note that all States Members of the League which were represented on the Committee were now parties to the 1921 Convention.

ANNUAL REPORTS FROM GOVERNMENTS

The Committee examined the summary of the Annual Reports from Governments for the year 1924 and noted with satisfaction the continually increasing number of Governments which had submitted detailed reports of great value for the work of the Committee.

As regards question No. 4 of the Annual Report (expulsion of foreign prostitutes), several members of the Committee expressed their regret that so small a number of countries should have supplied information with regard to the circumstances under which the women in question had entered the country from which they were expelled and what steps had been taken for the assistance of these women. The Committee was of opinion that that was just the kind of information which would be of the greatest value for its work, whereas most States merely supplied statistical data. The Netherlands Government had supplied useful information. It was decided to request the Secretariat to draw the attention of the Governments to this point.

REPORTS FROM CHARITABLE ORGANISATIONS

On behalf of the association which they represented, each of the assessors laid the annual report of their association before the Committee. The Committee was much struck by the energy and efficiency with which these organisations were carrying on their work,



in spite of financial difficulties. It had even been found possible for the charitable associations to extend the field of their activities. The Committee was also glad to note the co-operation which existed between the authorities and the private organisations.

#### COLLECTION OF LAWS AND REGULATIONS.

The Committee had been informed that the American Social Hygiene Association had prepared a collection of the laws and regulations of all countries in respect of the traffic in women. This collection will be placed at the disposal of the members of the Committee as soon as possible.

The Committee desired to express its thanks to the American Social Hygiene Association for the very valuable work it had undertaken, which will be of such great assistance to the Committee.

#### LICENSED HOUSES

Since the last session of the Committee, the Secretariat has received several fresh replies to its request for information regarding the system of licensed houses in its relation to the traffic in women. These replies — namely, those from New Zealand, Japan, Norway, Austria and the Free City of Danzig — are published as appendices to the present report. The Committee also noted the information supplied by Mme. Avril de Sainte-Croix with regard to the work of the "Commission extraparlamentaire" in France. This Commission had prepared two draft bills which were designed to abolish the regulation of prostitution.

The Committee adopted the following resolution :

"The Traffic in Women and Children Committee has noted the contents of the reports which have been presented by a large number of Governments on the question of the system of licensed houses as related to the traffic in women. The views expressed show that there is a divergence of opinion as to the necessity of maintaining the system.

"The Committee requests the Council to instruct the Secretariat to ask those countries which have not yet sent reports to do so, and those which have done so for any new comments. It requests the Secretariat to prepare for the next session a systematic and impartial abstract of the reports which, taken in conjunction with them, will show the present position.

"This abstract should be suitable for use in the preparation of a report which the Committee proposes to make to the Council, in accordance with Resolution 4 of the Council of June 11th, 1924, in which the Committee was requested to continue its study of the question."

#### EXPULSION OF PROSTITUTES

Last year the Committee had adopted a resolution with regard to assistance to be given to foreign prostitutes expelled from a country (Resolution II of 1925). In order to facilitate co-operation in this matter between Governments and charitable associations and between the organisations themselves, the two following resolutions, proposed by Dr. Estrid Hein and Mme. Avril de Sainte-Croix respectively, were adopted :

"The Committee proposes that a list of the benevolent societies in the different countries willing to help foreign prostitutes who are to be expelled be circulated to the central authorities and to private organisations occupying themselves with the same kind of work in all countries Members of the League or parties to the Conventions and Agreements of 1904, 1910 and 1921.

"To this end the Council is requested to instruct the Secretariat to ask the Governments to give a list of the organisations willing to assist expelled prostitutes."

"The Committee invites voluntary associations, in agreement with the National Committee for the Suppression of Traffic in Women in each country, to make arrangements in their own countries for the co-operation required for immediate intervention in connection with the expulsion of foreign prostitutes."

The Committee laid stress on the fact that the expulsion of a foreign prostitute was not a solution of the problem of disposing of such an undesirable person. Several speakers criticised such measures, which were both cruel towards the woman against whom they were directed and difficult to reconcile with the spirit of co-operation between States which

inspired the work of the League of Nations. The Committee accordingly adopted the following resolution proposed by the delegate of Poland :

“Considering the discussion that has arisen during the debate on Dr. Estrid Hein’s resolution (Resolution No. II), and which has placed the problem of the deportation of prostitutes in the foreground ; and

“Considering the exceedingly complex nature of the problem from the legal, political, humanitarian and social points of view ;

“The Committee decides to examine the problem of the expulsion of prostitutes in all its aspects. It appoints a Rapporteur and requests the Council to ask the Secretariat to invite the various Governments to furnish information on the question in order that it may be discussed at the next meeting of the Committee.”

M. POSNER was appointed Rapporteur.

#### EMPLOYMENT OF WOMEN POLICE

The Committee was much interested by the statement made by Senator Posner, delegate of Poland, with regard to present conditions in his country, so far as the employment of women in the police was concerned. The Committee also took cognisance of the statement made by Mme. Avril de Sainte-Croix with regard to the negotiations on the same subject which she had undertaken with the French authorities and the favourable replies that she had received from them.

The following resolution was adopted :

“The Committee has noted the increasing interest which has been shown in the question of the employment of women in the police of several countries in all matters affecting the protection of women and children and, as these countries are of opinion that such appointments will largely tend to decrease the evils of the traffic in women, requests the Council of the League to instruct the Secretariat to apply to all States for full information on the subject.

“Such information should be classified for presentation to the Committee at its next session.”

#### OBSCENE PUBLICATIONS

Mr. Cohen, representing the Jewish Association for the Protection of Girls and Women, submitted a draft resolution regarding the traffic in obscene publications in its relations with the traffic in women and children. Miss Baker, when submitting the report of the International Bureau for the Suppression of the Traffic in Women and Children, had already alluded to the extreme importance of this question.

The representatives of several countries made clear and detailed statements which threw much light on the extremely difficult problem of stopping the sale of obscene publications.

On Mr. Cohen’s suggestion, the following resolution was adopted :

“The Women and Children Committee, being of opinion that obscene publications contribute largely to undermining the morals of the young, and therefore encourage persons engaged in procuring victims for the traffic to continue and extend their activities :

“(a) Places this question on the agenda of the next meeting of the Committee, and

“(b) Asks the Council to instruct the Secretariat to obtain the periodical reports recommended in paragraph 9 of the Final Act of the International Conference of 1923 for the Suppression of the Circulation of and Traffic in Obscene Publications, in order that these reports may be submitted, if possible, to the Committee at its next meeting.”

#### ALCOHOLISM IN ITS RELATION TO THE TRAFFIC IN WOMEN AND CHILDREN

Last year the Advisory Commission requested the Secretariat to ask the International Anti-Alcoholism Bureau to supply, if possible, evidence as to the relations which

might exist between alcoholism and the questions with which the Advisory Commission was dealing. The Traffic in Women and Children Committee examined a report prepared by the Bureau on the subject of alcoholism in its relation with prostitution.

The Committee was unanimously of opinion that an interdependence existed between these two evils. After having considered several proposed resolutions, the Committee adopted the following text drawn up by the delegate of Spain :

“The Committee,

Having noted the contents of the report drawn up by the International Anti-Alcoholism Bureau regarding the question of the relation existing between the use of alcohol and prostitution, as well as those of other documents dealing with this subject, and being of opinion that they are of great value and that the examination of this question should be continued :

“Invites the Secretariat to proceed with the study of this problem from the point of view of the traffic in order that it may be considered during the next session.”

#### EMIGRATION

Mr. Cohen made a statement concerning the work done by the conference of private associations for the protection of migrants. On the invitation of the Chairman, the representative of the International Labour Office, M. Ferenczi, also supplied the Committee with information on the very important question of the inspection of migrants on board ship. This question is of particular interest inasmuch as it appears on the agenda of the next International Labour Conference. The Committee thought it desirable not to lose sight of the problem of the protection of the migrant women and children, which had for several years, with very good reason, been causing some anxiety to the members of the Advisory Committee.

#### PROPAGANDA

At the suggestion (supported by the Chairman) of M. Posner, Chairman of the Sub-Committee set up in 1925, the question of propaganda was adjourned to the next session.

#### BUDGET

The budget estimates submitted by the Secretary were unanimously accepted.

Rachel E. CROWDY  
(Secretary).

Pedro SANGRO Y ROS DE OLANO  
(President).

Gaston BOURGOIS  
(Vice-President).

#### RESOLUTIONS

I. The Traffic in Women and Children Committee has noted the contents of the reports which have been presented by a large number of Governments on the question of the system of licensed houses as related to the traffic in women. The views expressed show that there is a divergence of opinion as to the necessity of maintaining the system.

The Committee requests the Council to instruct the Secretariat to ask those countries which have not yet sent reports to do so and those which have done so for any new comments. It requests the Secretariat to prepare for the next session a systematic and impartial abstract of the reports which, taken in conjunction with them, will show the present position.

This abstract should be suitable for use in the preparation of a report which the Committee proposed to make to the Council, in accordance with Resolution 4 of the Council of June 11th, 1924, in which the Advisory Committee was requested to continue its study of the question.

II. The Committee proposes that a list of the benevolent societies in the different countries willing to help foreign prostitutes who are to be expelled be circulated to the central authorities and to private organisations occupying themselves with the same kind of work in all countries Members of the League or parties to the Conventions and Agreements of 1904, 1910 and 1921.

To this end the Council is requested to instruct the Secretariat to ask the Governments to give a list of the organisations willing to assist expelled prostitutes.

III. The Committee invites voluntary associations, in agreement with the National Committee for the Suppression of the Traffic in Women in each country, to make arrangements in their own countries for the co-operation required for immediate intervention in connection with the expulsion of foreign prostitutes.

IV. Considering the discussion that has arisen during the debate on Dr. Estrid Hein's resolution (Resolution No. II) and which has placed the problem of the deportation of prostitutes in the foreground ; and

Considering the exceedingly complex nature of the problem from the legal, political, humanitarian and social points of view :

The Committee decides to examine the problem of the expulsion of prostitutes in all its aspects. It appoints a Rapporteur and requests the Council to ask the Secretariat to invite the various Governments to furnish information on the question in order that it may be discussed at the next meeting of the Committee.

V. The Committee has noted the increasing interest which has been shown in the question of the employment of women in the police of several countries in all matters affecting the protection of women and children and, as these countries are of opinion that such appointments will largely tend to decrease the evils of the traffic in women, requests the Council of the League to instruct the Secretariat to apply to all States for full information on the subject. Such information should be classified for presentation to the Committee at its next session.

VI. The Women and Children Committee, being of opinion that obscene publications contribute largely to undermining the morals of the young, and therefore encourage persons engaged in procuring victims for the traffic to continue and extend their activities :

(a) Places this question on the agenda of the next meeting of the Committee, and

- (b) Asks the Council to instruct the Secretariat to obtain the periodical reports recommended in paragraph 9 of the Final Act of the International Conference of 1923 for the Suppression of the Circulation of and Traffic in Obscene Publications in order that these reports may be submitted, if possible, to the Committee at its next meeting.

VII. The Committee,

Having noted the contents of the report drawn up by the International Anti-Alcoholism Bureau regarding the question of the relation existing between the use of alcohol and prostitution, as well as those of other documents dealing with this subject, and being of opinion that they are of great value and that the examination of this question should be continued :

Invites the Secretariat to proceed with the study of this problem from the point of view of the traffic, in order that it may be considered during the next session.

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#### Appendix 1

##### REPLY FROM THE GOVERNMENT OF NEW ZEALAND WITH REGARD TO LICENSED HOUSES

There are no licensed houses of prostitution in New Zealand, nor has there ever been any system of such licensed houses in operation.

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#### Appendix 2

##### COMMUNICATION FROM THE JAPANESE GOVERNMENT

I. Our present system of State regulation depends partly on the exercise of prostitution by registered prostitutes and partly on the running of licensed houses, which are subject to separate regulations.

Registered prostitution is governed by the Regulations for the Control of Registered Prostitutes, the application of which is enforced by the central authorities, whereas the keeping of licensed houses is subject to the control of the departmental authorities, which is carried out in conformity with the regulations issued by the prefects in each department.

The systems for the regulation of prostitution and of licensed houses are therefore absolutely independent of one another, so that under the system in force no contractual relations can exist between the keeper of a licensed house and his lodgers. The object of this arrangement is to prevent prostitutes from becoming the slaves of the keepers of licensed houses. The main object of the system being, however, to safeguard public health and morality, registered prostitutes are generally obliged to live in a special quarter.

The sole object of this isolation is to prevent the serious effects which their dispersion throughout the different quarters might have on public morality. It must not be forgotten that owing to the special construction of Japanese houses, in which the doors and windows are generally open and the rooms cannot all be locked, such dispersion would have very serious results from this point of view.

The authorities have decided to allow prostitutes to live where they please, provided that they remain in the special quarter and do not engage in their profession except in licensed houses (Article 8 of the Regulations for the Control of Registered Prostitutes). This is the only restriction on their liberty.

Evidence goes to show that the majority of registered prostitutes do not avail themselves of this right but generally lodge in the licensed house to which they are attached. This is due partly to the fact that it is more convenient for them to live on the spot and partly to the fact that living elsewhere would involve additional expense.

There is reason to believe that there will be an increase in the number of registered prostitutes living in private dwellings; there are already a certain number of such.

II. Any woman who desires to become a registered prostitute must have a licence. When she applies to be enrolled in the prostitutes' register, under Article 3 of the Regulations for the Control of Registered Prostitutes, the police authorities are obliged to make exhaustive enquiries in order to ascertain whether the parents have really given their consent and to obtain information on the various points enumerated in this article, more especially the previous conduct of the applicant.

The police authorities must also question the latter as to the real reasons for her application, and the licence is not granted until they have ascertained that this is based upon adequate motives.

The object of these exhaustive enquiries is to prevent applicants from becoming victims of the traffic.

In many cases the authorities have actually refused to register applicants. In the case of applications in which a go-between appears, they exercise even stricter control in order to prevent all possibility of trafficking; owing, therefore, to the measures described above, the Japanese system for the regulation of licensed houses is not such as to facilitate the traffic in women.

The following are the principal reasons for which the authorities refuse to register applicants :

1. Ill-health.
2. Venereal or tuberculous diseases.
3. Kleptomania or bad conduct.
4. Previous convictions.
5. Rape, seduction or theft.
6. Absence of genuine consent of parents or guardian.
7. Inadequacy of reasons given; for example, when the applicant could easily find another occupation.
8. Removal of applicant's name from the register in another department.
9. False statement of age.
10. If the applicant is a married woman.
11. Foreign nationality.
12. If the applicant is of Formosan, Korean or Sakhalian origin.

III. If Japan still maintains the system of the State regulation, it is because this system has been in existence for centuries and its sudden suppression would have serious social repercussions, involving, as it would in actual fact, the total abolition of prostitution in Japan.

The efforts of the Japanese Government are therefore directed mainly to affecting improvements in the system.

As already stated, the authorities exercise the strictest control over the keepers of licensed houses and over intermediaries in order to prevent all possibility of trafficking or of personal constraint.

In addition to safeguarding public health and morality, efforts are made (as will be shown later) by means of various precautionary and protective measures to respect the liberty of registered prostitutes as far as possible and to improve the morality and general position of these unfortunate creatures.

It has been decided, on principle, not to increase the number of licensed houses. In order that the public may not know where they are situated, it is forbidden to post up conspicuous signs, and the houses are situated away from the most frequented streets. In other words, the authorities endeavour to avoid attracting public attention to these quarters. As regards clandestine prostitution, procuring and soliciting are punishable offences, the penalty for which, under Article 1 of the Decree concerning sentences in ordinary police-court cases, is imprisonment for not more than thirty days, while the act of seducing or debauching women or girls of virtuous character for purposes of gain or of causing them to engage in immorality is punishable by hard labour for a period of not more than five years or by a fine not exceeding 500 yen, in virtue of Article 182 of the Penal Code. Owing, however, to the influence of modern life and for other reasons, clandestine prostitution may still exist despite these severe penalties; the authorities are endeavouring to stamp it out and have appointed special police agents, who are sent every night to suspect places.

It is feared that if State regulation were suddenly abolished, clandestine prostitution would at once increase, while the clandestine prostitutes would outnumber the registered prostitutes, who are actually subject to supervision, and the evil, from the point of view of public health and morality, would be greater than under the present system.

It is necessary, in order to avoid contact with the main body of inhabitants, to isolate registered prostitutes in a special quarter. It may be said, therefore, that, so far as Japan is concerned, no direct connection exists between the traffic in women and the system of regulation, as the object of State regulation is to safeguard public health and morality and the control exercised by the authorities is particularly strict (it must not be forgotten that there can be no effective control of clandestine prostitution).

In view of these circumstances, the Japanese system may be said indirectly to constitute a bar to the traffic. In the department of Gumma, registered prostitution was abolished at the end of 1893 as the result of the energetic pressure brought to bear by a group of Japanese Christians in a certain district of the department. The result, however, was that almost everywhere suspect restaurants were opened, so that clandestine prostitution has made fearful ravages, and the departmental authorities were obliged in 1912 to issue regulations for the control of restaurant waitresses and geishas. Under these regulations, restaurant waitresses (shakufus) have to undergo medical inspection three times a month, and soliciting and loitering are strictly prohibited. The departmental authorities have thus been obliged to regulate clandestine prostitution, which had increased as the result of the abolition of registered prostitution. If they succeeded, despite this increase, in greatly reducing the number of clandestine prostitutes, and in bringing the statistics for venereal diseases almost down to those in the neighbouring departments, it was because the department of Gumma exercised — though with great difficulty — a stricter control over clandestine prostitutes than is applied in the case of registered prostitutes.

•••  
IV. In Japan not only the traffic in women but also the traffic in all human beings is strictly prohibited. On the restoration of the Monarchy, or, more precisely, in December 1872, Decree No. 295 of the Da Jo-Kan was issued, providing that :

“The fact of buying or selling a human being or of using such human being according to the will of the owner, for life or for a definite period, is contrary to morality. Although this practice has long been prohibited, what amounts to a traffic is still carried on under the pretext of engaging domestic or other servants. Such practices are in future absolutely prohibited.

• “All prostitutes attached to licensed houses and all geishas or other women engaged for a definite period shall be set free. No proceedings in respect of claims for debts contracted under such engagements may be taken before the courts.”

In May 1872, the Ministry of Justice issued Decree No. 22, providing as follows :

“The sale or purchase of human beings has long been prohibited, but in view of the fact that, under the pretext of engaging domestic or other servants for a definite period, what amounts to a traffic is frequently carried on, any sums paid for the engagement of prostitutes with registration cards or of geishas shall henceforth be regarded as the proceeds of theft, and no claim for such debts shall be admitted by the courts.

“The adoption of a girl, in return for payment of a sum to the parents, for purposes of prostitution constitutes traffic. Such act shall be punished with the utmost severity.”

No change has been made in these great principles. When the laws were codified, the Japanese Government inserted in the Civil Code an article providing that legal acts involving engagements or contracts contrary to public order or morality should *ipso facto* be null (Article 90).

The scope of this provision is very wide. The article covers the traffic in women and the advance paid by the keeper of a licensed house to a girl entering such house. In one case, in which a registered prostitute desirous of giving up her profession had been prevented from so doing, the claim submitted by the keeper of a licensed house for the refund of his advance was rejected by the court.

The exercise of the profession of prostitution is free and does not imply constraint by a third party. The keeper of a licensed house cannot invoke any grounds, not even debt, as a reason for refusing to release women belonging to his establishment (Article 6 of the Regulations for the Supervision of Registered Prostitutes).

It is not correct, therefore, to state that State regulation is equivalent to the imprisonment of registered prostitutes. The statistics for the last few years show a distinct decrease in the length of time for which registered prostitutes remain in licensed houses and a striking increase in the number of registered prostitutes leaving such houses.

V. The Japanese Government has endeavoured, as has been shown above, to improve the system of registered prostitution. Its persistent efforts, however, have been directed not only towards the maintenance of morality but towards the safeguarding of public health. If a woman who applies to be enrolled in the prostitutes' register is found to be suffering from an infectious disease, her application is refused, and all registered prostitutes have to undergo medical inspection at least once a week, in addition to special inspection ; while, on the slightest sign of infection, they are immediately obliged to cease the exercise of their profession.

The object of these measures is to prevent the spread of venereal or any other infectious diseases. Moreover, the authorities take steps to ensure that licensed houses are kept clean and that hygienic conditions are strictly observed — measures which cannot be enforced in the case of clandestine prostitutes. Owing to the fact that in Japan ideas of hygiene are not very developed among the lower classes, the ravages of venereal diseases would be far greater if prostitutes were allowed to exercise their profession undisturbed. Such being the case, the criticism directed against regulation, from the point of view of hygiene, is not justified, at all events in the case of Japan. It is for this very reason that the Japanese Government attaches great importance to the hygienic aspect of the problem of State regulation of prostitution.

VI. It remains to describe what has been done for registered prostitutes in the matter of personal liberty and the improvement of morality. Prostitutes have perfect liberty as regards correspondence, visitors and reading and are free to possess and purchase any articles, all acts tending to restrict such freedom being punishable under Articles 12 and 13 of the Regulations for the Supervision of Registered Prostitutes.

The authorities keep strict watch in order to see that no pressure is brought to bear on prostitutes by keepers of licensed houses. During the period 1921-23, 127 offences were reported. The smallness of this number is a proof that cases of restriction of the liberty of registered prostitutes are rare. As the latter have to live in a special quarter, various means of recreation have been devised, such as holidays, which all the inmates of the licensed houses spend together, gatherings at which cinematograph or other performances are given and organised excursions.

In order that prostitutes may be protected from the fresh temptations which await them on leaving the licensed houses and may later be able to obtain an honest livelihood, the keepers of licensed houses engage persons to instruct them in dressmaking, writing, arithmetic and flower-making, and they are also visited by priests, lecturers, etc.

VII. The Japanese authorities have never granted licences to foreign women, for fear of endangering public morality by the introduction of foreign elements. The principle recommended by the League of Nations that the employment of foreign women in licensed houses should not be permitted has been applied in Japan for many years. In April 1901, the central authorities addressed to the competent local authorities a circular which read as follows: "There have recently been rumours to the effect that attempts have been made to debauch Chinese and Korean women with the object of making them registered prostitutes. If a single foreign declared prostitute is allowed, there is the danger that others will come to Japan and that national morality will be undermined. The competent authorities are therefore requested to refuse all applications for registration received from foreigners and to see that no foreign woman engages in prostitution."

This principle has been strictly applied, and any foreign woman suspected of bad conduct is advised by the authorities to leave the country. There is thus no possibility of a single foreign clandestine prostitute remaining, and no cases are known of the traffic in women. Although the traffic in women is generally of an international character, the introduction of foreign prostitutes into Japan is practically impossible owing to the application of the principles described above.

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### Appendix 3.

#### REPLY FROM THE NORWEGIAN GOVERNMENT

Organised prostitution has existed in Norway to a limited extent in only a few towns and was abolished about 1890.

The system accorded ill with existing laws on the question and with the moral sense of the inhabitants. Moreover, it did not seem likely to attain its object, which was to prevent the spread of venereal diseases.

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### Appendix 4.

#### REPLY CONCERNING AUSTRIA

##### EXTRACT FROM A POLICE DECREE OF APRIL 5th, 1911, RELATING TO THE POLICE CONTROL OF PROSTITUTION

##### Article 16.

The establishment of brothels, *i.e.*, dwelling-houses run by the occupant as a business concern for purposes of immoral traffic, is prohibited.

Already existing brothels are to be inspected without previous notice by the Commissariats, such inspection being carried out by a senior official and a medical officer at least once in three months and by the Police Administration at least once in six months.

The inspection shall include a visit to all rooms, the examination of the register to be kept by the proprietress of the brothel and containing the personal particulars of the women and the dates of arrivals and departures, and a medical examination of prostitutes, with a view to bringing to light any malpractices, and an enquiry as to whether all other regulations regarding the brothel are being complied with.

On the occasion of these inspections, prostitutes will be given the opportunity, free from influence, to submit any complaints they may have to make, and enquiries will be made whether any obstacles have been put in the way of their leaving the house.

*Article 17.*

The Police Administration Commission may take, with regard to the inspection, any measures which it considers necessary in the interests of health or morality.

Should the Commissariat consider such measures to be necessary, it must apply for authorisation to the Police Administration and produce the report on the inspection.

*Article 18.*

Domestic servants not yet of age are not to be kept in brothels.

*Article 19.*

The Police Administration can, at any time, order a brothel to be closed, particularly in the case of infringements of the regulations contained in Articles 17 and 18 and in that part of Article 13 which also applies to brothels.

*Note.* — Since March 1st, 1921, brothels have ceased to exist in Vienna.

**Appendix 5**

**REPLY OF THE FREE CITY OF DANZIG**

Licensed houses do not exist in Danzig.

**Appendix 6**

**INTERNATIONAL CONVENTION OF 1921**

**LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.**

<i>Signatures.</i>	<i>Ratifications.</i>	<i>Signatures.</i>	<i>Ratifications.</i>
Albania	Ratified	India	Ratified
Australia	"	Italy	"
Austria	"	Japan	"
Belgium	"	Latvia	"
Brazil	"	Lithuania	"
Canada	"	Netherlands	"
Chile	"	New Zealand	"
China	"	Norway	"
Colombia	"	Persia	"
Costa Rica	"	Poland and Danzig	"
Cuba	"	Portugal	"
Czechoslovakia	"	Roumania	"
Estonia	"	Siam	"
Germany	"	South Africa	"
Great Britain	"	Sweden	"
Greece	"	Switzerland	"
Hungary	"		

*Adhesions.*

Bulgaria	Bahamas, Barbados, British Guiana, British Honduras, Ceylon,
Denmark	Cyprus, Falkland Isles, Fiji, Gibraltar, Gold Coast, Grenada,
Finland	Hong-Kong, Jamaica, Kenya, Leeward Isles, Malta, Mauri-
France	tius, Nyasaland, North Rhodesia, South Rhodesia, St. Lucia,
Panama	St. Vincent, Seychelles, Straits Settlements, Trinidad, Iraq.
Peru	
Spain	
Uruguay	



• ANNEX 2a.

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

• REPORT PRESENTED TO THE FIFTH COMMITTEE BY M. NAGAI (JAPAN)

My colleague, M. Sugimura, in his report on the work of the Advisory Committee on the Traffic in Women and Protection of Children presented to the Fifth Committee last year, explained that the Committee now consists of two separate Committees and also that it had changed its name to "Advisory Commission for the Protection and Welfare of Children and Young People". This year the two Committees of which the Commission consists have each presented a separate report.

I have the honour to submit a report on the work of the Traffic in Women and Children Committee.

This Committee met at Geneva from March 22nd to 25th, 1926 and was presided over by Don Pedro Sangro y Ros de Olano, delegate for Spain. The Committee, as usual, began its work by examining the various reports submitted to it. From the progress report of the Secretary, the Committee learned with satisfaction that ratifications of the International Convention of 1921 on the Traffic in Women and Children had been received from China, Japan, Sweden and Switzerland; France had adhered to the Convention. All States Members of the League which are represented on the Committee are now parties to the 1921 Convention.

The annual reports presented by Governments proved of great interest to the Committee. The number of Governments which furnish these reports regularly seems to be increasing. The Committee, however, pointed out that it would be of value to its work if Governments would supply more information in their annual reports with regard to the question of how foreign prostitutes expelled from various countries had entered those countries.

The voluntary organisations represented on the Committee by Assessors presented reports showing that a friendly co-operation existed between the authorities in many countries and the private organisations.

The important question of licensed houses was the subject of a resolution asking the Council to instruct the Secretariat to ask for information from the countries which had not yet sent reports and an indication of their attitude to wards the system in question. It was decided that the Secretariat should prepare for the next session of the Committee a systematic and impartial abstract of the reports of the Governments, which, taken in conjunction with the reports themselves, will show the present position. This abstract should be suitable for use in the preparation of a report which the Committee proposes to make to the Council in accordance with Resolution IV of the Council of June 11th, 1924.

The Committee, which last year had examined at some length the problems connected with the expulsion of foreign prostitutes, came back to this question during its last session, and passed three resolutions on the subject. The Committee laid stress on the fact that the expulsion of a foreign prostitute was not a solution of the problem of disposing of her. A Rapporteur was appointed and the Council was requested to ask the Secretariat to invite the various Governments to furnish information on the question in order that it might be discussed at the next session of the Committee.

The question of the employment of women police was taken up again this year and the Secretariat continues its work of collecting information on this subject.

The Committee has also invited the Secretariat to proceed with the study of alcoholism in its relation to the traffic in women and children.

Another matter which came before the Committee was the problem of the protection of migrant women and children, and I hope that it will not lose sight of this important question.

Finally, I must mention that the Traffic in Women and Children Committee, being of the opinion that obscene publications contribute largely to undermining the morals of the young, asked the Council to instruct the Secretariat to obtain the periodical reports recommended in paragraph 9 of the Final Act of the International Conference of 1923 for the Suppression of the Circulation of and Traffic in Obscene Publications in order that these reports might be submitted, if possible, at its next session.

The report of the Traffic in Women and Children Committee was examined by the Council of the League during its session in June last. On the proposal of the British representative, the Council instructed the Secretary-General to take the necessary action in connection with the resolutions contained in this report.

Before I finish my report I wish to thank the Committee for the good work it has accomplished, and I propose to my colleagues to adopt the following resolution:

"The Fifth Committee approves the report of the Traffic in Women and Children Committee and the resolutions contained in that report."

A.V/10.1926.

ANNEX 2b.

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

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY, PRESENTED BY M. NAGAI (JAPAN).

The Fifth Committee has considered the report on the work of the fifth session of the Committee on Traffic in Women and Children and has passed unanimously the following resolution:

“The Fifth Committee approves the report of the Traffic in Women and Children Committee and the resolutions contained in that report.”

The Fifth Committee took note of the fact that the Council, during its June meetings, had already instructed the Secretary-General to take the necessary action in connection with the resolutions contained in the report of the Traffic in Women and Children Committee.

The Fifth Committee has noted with satisfaction the friendly co-operation which exists between the authorities in many countries and the private organisations for the suppression of the traffic in women and children. It expresses the hope that the Governments will furnish their annual reports regularly and without delay, in order to put the Traffic in Women and Children Committee in a position to fulfil the delicate task entrusted to it.

Amongst the questions dealt with in the report of the Committee, the complex problems connected with the expulsion of foreign prostitutes were the subject of an interesting discussion. The Fifth Committee expresses the hope that the Governments will furnish the Traffic in Women and Children Committee with the information asked for in order to enable it to pursue its study of this question. It expresses the same hope with regard to the question of licensed houses, in view of the fact that the Traffic in Women and Children Committee proposes to make a report to the Council on this subject in accordance with Resolution IV of the Council of June 11th, 1924.

Various delegates pointed out the usefulness of the employment of women in police forces. The Fifth Committee draws attention to the importance of co-operation of social voluntary institutions with the police in all matters dealing with prostitution and all questions relating to it.

The Fifth Committee is of opinion that the Traffic in Women and Children Committee should continue to examine the problem of the protection of migrant women and children.

It expresses the desire that the Committee should also proceed with its study of alcoholism in relation to the traffic in women and children.

The Fifth Committee is glad to find that the question of the suppression of obscene publications has been taken up by the Traffic in Women and Children Committee and that the Council has instructed the Secretariat to obtain the periodical reports recommended in paragraph 9 of the Final Act of the International Conference of 1923 for the Suppression of the Circulation of and Traffic in Obscene Publications.

The Fifth Committee is of opinion that the field of activity of the Traffic in Women and Children Committee should be enlarged so as to cover the whole problem of prostitution in its entirety.

Several members pointed out the importance of the mental and hygienic side of the question, and expressed the desire to see the problem treated along very broad lines, with due consideration to national points of view regarding the differences in the sexual character of the peoples involved as well as to the material factors.

The delegate for Cuba presented a draft resolution relating to an investigation, with the help of scientific and humanitarian national societies, on the various aspects of prostitution and the causes leading to it. This proposal was examined by a Sub-Committee, which came to the conclusion that such an investigation ought to be carried out, but not until the report of the Committee of Experts appointed by a resolution of the Council of April 19th, 1923, has been received. The Fifth Committee approves of the conclusion of the Sub-Committee and expresses the hope that the report of the Committee of Experts will be presented on a broad basis, so as to throw light on the various aspects of the question of prostitution.

The Fifth Committee has the honour to submit the following resolution to the seventh session of the Assembly:

“The Assembly approves the report of the Traffic in Women and Children Committee and the resolutions contained in that report.”

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ANNEX 3.

REPORT ON THE WORK  
OF THE SECOND SESSION OF THE CHILD WELFARE COMMITTEE.  
(March 1926)

The Child Welfare Committee of the Advisory Commission for the Protection and Welfare of Children and Young People met at Geneva from March 25th to April 1st, 1926.  
The following members of the Committee were present:

*Delegates appointed by Governments:*

Don PEDRO SANGRO Y ROS DE OLANO (Chairman)	<i>Spain</i>
Don Emilio Martinez AMADOR (substitute delegate)	
M. BOURGOIS (Vice-Chairman)	<i>France</i>
M. MARTIN (Technical Adviser)	
H.E. Count CARTON DE WIART	<i>Belgium</i>
Mr. MAXWELL (replacing Mr. Harris)	<i>British Empire</i>
Dr. Estrid HEIN	<i>Denmark</i>
H.E. The Marquis PAULUCCI DE' CALBOLI	<i>Italy</i>
M. Yotaro SUGIMURA	<i>Japan</i>
M. Stanislas POSNER	<i>Poland</i>
M. CIUNTU (replacing M. Connène)	<i>Roumania</i>

*Assessors.*

Miss Julia LATHROP, M.A.	American National Conference on Social Work.
M. Henri ROLLET	International Association for the Protection of Children.
Mlle. BURNIAUX	International Federation of Trade Unions.
Dame Katharine FURSE	International Organisation of Boy Scouts and Girl Guides.
Dr. HUMBERT	League of Red Cross Societies.
Miss Eglantyne JEBB	" Save the Children " Fund (International Union).
Miss Charlotte WHITTON, M.A.	Social Service Council of Canada and Canadian Council on Child Welfare.
Miss Eleanor RATHBONE	Women's International Organisations.
Mr. JOHNSTONE and M. VARLEZ	attended on behalf of the International Labour Office.
Dr. Norman WHITE,	of the Health Section, also attended the meeting.

*Secretary:* Dame Rachel CROWDY.

CHAIRMAN'S OPENING REMARKS.

The Chairman, in welcoming the delegates and assessors assembled for the second session of the Child Welfare Committee, extended a special welcome to Mlle. Burniaux, Miss Lathrop and Miss Whitton on their first attendance as assessors on the Committee, and expressed regret at the absence of members and assessors who were unable to attend.

ADOPTION OF AGENDA.

The Committee examined the draft agenda and also the supplementary subjects proposed by Miss Whitton. It was agreed that the agenda should in principle be adopted and that the supplementary subjects should be considered under "Other Matters", item 13 of the draft agenda, subject to the withdrawal of the suggestion relating to religious education. This deletion was agreed to by Miss Whitton.

#### APPOINTMENT OF SUB-COMMITTEES.

##### *Legal Sub-Committee.*

After examining the agenda, the Committee decided that, in view of the large number of subjects under consideration, and in view of the legal and technical difficulties inherent in some of them, it was desirable, after preliminary discussion, that certain of the subjects should be submitted to a legal sub-committee for examination and report at the next session. The Committee defined the function of this sub-committee and declared that, in accordance with the procedure of the Child Welfare Committee, the right to vote should be limited to the delegates of Governments. The Committee nominated as members of the Legal Sub-Committee, Count CARTON DE WIART, Mr. HARRIS, M. ROLLET, Miss JEBB, Miss WHITTON, and a representative of the International Labour Office.

##### *Liaison Sub-Committee.*

The Committee considered generally the position with regard to several items on the agenda which fell within the joint sphere of action of both the Child Welfare Committee and also of other committees and organisations (such as the Health Committee, the International Labour Office and the International Committee on Intellectual Co-operation). The Committee decided that, to prevent overlapping of work and to ensure full co-operation in the interests of child welfare, it was desirable that a liaison sub-committee should be set up to deal with those matters which affected other committees or organisations jointly with the Child Welfare Committee. It was emphasised that the Liaison Sub-Committee was not to act independently of the Child Welfare Committee, nor to initiate work, but was to prepare and report on such questions as were submitted to it by the full Committee.

The Committee passed the following resolution:

"The Committee, being of the opinion that certain of the subjects on its agenda are in intimate relation with the questions of health, labour and mental training, decides:

1. That a sub-committee, composed of the representative of the Health Committee, the representative of the International Labour Office and a representative of the Child Welfare Committee, shall be appointed. The Committee invites the International Committee on Intellectual Co-operation also to nominate a representative to assist the sub-committee in its work.
2. That this sub-committee shall study such questions as are referred to it and shall report to the Child Welfare Committee at its next session."

The Committee decided to appoint, for the period of one year, Count CARTON DE WIART and Dr. Estrid HEIN to represent it on the Liaison Sub-Committee.

In accordance with general practice, the Committee agreed that the Chairman of the Child Welfare Committee should be *ex officio* a member of both sub-committees.

#### REPRESENTATION OF THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION ON THE CHILD WELFARE COMMITTEE.

On the suggestion of M. Posner, the Committee considered the desirability of strengthening the Committee for the study of certain matters affecting child welfare, and passed the following resolution:

"The Committee decides to request the Council to invite the International Committee on Intellectual Co-operation to nominate a representative to serve on the Child Welfare Committee. This representative shall have the same status as the representatives of the International Labour Office and the Health Committee."

#### PROGRESS REPORT BY THE SECRETARY.

The Secretary reported the steps which had been taken to give effect to the decisions of the Child Welfare Committee at its first session. The Committee discussed the report and adopted it without amendment.

The Chairman drew the attention of the Committee to the fact that certain of the Governments represented had not sent in replies to the enquiries which had been addressed to them, and urged that it would be desirable in the future that the delegates should be informed when a letter of enquiry had been addressed to their Governments.

#### LAWS RELATING TO THE PROTECTION OF LIFE AND HEALTH IN EARLY INFANCY.

The Committee considered a memorandum on infant welfare prepared by the Health Section and, after preliminary discussion, passed the following resolution:

“ The Committee has noted with interest the memorandum prepared by the Health Section and thanks it for this important work.

“ It considers that it would be well for the enquiry thus begun to be pursued from the special point of view of *early infancy* by the collecting of legislative material not only on matters of health but also on social and legal conditions affecting the protection of the life and health of infants.

“ It refers to a sub-committee the definition of the term ‘ early infancy ’ and the drafting of a programme or of a questionnaire on the basis of which this information may be collected and embodied in the report to be submitted to the Committee.”

In accordance with the report of the Sub-Committee on Infant Welfare (Appendix), which was presented and adopted, the Committee decided that the Secretariat should collect and analyse laws relating to legal provision for pre-natal services, for infant-welfare centres, and for the care of infants, whether in their own families, or boarded out in other homes, or placed in institutions, and that this enquiry should be limited in general to the first twelve months of life, except in so far as any important legislation was of wider scope. It was decided that the Health Committee should be asked for its consideration, help and advice on the programme of work adopted by the Committee.

The Committee decided that the Liaison Sub-Committee might be asked to supervise the progress of the enquiry on infant welfare, and passed the following resolution:

“ The Liaison Sub-Committee is authorised to supervise the progress of the enquiry as to legislation in early infancy and to deal with any suggestions or advice which the Health Committee may give.”

#### LAWS RELATING TO THE AGE OF MARRIAGE AND THE AGE OF CONSENT.

The Committee considered a provisional report prepared by the secretariat on the age of marriage and of consent. In the absence of Dr. Paulina Luisi, the delegate of Uruguay, who had proposed the enquiry at the last session, the Committee considered that the work which had been undertaken should be continued so that it might be reconsidered at the next session.

With regard to further directions for the carrying-out of the enquiry, it was agreed that the matter should be left to the secretariat, which would be guided by the views expressed during the discussions.

Members of the Committee expressed the opinion that they would endeavour to obtain replies from their Governments in those cases in which information had not yet been submitted.

The Committee then passed the following resolution:

“ The Committee, having considered the provisional report on the age of consent and of marriage, requests the Council to instruct the Secretariat to invite those countries which have not replied to do so, and those countries which have supplied incomplete data to give the additional information required, in order that the Committee may be enabled to complete the study which it is making on the subject.”

#### INTERNATIONAL CONVENTION ON THE ASSISTANCE OR REPATRIATION OF FOREIGN CHILDREN.

The Committee considered valuable memoranda on a draft Convention for the Assistance or Repatriation of Foreign Children presented by the International Association for the Protection of Children, together with useful supplementary memoranda submitted by the “ Save the Children ” Fund (International Union), by the International Labour Office and by Miss Whitton.

The Committee decided that the whole subject should be referred to the Legal Sub-Committee to consider the various aspects of the matter in the light of the full discussion which had taken place, and to report its conclusions at the next session.

Special attention was called to the fact that the draft Convention treated of relief as well as of repatriation, that the interests of the minor were to be the first consideration, and that repatriation conventions should specially take notice of the cases of minors who had run away from their homes or from their legal guardians.

On the proposal of the Chairman, the Committee decided to refer to the Legal Sub-Committee the consideration of the draft Convention on the Assistance or Repatriation of Foreign Children who are abandoned, neglected or delinquent, which was submitted to it by the International Association for the Protection of Children.

## CHILD LABOUR.

The Committee considered an interesting report by the International Labour Office on the ratification of international conventions and on legislation in so far as these subjects related to child labour.

The Committee discussed the connection which exists between an age fixed for entering industry and the school-leaving age, and emphasised the danger which exists when there is an interval of one or two years between these two ages. Attention was also called both to child labour in agricultural districts and to the effects of work undertaken out of school hours by children of school attendance age.

In conclusion, the Committee passed the following resolution:

“The Child Welfare Committee, having taken note of the report submitted by the International Labour Office on legislation relating to child labour, thanks the International Labour Office for this interesting report, and, recognising the necessity of referring all questions relating to labour to the International Labour Office, expresses the hope that the latter will continue to make representations to the Governments with a view to the ratification, by every country, of international conventions on the admission of children to labour. It also draws attention to the fact brought out by the investigations of the International Labour Office as to the relation between the laws on school attendance and labour legislation, and emphasises the importance of extending the age of compulsory school attendance up to the age fixed by international conventions as being the earliest at which children may be allowed to work.”

In connection with the question of child labour, Miss Lathrop submitted the following resolution:

“It is proposed to authorise an enquiry into the special field of education for adolescents, the methods employed therein, and its relation with the normal family and social life of the adult.

“It is proposed that, in all the Committee’s deliberations, special attention should be paid to the relation between the life of children in agricultural districts and the education they receive in preparation for the normal family and social life of the adult.”

Miss Lathrop emphasised the importance of considering as a whole the life of the normal child, at home, in school and in industry, and suggested that information should be collected as to measures taken to unify and correlate the life of children as a whole. She recognised that this study seemed large and vague but pointed out that the child is a distinct entity and that its welfare must be envisaged as a whole. Such enquiries must be made slowly—item by item—with great precision, and with the co-ordinated action of all the agencies affecting the question.

After a general discussion, the Committee decided to refer the matter to the Liaison Sub-Committee and accordingly passed the following resolution:

“The attention of the Committee having been called to two questions set out in the resolution of Miss Lathrop, it asks the Liaison Sub-Committee to consider if, and how far, it would be practicable and desirable to make enquiries into these subjects and to present a report for consideration next year.”

It was suggested that Miss Lathrop or others interested might submit memoranda on the subject for the consideration of the Sub-Committee.

## FAMILY ALLOWANCES.

The Committee considered a memorandum from the International Labour Office on family allowances and their effect on child welfare. A discussion took place to the effect that family allowances were not yet widely adopted and had not been in existence long enough to furnish data for conclusions, but that their value as regards child welfare must be admitted, and that, in certain districts in France, family allowances would appear to have reduced infant mortality.

The Committee accordingly passed the following resolution:

“The Committee thanks the International Labour Office for the valuable report on the effect of the ‘family allowance’ on the well-being of children. It appreciates that, while the effect of the system on the birth rate cannot as yet be stated with certainty, the action taken by equalisation funds, including family allowances, nursing bonuses and health services, must have a beneficial effect in reducing child mortality.

“The Committee recognises that the well-being of children under normal circumstances must depend largely on the means of their parents, and that the value of the family allowance

system, whether organised by the State or by private enterprise, depends on the extent to which it places in the hands of parents resources which, expanding with the size of the family, make it possible for the parents adequately to discharge their responsibilities towards their families.

"The Committee therefore asks the International Labour Office to continue, in collaboration with the Secretariat and the voluntary associations, its study of the subject, especially with a view to obtaining exactly comparable data, and to report progress at the next meeting of the Committee."

#### THE EFFECTS OF SOCIAL INSURANCE, AND OF MEASURES TAKEN TO ALLEVIATE DISTRESS CAUSED BY THE UNEMPLOYMENT, SICKNESS OR DEATH OF THE WAGE-EARNER, ON THE WELL-BEING OF CHILDREN.

The Committee decided that, in view of the note from the International Labour Office on the difficulty of establishing a report on the effect on the well-being of children of measures taken to relieve distress, the consideration of the subject should be adjourned to a subsequent session.

#### THE EFFECTS OF THE CINEMA.

The Committee considered questions relating to the effect of the cinema on the mental and moral well-being of children and was assisted by receiving valuable contributions, both written and verbal, from the Marquis Paulucci de' Calboli, M. Rollet, Dr. Humbert, M. Martin, and from other members who had made a special study of this subject. The Committee was further assisted by the useful collection and collation of laws in different countries, which had been prepared by the Secretariat, relating to the control of films or to the admission of minors to cinemas. The Committee thanked the International Institute of Intellectual Co-operation for the assistance of Dr. Longeuil, whose helpful collaboration had been of great service to the Committee in its deliberations.

The Committee adopted the following resolution:

"The Committee recognises, on the one hand, the attraction and importance of the cinematograph in certain circumstances from the point of view of the healthy recreation, instruction and education of children and young people, but it is convinced, on the other hand, that the abuse of the cinema has definitely harmful effects upon the minds of children and young people and, according to certain medical authorities, upon their nervous system and physical health.

"The Committee, appreciating the interest felt by the International Institute of Intellectual Co-operation in the question of the cinematograph, desires to assure it of the importance which the Committee itself attaches to the question from the point of view of the moral and intellectual development of children and young people, and requests it to devote special attention to the co-operation of all concerned in the production, circulation and utilisation of good films.

"The Committee recommends:

"1. That, in each State, offices for control or preliminary censorship should be established, whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films; the views of educationists and parents should, so far as possible, be represented in these offices.

"2. That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

"3. That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

"4. That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films."

#### DRAFT INTERNATIONAL CONVENTION ON EXECUTION OF JUDGMENTS.

The Committee considered the draft Convention on the Execution of Judgments drawn up by the International Association for the Protection of Children, and decided that the matter should be submitted to the Legal Sub-Committee for consideration and report at the next session.

It was recommended that, in considering the Convention, the Sub-Committee should bear in mind also the execution of a sentence imposed for deserting a family, and the possibilities of making failure to comply with judgments an extraditable offence. Attention was also drawn to the fact that in some cases the person responsible for maintenance had left the country before he or she

could be sued for maintenance, and of the possible danger in emigration of separating the wage-earner from the family.

The Committee adopted the following resolution:

"The Committee, having taken note of a draft International Convention drawn up by the International Association for the Protection of Children on the execution of judgments relating to maintenance payable on behalf of children by persons responsible for their support and living abroad;

"And having also taken note of representations as to the desirability of making provision for the reciprocal enforcement in different countries: (1) of all obligations on parents for the maintenance of their families; (2) of sentences imposed for the offence of deserting the family:

"Decides that all these questions shall be submitted for examination to the Legal Sub-Committee, which shall report at the next session."

#### RECREATION.

The Committee considered the report presented by Dame Katharine Furse on the importance of recreation for the proper development of young people, both physically and morally. Attention was drawn to the beneficial results obtained by means of suitable recreation in the treatment of physically defective children and in the re-education of the delinquent child.

The Committee thanked Dame Katharine Furse for her interesting report and adopted the following resolution:

"The Committee recognises the necessity for recreation in the lives of children and young people, providing, as it does, for their good health, both mentally and physically, and resolves to keep this question on its general programme.

"The Committee also appreciates the serious difficulty in providing recreation for young people which is caused by insufficient provision of spaces, both open and covered, in many places. Amongst other disadvantages, there is the danger that the children are driven to seek their recreation in the streets, public places, or in places of entertainment which may not always provide for their best physical and moral development.

"The Committee therefore would desire that, in all future town-planning or improvement schemes, provision should be made for spaces, both open and covered, as well as for swimming baths."

#### BIOLOGICAL EDUCATION.

In view of the fact that no preparatory work had yet been drawn up by the Committee on the subject of the biological education of children, it was decided that the consideration of the matter should be postponed.

The Committee adopted the following resolution:

"The Committee, having received no memoranda on the subject of biological education, realises that the time has probably not yet come for the useful discussion of this subject.

"Realising, however, that biological education may have a valuable effect on the character development of children towards their self-protection, the Committee requests the Secretariat to include this subject in the agenda for a subsequent session.

#### THE NEGLECTED AND DELINQUENT CHILD.

The Committee considered the subject of the neglected and delinquent child, but decided that the matter was too wide to be considered at the present session, especially in view of the fact that no programme of work had been carried out in connection with the subject. It was, however, decided that the subject should be placed early on the agenda of the next session.

The Committee reconsidered the subject of juvenile courts, which had previously been brought to the notice of the Advisory Commission by M. Avelino Montero Rios y Villegas.

After discussion, a draft resolution submitted by Mr. Maxwell was substantially amended and was adopted by the Committee in the following form:

"The Committee asks the Council to instruct the Secretariat to collect information and to report to the Committee as to the scope and composition and practice in various countries of the judicial tribunals or other special bodies which deal with cases of children and young people:

"When this preliminary study is sufficiently advanced, such enquiries as may be necessary will be made on the spot, on lines to be laid down by the Committee."



### ALCOHOLISM.

The Committee considered the report furnished by the International Bureau against Alcoholism and discussed the grave dangers to the welfare of the child which resulted from the wrong use of alcohol. Senator Posner, who had raised the question at the last session, supported the report and elaborated the subject for the information of the members.

The Committee expressed general agreement with the points raised in discussion and passed the following resolution:

"The Committee, having noted with a deep sense of gratitude the report of the International Bureau against Alcoholism, and being profoundly impressed by the dangers of this evil to the physical health and intellectual and moral development of children and young people:

"(1) Requests the Council to ask the Governments to protect children and young people from this danger by every possible means;

"(2) Requests the philanthropic associations to do everything in their power to bring this danger to the knowledge of the public (parents, clergy, teachers, Press, etc.), and to educate children and young people themselves to a sense of this danger;

"(3) Requests the Secretariat to remain in communication with the Lausanne Bureau with a view to supplementing the information already obtained.

"The Committee agreed that the question should be placed on the agenda of a later session."

### OTHER MATTERS.

(a) *Subjects placed on the Agenda at the Request of the Representative of the Canadian Voluntary Organisations.*

At the end of the session, the Committee considered draft resolutions prepared by Miss Whitton on certain subjects which had, on the adoption of the agenda, been deferred for consideration under the item "Other Matters".

The resolutions related to maternal mortality, to visiting teachers, to the movement of juvenile immigrants, to malnutrition in the pre-natal and in the pre-school period, to the feeble-minded child, to the training of children in health habits, and to the treatment and training of the crippled child. Resolutions were not presented on the custody of young offenders and the adaptation of school curricula to the needs of adolescents, in view of the fact that these matters had been covered by other items on the agenda.

After discussion, the Committee decided to refer the resolutions to the Liaison Sub-Committee for consideration and report at the next session, and to draw the attention of the Sub-Committee to the fact that the proposals contained in four of the resolutions could be generally accepted (e.g., those on maternal mortality, on visiting teachers, on malnutrition and on health habits).

(b) *Procedure.*

The Committee considered the rules of procedure in connection with the placing of subjects on the agenda. It was suggested that, in proposing matters for the agenda, members should at the same time present documentation in support of their proposals.

It was agreed that documents for the consideration of the Committee could not receive proper consideration unless submitted to the Secretariat three months before the meeting, and circulated to the members two months in advance of that meeting. It was, however, considered that urgent matters might be added to the agenda at, or shortly before, each session, if the majority of the members agreed to such a course.

The Committee decided that alterations in the rules of procedure, in conformity with the general wishes expressed, should be considered and reported upon by the Legal Sub-Committee.

(c) *The Welfare of the Blind.*

At the request of the Chairman, a document from the "Comité international pour l'information et la propagande des aveugles" was circulated to the members.

The Committee expressed its sympathy with the promotion of the welfare of the blind and decided to place on the agenda "the problem of the blind child" for consideration at its next session. The Committee agreed that the International Committee should be asked to submit a report which would furnish a basis for discussion.

### BUDGET FOR 1927.

The Committee considered and unanimously adopted the Budget for 1927 as presented by the Secretary.

Rachel E. CROWDY  
(Secretary).

Pedro SANGRO Y ROS DE OLANO  
(Chairman).

Gaston BOURGOIS  
(Vice-Chairman).

Appendix.

REPORT OF THE SUB-COMMITTEE ON PROGRAMME OF WORK  
IN CONNECTION WITH LAWS RELATING TO EARLY INFANCY

*Adopted by the Child Welfare Committee on March 30th, 1926.*

The Sub-Committee met on Sunday, March 28th, and considered the programme of work on early infancy as outlined in the resolution of the Child Welfare Committee.

In accordance with the views expressed during the discussion and the resolution adopted, the Sub-Committee considered the meaning which should be attached to the expression "early infancy" for the purpose of the study of laws relating to this period of life. Certain suggestions have also been drawn up for limiting and defining the scope of the enquiry.

I. DEFINITION OF TERMS.

In order to limit the scope of the proposed enquiry, and in view of the fact that one of the principal divisions of vital statistics—"infant mortality"—covers the period from birth to the age of one year, the Sub-Committee proposes that the Committee should, for the time being, restrict its enquiry into legislation to this period of "early infancy" and should in future employ this conventional expression when required in discussions on the subject.

If, however, an important law on public health and social welfare begins to have effect shortly before birth, or at any time up to about the third year, such law should also be quoted, but principally as it relates to the first year of life.

II. PROVISIONAL PROGRAMME.

The Sub-Committee proposes that the Secretariat should first proceed with the collection or analysis of legislative texts relating to one or more of the following questions (according as the Secretariat finds possible):

1. Legal provision for pre-natal services.
2. Legal provision for infant-welfare centres.
3. Legal provision for the care of infants in their own families or placed out in institutions or in other homes.

As public health as well as social interests are involved, the Sub-Committee feels that the co-operation of the Health Organisation is essential to the conduct of the enquiry and therefore recommends that this programme be forwarded to the Health Committee for its consideration, help and advice.

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RESOLUTIONS.

I.

The Committee, being of the opinion that certain of the subjects on its agenda are in intimate relation with the questions of health, labour and mental training, decides:

1. That a Sub-Committee, composed of the representative of the Health Committee, the representative of the International Labour Office and a representative of the Child Welfare Committee, shall be appointed. The Committee invites the International Committee on Intellectual Co-operation also to nominate a representative to assist the Sub-Committee in its work.
2. That this Sub-Committee shall study such questions as are referred to it and shall report to the Child Welfare Committee at its next session.

II.

The Committee decides to request the Council to invite the International Committee on Intellectual Co-operation to nominate a representative to serve on the Child Welfare Committee. This representative shall have the same status as the representatives of the International Labour Office and the Health Committee.

III.

The Committee has noted with interest the memorandum prepared by the Health Section and thanks it for this important work.

It considers that it would be well for the enquiry thus begun to be pursued from the special point of view of *early infancy*, by the collecting of legislative material not only on matters of health but also on social and legal conditions affecting the protection of the life and health of infants.

It refers to a Sub-Committee the definition of the term "early infancy" and the drafting of a programme or of a questionnaire on the basis of which this information may be collected, and embodied in the report to be submitted to the Committee.

#### IV.

The Liaison Sub-Committee is authorised to supervise the progress of the enquiry as to legislation in early infancy and to deal with any suggestions or advice which the Health Committee may give.

#### V.

The Committee, having considered the provisional report on the age of consent and of marriage, requests the Council to instruct the Secretariat to invite those countries which have not replied to do so, and those countries which have supplied incomplete data to give the additional information required, in order that the Committee may be enabled to complete the study which it is making on the subject.

#### VI.

The Child Welfare Committee, having taken note of the report submitted by the International Labour Office on legislation relating to child labour, thanks the International Labour Office for this interesting report, and, recognising the necessity of referring all questions relating to labour to the International Labour Office, expresses the hope that the latter will continue to make representations to the Governments with a view to the ratification of international conventions, by every country, on the admission of children to labour. It also draws attention to the fact brought out by the investigations of the International Labour Office as to the relation between the laws on school attendance and labour legislation, and emphasises the importance of extending the age of compulsory school attendance up to the age fixed by international conventions as being the earliest at which children may be allowed to work.

#### VII.

The attention of the Committee having been called to two questions set out in the resolution of Miss Lathrop, it asks the Liaison Sub-Committee to consider if, and how far, it would be practicable and desirable to make enquiries into these subjects and to present a report for consideration next year<sup>1</sup>.

#### VIII.

The Committee thanks the International Labour Office for the valuable report on the effect of the family allowance on the well-being of children. It appreciates that, while the effect of the system on the birth rate cannot as yet be stated with certainty, the action taken by equalisation funds, including family allowances, nursing bonuses and health services, must have a beneficial effect in reducing child mortality.

The Committee recognises that the well-being of children under normal circumstances must depend largely on the means of their parents, and that the value of the family allowance system, whether organised by the State or by private enterprise, depends on the extent to which it places in the hands of parents resources which, expanding with the size of the family, make it possible for the parents adequately to discharge their responsibilities towards their families.

The Committee therefore asks the International Labour Office to continue, in collaboration with the Secretariat and the voluntary associations, its study of the subject, especially with a view to obtaining exactly comparable data, and to report progress to the next meeting of the Committee.

#### IX.

The Committee recognises, on the one hand, the attraction and importance of the cinematograph in certain circumstances from the point of view of the healthy recreation, instruction and education of children and young people, but it is convinced, on the other hand, that the abuse of the cinema has definitely harmful effects upon the minds of children and young people and, according to certain medical authorities, upon their nervous system and physical health.

<sup>1</sup> The resolution of Miss Lathrop to which reference is made runs as follows:

"It is proposed to authorise an enquiry into the special field of education for adolescents, the methods employed therein, and its relation with the normal family and social life of the adult.

"It is proposed that in all the Committee's deliberations special attention should be paid to the relation between the life of children in agricultural districts and the education they receive in preparation for the normal family and social life of the adult."

The Committee, appreciating the interest felt by the International Institute on Intellectual Co-operation in the question of the cinematograph, desires to assure it of the importance which the Committee itself attaches to the question from the point of view of the normal and intellectual development of children and young people and requests it to devote special attention to the co-operation of all concerned in the production, circulation and utilisation of good films.

The Committee recommends:

1. That, in each State, offices for control or preliminary censorship should be established whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films; the views of educationists and parents should, so far as possible, be represented in these offices.

2. That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

3. That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

4. That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films.

#### X.

The Committee, having taken note of a draft International Convention drawn up by the International Association for the Protection of Children on the execution of judgments relating to maintenance payable on behalf of children by persons responsible for their support and living abroad;

And having also taken note of representations as to the desirability of making provision for the reciprocal enforcement in different countries: (1) of all obligations on parents for the maintenance of their families; (2) of sentences imposed for the offence of deserting the family:

Decides that all these questions shall be submitted for examination to the Legal Sub-Committee, which shall report at the next session.

#### XI.

The Committee recognises the necessity for recreation in the lives of children and young people, providing, as it does, for their good health, both mentally and physically, and resolves to keep this question on its general programme.

The Committee also appreciates the serious difficulty in providing recreation for young people which is caused by insufficient provision of spaces, both open and covered, in many places. Amongst other disadvantages, there is the danger that the children are driven to seek their recreation in the streets, public places, or in places of entertainment which may not always provide for their best physical and moral development.

The Committee therefore would desire that, in all future town-planning or improvement schemes, provision should be made for spaces, both open and covered, as well as for swimming baths.

#### XII.

The Committee, having received no memoranda on the subject of biological education, realises that the time has probably not yet come for the useful discussion of this subject.

Realising, however, that biological education may have a valuable effect on the character development of children towards their self-protection, the Committee requests the Secretariat to include this subject in the agenda for a subsequent session.

#### XIII.

The Committee asks the Council to instruct the Secretariat to collect information and to report to the Committee as to the scope and composition and practice in various countries of the judicial tribunals or other special bodies which deal with cases of children and young people.

When this preliminary study is sufficiently advanced, such enquiries as may be necessary will be made on the spot, on lines to be laid down by the Committee.

#### XIV.

The Committee, having noted with a deep sense of gratitude the report of the International Anti-Alcoholism Bureau, and being profoundly impressed by the dangers of this evil to the physical health and intellectual and moral development of children and young people:

(1) Requests the Council to ask the Governments to protect children and young people from this danger by every possible means;

- (2) Requests the philanthropic associations to do everything in their power to bring this danger to the knowledge of the public (parents, clergy, teachers, Press, etc.) and to educate children and young people themselves to a sense of this danger;
- (3) Requests the Secretariat to remain in communication with the Lausanne Bureau with a view to supplementing the information already obtained.

The Committee agreed that the question should be placed on the agenda of a later session.

A.V. / 4.1926.

ANNEX 3a.

WORK OF THE CHILD WELFARE COMMITTEE DURING ITS SECOND SESSION.

REPORT PRESENTED TO THE FIFTH COMMITTEE BY DR. RIDDELL (CANADA).

The Fifth Committee has before it the report of the Advisory Commission for the Protection and Welfare of Children and Young People on the work of its second session, March 25th to April 5th, 1926.

I trust that the Committee will permit me to review briefly the relations of the League of Nations to the question of child welfare. The first International Child Welfare Conference was held in Brussels in 1913, and decided to set up a permanent organisation. This decision, however, was not acted upon until after the second International Child Welfare Conference in 1921. A large number of the Government representatives voted in favour of the establishment of the International Association for the Promotion of Child Welfare. Certain representatives, however, opposed the setting-up of this organisation, on the ground that the League was the proper organ to carry on child welfare work; and, later, representations were made to the Council that the new organisation should be placed under the direction of the League.

In March 1924, the Council passed a resolution to the effect that "the work hitherto carried on by the International Association for the Promotion of Child Welfare shall in future be entrusted to the Secretariat of the League".

The Assembly during its fifth session ratified the Council's decision and passed a resolution defining the work of the Committee as follows:

"(1) The subjects to be dealt with and the methods of dealing with them should be such as may be approved by the Council on the advice of the Advisory Committee;

"(2) Considers that in this matter the League can most usefully concern itself with the study of those problems on which the comparison of the methods and experiences of different countries, consultation and interchange of views between the officials and experts of different countries, and international co-operation may be likely to assist the Governments in dealing with such problems.

The Assembly during its sixth session considered the report of the Advisory Commission and passed a resolution containing the following points:

1. Approval of the work accomplished.
2. A hope that the Commission would not lose sight of the limits of its competence as defined in the resolution of the fifth session of the Assembly.
3. That, when collaborating with other organisations of the League, care should be taken to avoid duplication of work.

In March 1926, the Child Welfare Committee met and reported. Attention was given to the Assembly resolution, with the following results:

1. The subjects considered and discussed were those which had already been approved by the Council and the Assembly.
2. Only one new subject — juvenile courts — was added to the programme of work.
3. The new subjects suggested for consideration were referred to a Liaison Sub-Committee to examine how far such subjects came within the competence of the Child Welfare Committee. The Sub-Committee was constituted by representatives from other organisations, in order that duplication of work might be prevented.
4. A Legal Sub-Committee was set up to consider in detail technical subjects.

The present report was considered by the Council at its session in June last. The Council instructed the Secretary-General to thank the Committee for its report and to convey to it the Council's approval of the steps taken for the better organisation of its work. It also gave

instructions that a copy of the report of the Committee should be circulated to each Government for its information. It did not, however, adopt the report of the Child Welfare Committee in its entirety. The Rapporteur, in introducing the report in the Council, made certain observations on the work of the Committee and pointed out, among other things, that some of the matters dealt with seemed to him to be of national rather than international concern, giving as examples recreation and biological education. I must remind the Committee, however, that both these subjects were included in the programme approved by the Council last year.

Several of the questions dealt with in the report are of great importance, as, for example, the effect of the cinema, juvenile courts, etc.

The Council concluded its examination of this report at its September session. Arrangements were made for collaboration with the International Prison Commission in the carrying out of an investigation of juvenile courts.

The Committee is now placed in the somewhat difficult position of having before it a report which has not been adopted by the Council. Under these circumstances, it would appear advisable for the Committee to bear in mind that the subject of child welfare has been included in the work of the League by the unanimous consent of all its Members, and that the problems of child welfare, untrammelled by economic rivalries or national susceptibilities, lend themselves to comparative study and co-operative research and effort.

I therefore venture to hope that the Committee will support the work of the Child Welfare Committee along the broad lines of its programme, as approved by the Council and the Assembly.

C.450.1926.IV.

ANNEX 3b.

WORK OF THE CHILD WELFARE COMMITTEE DURING ITS SECOND SESSION.

ENQUIRY INTO JUVENILE COURTS PROPOSED BY THE CHILD WELFARE COMMITTEE.

*Report by the Secretary-General, submitted to the Fifth Committee on September 17th, 1926.*

The Council will remember that it adopted, on June 9th last, a report presented by Sir Austen Chamberlain on the work of the second session of the Child Welfare Committee of the Advisory Commission for the Protection and Welfare of Children and Young People. The Child Welfare Committee had, by Resolution XIII, asked the Council "to instruct the Secretariat to collect information as to the scope and composition and practice in various countries of the judicial tribunals or other official bodies which deal with cases of children and young people".

With regard to this proposal, the Rapporteur drew the attention of the Council to the fact that the International Prison Commission was contemplating a general enquiry into the same subject. The Council accordingly postponed its decision and passed the following resolution:

"The Council instructs the Secretary-General to report to it at its September session regarding the action undertaken by the International Prison Commission in connection with the question of juvenile courts referred to in Resolution XIII and reserves its decision on this resolution until that report is before it."

In conformity with this resolution, the Secretary-General has the honour to submit for the information of the Council a copy of a communication received from the Secretary of the International Prison Commission, consisting of a letter dated July 12th, 1926, and of a questionnaire on the enquiry into juvenile courts which the Commission is undertaking.

INTERNATIONAL PRISON  
COMMISSION.

Groningen, July 12th, 1926.

With reference to my preliminary answer of the 26th ulto., and in further reply to your letter of the 18th ulto., I have the honour to present the enclosed document with the following explanation.

The questionnaire was drafted at a previous meeting of the Commission and subsequently addressed by the Bureau to the different members last year. In the course of time answers from several sides have already been received and others may be

expected to arrive ere long. At the recent session held at Berne, the Commission confirmed the former decision that, when the material is gathered, the Bureau will prepare the edition by way of the *Bulletin*. As soon as such *Bulletin* is issued, I will take great pleasure in sending a copy as usual.

(Signed) Simon VAN DER AA.

[Translation.]

INTERNATIONAL PRISON  
COMMISSION.

SUBJECTS OF INVESTIGATION.

*Organisation of Children's Courts and Experience acquired up to the present.*

1. Are there in your country children's courts, or any other institutions of a similar character, responsible for carrying out measures to be taken with regard to minors who have committed an offence, or whose situation constitutes a danger to themselves or to society?
2. If so, what is the organisation in operation?  
How far does the jurisdiction of the authorities in question extend?  
What is the procedure which these authorities must follow?  
What measures can be taken by these authorities and what resources are placed at their disposal?
3. What have been the results hitherto obtained and what lessons may be drawn from them?

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ANNEX 3c.

A.V/5.1926.

WORK OF THE CHILD WELFARE COMMITTEE DURING ITS SECOND SESSION

DRAFT RESOLUTION PRESENTED TO THE FIFTH COMMITTEE BY DAME EDITH LYTTTELTON  
(BRITISH EMPIRE)

The Assembly,

- (1) Takes note of the report presented by the Child Welfare Committee and desires to express its thanks for the work done by the Committee;
- (2) Approves the proposals contained in Resolutions III, V and VIII for pursuing the enquiries into the protection of infant life, the age of consent and of marriage and the subject of family allowances;
- (3) Expresses its concurrence with Resolution VI relating to child labour;
- (4) Considers that the enquiry into children's courts can most suitably be undertaken by the Child Welfare Committee but, in the circumstances, agrees with the course proposed to be taken by the Council in regard to Resolution XIII;
- (5) Considers that the recommendations in Resolution IX relating to the cinema might be communicated by the Council to the States Members of the League for information; and expresses the wish that the Committee should actively pursue the enquiry into the effect of the cinema on children, with a view to the presentation of a report for the information of the Governments;
- (6) Recognises the importance of recreation in the life of children and young persons as expressed in Resolution XI, but, as doubts have been expressed whether the subject is one which in general is suitable for action by the League of Nations, and having regard to the fact that a general question has been raised and is to be considered as to what matters are and what are not within the sphere of action of the League, with special reference to the work of the organs of the League, the Assembly thinks that this resolution, as well as Resolutions XII and XIV to which similar considerations apply, should be postponed for the present.
- (7) Agrees generally with the resolutions adopted by the Council on June 9th and September 2nd, 1926.

ANNEX 3d

WORK OF THE CHILD WELFARE COMMITTEE DURING ITS SECOND SESSION.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY DR. RIDDELL (CANADA).

The Fifth Committee of this Assembly has considered the report on the work of the second session of the Child Welfare Committee of the Advisory Commission for the Protection and Welfare of Children and Young People<sup>1</sup>, and I have great pleasure in stating that it has reached a unanimous decision.

It has briefly reviewed the history of international child welfare work under the League of Nations, giving special attention to the resolutions of the Fifth and Sixth Ordinary Sessions of the Assembly, and to those of the Fortieth and Forty-first Sessions of the Council dealing with this subject.

The Fifth Committee is of one mind as regards the important place that child welfare work should occupy in the social and humanitarian work of the League. At the same time, it appreciates the fact that practical considerations must sometimes limit the scope of international co-operation in this field.

The Committee desires to express its thanks for the work done by the Child Welfare Committee, and endorses its resolutions on infant welfare, the age of marriage and consent, family allowances and child labour. It agrees, in the circumstances, with the proposal of the Council to collaborate with the International Prison Commission in the study of Juvenile Courts; but expresses its opinion that such a study could most suitably be carried out by the Child Welfare Committee itself.

It considers it most desirable that the Child Welfare Committee should continue its enquiry into the effect of the cinema on children, and should make public its findings. It also agrees with the proposal of one of its members that the Child Welfare Committee's resolution on this subject (Resolution IX, section 1) would be strengthened by the inclusion of psychological experts on official boards for the censorship of films.

The Committee recognises the importance of recreation in the life of children and approves the proposal of the Child Welfare Committee to keep the question of recreation on its general programme; but is of opinion that the study of the question should be confined to the comparative study of those aspects of the subject on which "the comparison of methods and experiences of different countries . . . and international co-operation" may be likely to assist the Governments in dealing with them.

The Committee has considered the resolutions of the Child Welfare Committee dealing with the evil effects of alcohol on the young; but, in view of the fact that a resolution on alcoholism is before the Assembly, recommends that the consideration of the Child Welfare Committee's resolution be postponed for the present.

The Committee also recommends that the study of biological education should be postponed for the present.

The Committee agrees in general with the resolutions adopted by the Council on June 9th and September 2nd on this subject.<sup>2</sup>

At the request of the honourable delegate of India, the Committee draws attention to the caution expressed by the representatives of India in the Assembly and in the Fifth Committee, with regard to the necessity of proceeding with care in making investigations into conditions in countries which differ widely in types of civilisation.

The Fifth Committee proposes to the Assembly the adoption of the following draft resolutions:

"The Assembly:

"1. Takes note of the report presented by the Child Welfare Committee and desires to express its thanks for the work done by the Committee;

"2. Approves the proposals contained in Resolutions III, V, and VIII adopted by the Committee for pursuing the enquiries into the protection of infant life, the age of consent and of marriage and the subject of family allowances;

"3. Approves Resolution XIV subject to the conclusions it contains being confirmed by subsequent investigations into the general problem of alcoholism.

"4. Expresses its concurrence with Resolution VI relating to child labour;

"5. Considers that the enquiry into children's courts can most suitably be undertaken by the Child Welfare Committee but, in the circumstances, agrees with the course proposed to be taken by the Council in regard to Resolution XIII;

<sup>1</sup> Document A. 19. 1926. IV (C. 224. M. 80. 1926. IV). (C.P.E. 82 (1)).

<sup>2</sup> Documents A. 37. 1926. IV (C. 332 (1). 1926. IV) and A. 40. 1926. IV.



"6. Expresses the wish that the Committee should actively pursue the enquiry into the effect of the cinema on children with a view to the presentation of a report for the information of the Governments;

"7. (i) Recognises the importance of recreation in the life of children and young persons as expressed in Resolution XI, but, as doubts have been expressed how far the subject is one which is suitable for action by the League of Nations, the Assembly, in view of the sanction of the study of this subject given last year by the Council and Assembly, approves its continued study by the Advisory Committee, and considers that it should be confined, as indicated in the resolution of the fifth ordinary session of the Assembly, to the comparative study of those aspects of the subject on which 'the comparison of the methods and experiences of different countries . . . and international co-operation' may be likely to assist the Governments in dealing with these problems.

"(ii) Recommends that the subject of biological education regarding which similar doubts have been expressed should be postponed for the present.

"8. Agrees generally with the resolutions adopted by the Council on June 9th and September 2nd, 1926.

C.P.E. 83.

ANNEX 3e.

CHILD WELFARE COMMITTEE.

ITALIAN LAW ON MATERNITY AND CHILD WELFARE OF DECEMBER 10TH, 1925, No. 2277.

[Translation.]

Article 1.

A corporate body is hereby established which shall have its central offices in Rome and shall be known as "The National Society for Maternity and Child Welfare".

The National Society shall not be subject to the laws and regulations governing public charitable and philanthropic institutions, but shall benefit by all the privileges accorded to such institutions. It shall be entitled to be defended by Treasury counsel.

The acquisition of immovable property by the National Society, and its acceptance of legacies or gifts of any kind or value involving an increase of its funds, must be authorised by Decree of the Minister of the Interior in accordance with the provisions of Articles 1, 2, 3, 5, 8, 9, 10 and 12 of Regulation No. 218 of July 26th, 1896. Such Ministerial Decree must be published in the *Official Gazette*, and shall be regarded as a final order.

The National Society shall be under the supervision of the Ministry of the Interior, which shall audit its balance-sheet and accounts.

Article 2.

The National Society shall be managed by a Central Board of twenty-seven members, viz., two Senators and two Deputies appointed by the respective Houses of Parliament for the duration of the Parliament then sitting, and twenty-three members appointed by Royal Decree on the advice of the Minister of the Interior.

Four of the members to be appointed by Royal Decree shall be designated by the Minister of the Interior and one each by the Ministers of Finance, Justice, Education and National Economy, these latter to be selected from among members not below Grade 6 of the staff of the respective departments. One member shall be selected by the Minister for Foreign Affairs from among the officials of the Emigration Commission; one by the National Social Insurance Bureau; one by the Italian Pediatric Society; one by the Italian Obstetric Society; one by the Italian Eugenic Society; one by the National Society for the Protection of Mentally Abnormal War Orphans; and one by the Italian Red Cross. Six shall be selected from among the managers and directors of important public maternity and child welfare institutions or from among persons with special experience of such questions, or, in accordance with the provisions to be laid down in the regulations, from among the distinguished associates referred to in Article 3; and two members shall be ladies engaged in maternity and child welfare work.

All the members appointed by Royal Decree shall retire every four years, but may be re-elected. The President and Vice-President shall be chosen from among the members of the Board, and appointed by Royal Decree on the advice of the Minister of the Interior. They shall hold office for four years, and shall be re-eligible.

Out of the Central Board there shall be formed an Executive Committee, consisting of the President and Vice-President of the Board, together with two of the four members of the Board

designated by the Ministry of the Interior, and five others elected by the Board from among its own members, preferably those living in Rome.

The five members last mentioned shall hold office for four years, and shall always be re-eligible.

In urgent cases the Executive Committee may take all decisions properly belonging to the Central Board, but must submit them to the Board for ratification at its first meeting thereafter.

The staff required for the administration of the National Society shall as a general rule be supplied by the Department of the Interior, and the officials and other staff attached to the Society shall remain on the rolls of their respective sections.

Members of the Board appointed by Royal Decree and members of the Committee shall be required to resign if they fail to attend four consecutive meetings without sufficient reason. Decisions to this effect shall be taken by the respective bodies.

#### *Article 3.*

Persons who contribute to the aims of the National Society by donations or periodical subscriptions shall be known as Associates.

There shall be three classes of Associates: Distinguished Associates, Life Associates and Temporary Associates.

Distinguished Associates shall be those who have given not less than 10,000 lire to the Society.

Life Associates shall be those who make a single donation of 500 lire.

Temporary Associates shall be those who undertake to pay an annual subscription of 60 lire for a period of not less than five years.

Societies and corporate bodies may be enrolled as Associates on payment of double the amounts required of individual Associates.

The National Society shall grant diplomas and medals of distinction of Associates whose work is specially meritorious, or who have obtained a certain number of additional enrolments, or have in any other way displayed notable and useful activity in the pursuit of the Society's aims.

#### *Article 4.*

The National Society shall provide directly and through its provincial and communal organs, by the methods laid down in the regulations, protection and assistance for needy or destitute mothers and expectant mothers, children at the breast and weaned children up to the age of 5 years belonging to indigent families, physically or mentally abnormal children, and materially or morally neglected, perverted, or delinquent children up to the age of 18 years. By its direct provision for these objects, the National Society will supplement the work of the existing maternity and child welfare societies, and will promote their activities.

It shall further encourage the diffusion of scientific principles and methods of prenatal and child hygiene in families and institutions. For this purpose it shall employ dispensaries for the supervision and treatment of expectant mothers, with special reference to syphilis; it shall establish schools for the theory and practice of child-rearing, and popular courses in maternity and child hygiene; it shall organise — in concert with the provincial administrations, with the provincial anti-tubercular committees established under Law No. 1382 of July 24th, 1919, with the other institutions referred to in Royal Decrees Nos. 2839 and 2889 of December 30th, 1923, with the medical officers of the various communes, and with the school authorities — prophylactic work against tuberculosis and against other diseases of childhood; it shall superintend the enforcement of the laws and regulations for the protection of mothers and children; and it shall, when it thinks such action expedient, take steps for the revision of the legislation in question with a view to the physical and moral improvement of children and young persons.

#### *Article 5.*

The National Society shall have powers of supervision and control over all public and private maternity and child welfare institutions. In the exercise of those powers it may request the competent Government authorities to take such official measures as may be necessary, and may, in particular, take steps to obtain the suspension or dissolution of the governing bodies of public institutions or the closing of public or private institutions.

Nothing in these provisions shall invalidate the stipulations of Law No. 6972 of July 17th, 1890, and Royal Decree No. 2841 of December 30th, 1923, concerning the Government control and supervision of public philanthropic and charitable institutions.

#### *Article 6.*

In the exercise of its general functions the National Society may:

(a) Found maternity institutions, maternity funds, institutions supplementary to orphanages, to provide assistance for indigent and destitute nursing mothers, and other institutions for the benefit of mothers and children, where the assistance provided is found to be inadequate; or promote the foundation thereof;

- (b) Subsidise institutions whose funds are inadequate;
- (c) Co-ordinate the work of all public and private maternity and child welfare institutions, directing it to the most urgent needs of the local population, and taking steps, where necessary, for the revision of the relevant laws and regulations and for any other reforms permissible under the laws in force in connection with public philanthropic and charitable institutions.

In the case of applications for incorporation and all proposals for the reform of public maternity and child welfare institutions, the national Society must be consulted.

#### Article 7.

The National Society shall have the following funds at its disposal for its specific aims:

(1) An annual grant of 8,000,000 lire from the Ministry of the Interior, out of the appropriation in the Ministry's budget for grants to legally recognised public philanthropic and charitable associations for the provision of food and shelter;

(2) Appropriations for the relief of poor children in the budgets of institutions for the distribution of unspecified grants under Article 20 of Royal Decree No. 2841 of December 30th, 1923;

(3) That percentage of the profits of first-class public pawnbroking establishments which is set aside under Article 3 of Royal Decree No. 1396 of June 14th, 1923, for the benefit of charitable and philanthropic associations;

(4) Such percentage of the net profits as may be annually assigned to it by the following credit establishments: Bank of Naples, Bank of Sicily, Bank of the Santo Spirito (Rome), Monte dei Paschi (Siena), Pious Foundation of St. Paul (Turin), Lombard Provinces Savings Bank;

(5) One-fourth of the communal visitors' tax assigned as from January 1st, 1925, to local charitable institutions under Royal Decree No. 2 of January 4th, 1925;

(6) Associates' subscriptions;

(7) Legacies, donations, gifts and grants made to the National Society itself, or to child welfare work in general without specific mention of any society or institution.

The funds mentioned in paragraphs 2, 3, 4 and 5 of this article must be employed in maternity and child welfare work in the provinces and communes where the central offices of the institutions from which the funds are derived, or in which the visitors' tax is collected, are situated.

#### Article 8.

In every province there shall be formed a federation of all public and private maternity and child welfare institutions. This federation shall be directed by a Council consisting of a president and eight members, selected by the Executive Committee of the National Society from among the presidents and directors of the federated institutions. The provincial chief medical officer and a school inspector shall be *ex officio* members of the Council.

The president and members of the Council shall hold office for four years at a time, and shall be re-eligible.

Members who fail to attend four consecutive meetings without sufficient reason shall be required to resign.

Decisions to this effect shall be taken by the Council itself, and may be proposed by the National Society.

The Council shall sit in premises provided free of charge by the province.

#### Article 9.

The Administrative Council of each provincial federation shall:

(1) Take steps for the execution of the instructions issued to it by the National Society, and for the proper development of the maternity and child welfare services within the province, by directing and co-ordinating the activities of public and private institutions and supervising their operations, the work of the patrons appointed under Article 10 of the present law, and the enforcement of maternity and child welfare legislation in general;

(2) Bring to the notice of the National Society those public and private institutions and those persons in the province who have rendered good service in maternity and child welfare work; report periodically on the development of the services; make such proposals as it thinks fit for their improvement; and advise upon applications from such institutions for grants.

In the exercise of its supervisory functions, the Council shall, as a rule, employ special inspectors appointed by the National Society, and may also, where necessary, require the assistance of public offices and Government inspectors in the manner provided in the regulations.

The application of the legislation dealing with female and child labour and with maternity funds, and of other labour legislation in general, shall be supervised by the industrial and labour inspectors, to whom any infringements must be notified by the Administrative Council of each provincial federation.

#### Article 10.

In each commune the functions of the National Society shall be performed by patrons of both sexes, selected by the Administrative Council of the Provincial Federation. These shall be persons

of unimpeachable integrity, and should, if possible, be experienced in maternity and child welfare work.

The duties of patrons shall be:

(1) To organise and provide assistance for mothers, in every form permissible under the present law and the regulations in connection therewith, by means of special dispensaries, and by endeavouring to induce mothers to nurse their children and to arrange for the supervision and care of the latter both before and after weaning, with the aid, if necessary, of nurses paid by the National Society and of unpaid female visitors;

(2) To supervise the health, education, and morals of children under fourteen years of age who are not living with their parents or guardians but with nurses of foster-parents or in public or private charitable or philanthropic institutions, and to provide assistance, shelter, instruction and education for foundlings;

(3) To provide assistance and protection for abnormal children and materially or morally neglected children, by exercising, conjointly with the charitable associations, the powers specified in Article 8 of Law No. 6972 of July 17th, 1890;

(4) To keep watch upon children and young persons, notifying the judicial authorities, where necessary, of any facts which may come to their knowledge involving the loss of parental authority, legal guardianship and capacity for guardianship, and to see that in such cases a legal representative is provided for the children concerned;

(5) To notify any facts which may come to their knowledge constituting an infringement of child labour legislation, or of the other regulations issued concerning child welfare;

(6) To take all such other steps as may become necessary to protect and assist mothers and children in the various communes, and to request the sub-prefects, where desirable, to take the steps referred to in Article 27 of Royal Decree No. 2841 of December 30th, 1923.

In the exercise of their functions in connection with child welfare, patrons may, where necessary, apply for direct action on the part of police officers and agents and industrial and labour inspectors, who must furnish the assistance required.

#### Article 11.

The work of the patrons shall be co-ordinated by their association in a patronage committee or committees in each commune.

The number of such committees and the membership of each shall be fixed, in proportion to the population of each commune, by the Administrative Council of the Provincial Federation, whose decision must be endorsed by the Executive Committee of the National Society. The communal medical officer, the head master or an assistant master of the school, and a priest having a cure of souls, to be selected by the prefect, shall be *ex officio* members of each committee.

In towns where there are several patronage committees, municipal doctors selected by the communal medical officer shall be members of the committees.

The committees shall sit in premises provided free of charge by the commune.

#### Article 12.

Patrons who fail to carry out any instructions they may receive or fail to use proper diligence in doing so, thereby prejudicing the operation of the welfare services, shall be required to resign.

Decisions to this effect shall be taken by the Administrative Council of the Provincial Federation.

#### Article 13.

The duties of members of the Central Board, the Executive Committee, the Administrative Councils of Provincial Federations, and the patrons shall be honorary.

#### Article 14.

The existing private maternity and child welfare institutions shall continue to employ their incomes, in accordance with their terms of foundation and statutes, for the benefit of the people of the provinces, communes or portions of communes to which they are assigned, subject to such changes as are provided for in the present law and in the legislation governing public charitable institutions.

At the same time, these institutions shall be bound to fill any available vacancies, without regard to place of origin, from among women and children sent by the National Society, the Administrative Councils of Provincial Federations and the patrons, provided that the cost of assistance in respect of such persons shall be refunded by the National Society.

#### Article 15.

Hospitals, maternity homes and other similar institutions shall be bound, so far as space is available, to provide assistance for expectant mothers after the eighth month, during confinement, and for not more than four weeks thereafter, even if, under the statutory regulations, the women in question are not entitled to free lodging in the institution, provided always that in such cases the

expenditure involved shall be repayable in accordance with Article 34 of Royal Decree No. 2841 of December 30th, 1923, and subject to the provisions of Article 14, paragraph 2, of the present law.

*Article 16.*

The provisions of Articles 6 and 10 of the sole text of the Law on Female and Child Labour, approved by Royal Decree No. 818 of November 10th, 1907, and of the regulations in connection therewith concerning the period of rest for women after confinement and the periods of rest for nursing mothers, shall also apply to women employed in State and other public establishments if they do not enjoy equal privileges under other laws and regulations.

*Article 17.*

On finding an abandoned child or learning that a child is being materially or morally neglected, the public security authorities or the charitable and philanthropic institutions or the child welfare associations must, after temporarily making provision for the child's immediate needs, notify the case without delay to the patronage committee responsible for child welfare in the place in which the child happens to be.

The same duty is incumbent upon any citizen who finds a child under 14 years of age abandoned in a public place, or who learns that a child is being materially or morally neglected.

Citizens failing to comply with this regulation shall be liable to the penalty provided in Article 389, paragraph 1, of the Penal Code.

*Article 18.*

For the purposes of the supervision referred to in Article 10 (1) of the present law, every person bringing up or taking charge of a child under 14 years of age, elsewhere than at the residence of the parents or guardian, must give notice of the fact to the local patronage committee, and must further notify the committee of any change of residence, and of the death or withdrawal of the child, should such occur.

Public and private charitable and philanthropic institutions must furnish the patronage committee with a list of children maintained in the institutions and of children entrusted to foster-parents, and must give notice of any departures of such children.

Foster-parents and persons in charge of children, as also the presidents of charitable and philanthropic institutions, shall be liable, for infringements of the provisions of this article, to a fine of not less than 50 nor more than 500 lire.

*Article 19.*

If a child is being reared in unhealthy or dangerous surroundings, or by persons who, owing to their negligence, immorality, ignorance, or improper conduct, or for other reasons, are incapable of providing for its education and instruction, the patrons, assisted by the public security authorities, must withdraw the child and place it in safe keeping until arrangements can be made for its restoration to the parents or guardian, or for its reception in a suitable institution.

The patrons must take similar action if nurses, foster-parents, or managers or directors of public or private institutions object, without good reason, to their visits or to the visits of the inspectors referred to in Article 9 of the present law; nurses, foster-parents, managers and directors shall also be liable to the penalties provided in the Penal Code for cases of misuse of means of correction, or of maltreatment of foster-children or children in institutions, and for violence or threats to patrons or inspectors, who shall be deemed for all purposes to be public officials.

*Article 20.*

With a view to the provision of such assistance as may be necessary, the Public Prosecutor shall forward to the patronage committee of the place of residence of the child a copy of any sentence passed on either or both of the parents involving their deprivation of parental rights, legal guardianship, and capacity for guardianship, under Articles 20 (paragraph 5), 33, 349 and 392 of the Penal Code, 233 of the Civil Code, 113 and 116 of Law No. 6144 of June 30th, 1889, on public safety, 1 and 2 of Law No. 1733 of December 21st, 1873, prohibiting the employment of children in itinerant trades.

*Article 21.*

Children of either sex under 15 years of age must not be employed as actors or dancers or in any other capacity in the preparation of cinematographic films, or in public performances given in variety theatres, cinema theatres, circuses or other public places or places open to the public, except theatres for the performance of lyrical or dramatic works, or cinematograph shows with an educational object.

The foregoing prohibition shall apply to young persons under the age of 16 years as regards acrobatic and gymnastic performances and other dangerous exercises.

In exceptional cases prefects or sub-prefects may authorise the employment of one or more children in certain cinematographic performances, such authorisation being, however, subject to the observance of conditions adequate to ensure the safety and protect the morals of the children, and provided always that the written consent of the parent exercising parental authority, or of the guardian, has been obtained.

Infringements of the provisions of the first two paragraphs of this article shall be punishable with the penalties laid down in Article 48, paragraph 2, of the sole text of Law No. 6144 of June 30th, 1889, on public security.

Nothing in these provisions shall prevent the application of the penalties provided in Law No. 1733 of December 21st, 1873, prohibiting the employment of children in itinerant trades, in the cases contemplated in that law.

*Article 22.*

The Cinematograph Censorship Commission shall decide what cinematograph performances are suitable for children and young persons of either sex. Where any film is not passed for exhibition to children, the management of the theatres must publish a notice to that effect on the posters of the film, and must see that the order is strictly observed.

Lessees and managers of cinema-theatres infringing these regulations shall be liable to a fine of not less than 200 nor more than 500 lire; for the second offence the local public security authorities shall suspend or cancel the licence referred to in Articles 37 and 39 of Law No. 6144 of June 30th, 1889, and the penalties provided in the Penal Code may also be imposed.

*Article 23.*

In day-schools, boarding-schools, and all institutions where children are educated or received, no alcoholic liquor, including wine, may be supplied to or consumed by children or young persons.

Licensed victuallers may not supply children or young persons with any alcoholic liquor.

No children or young persons of either sex under the age of 18 years, except members of the employers' family, may be employed in the retail sale of any alcoholic liquor.

For reasons of morality or public order, prefects may also prohibit the employment of women over 18 years of age in such businesses.

Infringements of the provisions of this article shall be punishable with the penalties laid down in Article 489 of the Penal Code, as also, in the case of licensed victuallers, with the withdrawal of the licence, in accordance with the first two paragraphs of Article 10 of Law No. 632 of June 19th, 1913, against alcoholism.

*Article 24.*

No tobacco in any form may be sold or supplied to children or young persons, on pain of a fine not exceeding 200 lire and confiscation of the tobacco so sold or supplied.

Children and young persons under 15 years of age may not smoke in public places, on pain of a fine of 5 lire and confiscation of all tobacco found on their persons.

*Article 25.*

All legal provisions and regulations conflicting with the provisions of the present law are hereby annulled. The present law shall come into force four months after its promulgation.

The regulations for its execution and for the conduct of the maternity and child welfare services shall be approved by Royal Decree, on the advice of the Minister of the Interior, within the above-mentioned period.

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ANNEX 4.

A. 25. 1926. IV.

WORK OF THE COMMISSION FOR THE PROTECTION OF WOMEN AND CHILDREN  
IN THE NEAR EAST.

from July 1st, 1925, to June 30th, 1926.

I. ALEPPO BRANCH.

The Aleppo Section has worked under favourable conditions in the past year.

The closer collaboration with the Mandatory Power has proved a real success. The French officials in Aleppo and the officers in charge of the military posts in the district of Deir-el-Zor have been equally helpful and understanding.

At the same time, contributions from outside have been increasing, so we were always able to meet the need of the rescued and to give full support to our stations.

We have received from July 1st, 1925, to June 30th, 1926, the following remittances:

*British Societies:*

Lord Mayor's Fund . . . . .	£ 2,802
Armenian Ladies' Guild, London . . . . .	700
Friends of Armenia, London . . . . .	226

*Germany:*

Mission of Dr. Lepsius, 14,160 Marks . . . . .	704
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*Others Sources:*

Miss Beatrice Parson . . . . .	100
Various smaller contributions . . . . .	118
	<hr/>
	£4,650

A. *The Rescue Work.*

We are happy to be able to relate that this year we have rescued 300 people, which number surpasses by 50 the record of 1925.

It is also noticeable that 93 of the rescued have been women, most of them girls in their 'eens, 82 children, the rest bigger boys.

This indicates a year of quiet, undisturbed work in the stations. The rescue of young girls and of children depends almost entirely on the activity of these stations, while boys and more mature women sometimes are able to save themselves if they know where to go for help and protection.

*Deir-el-Zor*, our oldest station, is not yet closed. It has to serve as a transit-station, as the train, which is submitted to the control of the Turks, is far from being safe for our people.

Apart from that, remarkable rescues have been effected from the region itself. A passing gipsy gang, for instance, had to surrender two beautiful Christian "dancing-girls", mere children, whom the "owners" tried very hard to lay hands upon again. Thanks to the protection of the French authorities and to our own vigilance, their efforts were unsuccessful.

The stations in *Hassidje* and *Ras-el-Ain*, which are not very far from each other, have been working regularly and steadily. Our agents are able and devoted men, and they have been assisted very efficiently by the French officers.

There is, however, much ground still to be covered in this region, as many Bedouin tribes are passing on their wanderings. As a rule, when they come in sight, our agents succeed in setting free some of the captives.

Apart from these tribes, among which they have now been working one or two years, they have lately come into contact with an element with which we have until now had no connection, namely, the Kurdish tribes.

This winter a good number of Kurds fled over the frontier and settled down in Syria. The whole movement presumably is but temporary. The Kurds as a whole are seldom very settled, but for the time being they are on our side.

For many Christian women detained among them this means the unique opportunity, and of course we do not let it pass without availing ourselves of it.

This spring, in fact, we have been able to rescue several young women who, with their relatives, had been in despair ever since the war.

From time to time these unhappy victims were sending messages, imploring us to help them, but we could not reach them. All our attempts were unsuccessful. Now finally the hour of freedom had come for them, and it is easy to imagine the joy with which they were received.

It is a sad fact that, during the Kurdish unrest, many Christian women and children living among the Kurds were killed together with them; but for some of them also it meant liberation. Their owners were dead, and they immediately fled towards the Syrian frontier, the common haven of safety and freedom for those living in servitude.

This question of the Kurdish tribes must be seriously taken into consideration as far as the work of the Commission is concerned. It means a big field absolutely untouched until now, which in itself would justify the prolongation of the work for one year more. In fact, it would be most unjust and cruel towards these poor captives to shut the door so recently and unexpectedly opened to them before they had had the proper opportunity of coming out of it.

The station *Arab-Pounar*, opened last autumn, is largely destined to work among the Kurds, and so far it has met with no small success.

We also intend now, as our means allow us to do so, to explore more fully the region to the west of the Euphrates; our experience this spring has shown us that here also is much need of help. We have opened stations in *Bab* and *Boumboudsh*, and hope to be able to open more.

It is our earnest desire, *before we finally close down at the end of 1927*, to leave no stone unturned and to make sure that at least within Syrian territory no Christians are detained among the Moslems without their own free consent, and that the opportunity of returning to their people has been offered to every one of them.

Already the largest part of them has been absorbed by the Moslem world. This part does not want to come back. But still there are sufferers who are waiting for freedom, shut up as they are and out of touch with their own people.

We are especially endeavouring to find those whose relatives are very anxious to get them back. We have big files of enquiries yet to follow up.

And we have reason to believe that adequate means will be forthcoming this year to supplement the budget of the League, which would enable us even to increase our activity, so that the work should not be left unfinished but be carried out to the end in a way worthy of the League of Nations.

#### B. Reception House and Education.

This part of the work has been conducted along its usual lines without any disturbances whatever.

We have been very successful in finding the relatives of our rescued. Out of 300 people 228 have been restored to their families, and it must be remembered that many of them have come in quite recently, so that the searching is still by no means completed as far as they are concerned.

We have had much sickness to contend with. Many, in fact, arrived in a lamentable condition; some almost dying. We were often under the impression that it was merely their desperate state of health which induced their owners to let them go.

Two of them died, and we only had the satisfaction of mitigating their sufferings; but the others we could restore to life and health, and we spared neither expenditure nor pains in nursing them. They were saved not only from captivity but from death itself.

The education scheme for the girls has remained unchanged, but in regard to the boys we feel very strongly that teaching them a trade is no satisfactory provision for their future, at least not if they are intended to remain in Syria, where the cities are crowded with artisans seeking employment in vain.

We have long been convinced that settling the boys in villages is the only really sound solution of the question of their future, and this spring fortunately we were able to carry out our scheme on a larger scale.

#### C. Colonisation Schemes.

Two years have now passed since we founded our first Armenian villages. We have had time to gather experience and to convince ourselves of the perfect soundness of the scheme.

Not only have the peasants become prosperous and independent in a short time, but they are also perfectly safe and enjoy an esteem from the Arab population which is very promising for the future.

In fact, the whole region seems imbued with an atmosphere of peace and prosperity, rather remarkable when compared with the unrest from which large parts of the country are suffering.

During this spring, with the friendly collaboration of the French Government, we founded our second colony, *Charb Bedros*, where, besides 40 Armenian families, 30 of our bigger boys have been settled. The village has been rented by us for three years, and the boys, as well as the other peasants, have received their cattle and their seed.

To begin with, they are living together under the supervision of a teacher, but each one has his own piece of land and his own cattle to attend to.

It is of course an experiment, but some few of our boys who are settled in the first villages have so far been very prosperous. This makes us think that the others will succeed too. Next year, after the harvest, we hope to give them their own huts and make them independent in order that others may take their place in the community.

We also firmly believe that, when the Commission as such closes down, the colonies in a way will replace it and continue the work, because these settlements are attracting many elements.

Several boys have arrived and have immediately been placed among the villagers. A young Armenian who had been living among the Arabs since he was a child met an Armenian girl detained in the same region, married her and came with her to our village, where he is now occupying his own hut and cultivating his piece of land. Even young girls have taken refuge in the village.

The essential thing is that, while the misery of the Armenians in the camps is frightening many away who wanted to return to their people, the prosperity of the colonies attracts them.

This is also one reason why we want to continue the work to the end of 1927. The colonies ought to be more developed and consolidated in order to be able to fill to a certain degree the place of the stations and of the reception house, when the latter cease to exist.



## II. CONSTANTINOPLE.

The work of the Commission in Constantinople has continued in the League of Nations House under the direction of Miss Caris E. Mills. The House, which contains the office, living-rooms, dormitory and dining-room for children, is located in the centre of the city, and proves a most satisfactory and economical arrangement for the work of the Commission. It meets the needs of the office, creates a sympathetic home centre where destitute women and children may find a shelter and is a meeting-point of interest for travellers through the East.

Thirteen hundred and nineteen children and 1,550 adults have received aid during the past year through the Commission. This aid ranges from entire support to facilitating visas and passages to other countries, placing in national institutions, shelter and food, securing work, education, etc. Work has also been carried on in connection with children who have already passed through the House for the purpose of bettering their condition educationally and otherwise. Twelve children are being educated in American schools in Constantinople with funds provided by personal friends.

The Commission has sought to follow the instructions of the Assembly, and we know that the services rendered during the past year have been of great value in giving protection to many difficult cases and in alleviating much suffering. The work has grown with demands resulting from ten years of continuous warfare and the unusual conditions through which this city has passed. The result of these conditions has caused great suffering to unprotected women and children, and we feel that the activities of the Commission have increased in value in meeting their appeals.

Miss Caris E. Mills, the Directress in Constantinople, through her connections in the United States and Great Britain, has continued to receive outside financial support which has almost tripled the appropriation of the Commission. It has also been possible, through her efforts, to secure support for national institutions which has aided the work of the Commission greatly in placing women and children.

The cutting-down of the activities of other social service agencies, the closing of the International Migration Bureau, and the decrease in funds of national institutions, under present conditions, result in a large increase of the appeals to the Commission. As funds are a large factor in assuring and securing protection, the aid given through additional contributions fits in with the spirit of the League work. This outside support has been promised for another year if the Assembly sees fit to continue the work of the Commission.

The American Women's Hospitals, under the Chairmanship of Dr. Esther Pohl Lovejoy, have continued their increased donation of \$700 monthly. This money makes it possible to keep approximately 60 hospital beds continuously filled. Only those working from day to day in the House can realise the vital need of this medical aid to sick women and children. Without funds for transportation, and almost too weak to walk, many of these women manage to reach the House, and it is a privilege to be in a position to give them medical care, a bed and food in a well-appointed hospital. The American Women's Hospitals have offered their full support for the coming year.

The British "Save the Children" Fund has donated milk and money to the value of £325 to aid under-nourished children of all nationalities. Armenians, Greeks, Turks and Russians have benefited through this fund. One hundred and twenty-five pounds were spent in buying food which has been given directly to needy cases from the League of Nations House during the past winter. The balance was given in milk and money to the Goutte de Lait, a baby clinic and milk station under the direction of Dr. Safee Ali, a prominent and able Turkish woman doctor who runs a model welfare station under the Society for the Protection of Children.

The Christian Science Relief of America is continuing to support the work of the Commission, and an additional sum has recently been given which is now being expended for needy cases. This fund is given for the aid of adults and children regardless of race or religion, and has been used in paying for transportation, shelter, etc. The Christian Science Board in Boston have been most generous in the support of our work and it has been a pleasure to undertake work with them.

Various private individuals have also contributed substantially to the work of the Commission

The above-mentioned organisations and individuals are much interested in the work of the Commission, and we feel assured of their continued support for the coming year. The moral support of the League, the small amount spent in overhead, and the great need, are the chief factors in prompting the continuance of outside gifts.

The additional contributions have been spent according to the request of the donors, and this has been the means of broadening the work. Duplicate receipts are taken for each expenditure and an itemised statement with receipts is sent to the donors, giving the names and addresses of cases

helped. These outside gifts go directly to adults and children without expenditure for overhead. The entire overhead is included in the expenses of the League of Nations House from League funds.

Through close economy, we have been able to continue on the reduced appropriation of less than \$7,000 yearly without decreasing the work. *These funds are used entirely for the running of the League of Nations House and cases which come directly under the work of the Commission.* An audited statement of expenses is sent twice yearly to Mr. P. G. Watterson, Chief Accountant of the League of Nations.

Miss Mills, who has carried on welfare work in Constantinople continuously for seven years, is assisted by her mother, Mrs. Charlotte Mills, and one paid office assistant. Representative members of the various nationalities give volunteer help. This results in a very small expenditure for salaries. The rent of the House is approximately £13 monthly, according to exchange. This covers offices, dining-rooms, dormitories, and attractive rooms for giving benefits and entertaining friends interested in the work. We are able to meet, therefore, a very vital need with a small expenditure of League funds.

Constantinople has not only been burdened by the suffering of its own population, but has been the harbour where the greatest number of women and children suffering from war conditions have sought shelter. It is the largest international point to-day where women and children are suffering from conditions which they had no part in creating. The House forms the only international centre where destitute women and children many turn for material aid, protection and advice.

We therefore appeal most earnestly to the Assembly for a continuation of the work for one more year. With a small expenditure of League funds, there is the opportunity to alleviate and prevent suffering for a large number of women and children at a point where the entire population is still shaken and unsettled. Only those in close contact with conditions can realise the vital importance of a centre of this kind where many may turn to regain health and hope. If the Assembly feels that the work may continue, with the same appropriation as last year, we give the assurance that the Commission can be of great service.

In appealing for the continuance of the work, we would particularly call attention to the following points: *The value of the moral support of the League in carrying on the work; the need which can be met and the suffering which can be alleviated with a small expenditure of funds; the continued and promised support of outside organisations and individuals in the United States and Great Britain; the small overhead with which the work of the Commission is carried out.*

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A.V/II. 1926.

ANNEX 4a.

WORK OF THE COMMISSION FOR THE PROTECTION OF WOMEN AND CHILDREN  
IN THE NEAR EAST.

REPORT PRESENTED TO THE FIFTH COMMITTEE BY DAME EDITH LYTTTELTON (BRITISH EMPIRE).

Once more you have submitted to you a report on the work of the Commission for the Protection of Women and Children in the Near East.

This Commission is, as you know, divided into two sections: the rescue work, carried on under the Aleppo Branch, and directed by Miss Jeppe; and the Constantinople Branch, where the League of Nations House is situated, under the direction of Miss Caris E. Mills. It will be remembered that last year it was arranged that Miss Jeppe should continue her most successful work but in close collaboration with the authorities of the mandatory Power, France; she is responsible for all this work to the French officials and received also the authority of the High Commissioner, M. de Jouvenel, to continue her excellent work of colonisation in her personal capacity.

I am glad to be able to report that the close co-operation with the officials of the mandatory Power has been a real success. Miss Jeppe says that the French officials, particularly those in Aleppo and the military officers in the district of Deir-el-Zor, have all given her much help and have shown a most sympathetic understanding of her task.

The Aleppo Branch has received increased subscriptions from outside, which have enabled it to make the fullest use of this co-operation on the spot. The Lord Mayor of London's Fund, amounting to £2,802; the contributions of societies both in England and in Germany and various small contributions have brought the total to £4,650. This sum, added to the 45,000 francs granted by the League of Nations for the rescue work of Aleppo, has made it possible also to support the

necessary stations connected with the rescue of women and children and to meet their pressing needs.

Three hundred people have been thus rescued in the past year—50 more than in 1925—93 women, mostly quite young, 82 children, and all the rest bigger boys—125 in number. The Commission has been very successful in finding the relations of those rescued. Out of 300 persons, 228 have been restored to their families, and, as many have come in quite recently, there is still hope of finding the relations of more. Miss Jeppe is convinced that the only way of dealing with the boys is to settle them in villages, and this has already been done on a considerable scale. The Armenian villages founded two years ago have been an undeniable success. The mandatory Power is now responsible for them; Miss Jeppe, however, considers that they are of vital importance for her rescue work as, when these little colonies are more developed and consolidated, they will be able to a certain degree to replace the stations and the Reception House when the latter cease to exist.

Before passing on to the second section of the Commission's work in Constantinople, may I call the attention of the Fifth Committee to the really amazing accomplishment of Miss Jeppe? Few people of either sex would have thought it practicable to rescue the Armenian women and children who had been carried away after the fighting in the Near East. It is almost unbearable to picture the agony suffered by very many who, in addition to their personal sufferings, were often completely ignorant of the fate of their children. The Commission is of course familiar with the bold methods of Miss Jeppe and the dangers which she and her helpers encounter.

Miss Jeppe is convinced that there still remain a certain number to be rescued. Many women had been captured and kept by the Kurdish tribes, but last winter a considerable number of Kurds fled over the frontier and settled in Syria, probably, however, only temporarily. The opportunity of rescuing some of the unhappy victims, who had been sending messages imploring help for many years, has occurred, and of course it was eagerly seized. Miss Jeppe considers that this chance of rescuing the victims of the Kurdish tribes would alone justify the prolongation of the work for another year. She believes that after a year almost all that can be done by the Commission, acting through her, will have been accomplished. Many women have become resigned to their lot. The fate of women is rarely a clear-cut issue—motherhood is a trap in which many a soul ardent for freedom and for the practices of its own faith gets caught.

The House in Constantinople has harboured many destitute women and children, and no praise is too high for the work accomplished by Dr. Kennedy and Miss Caris E. Mills, who continues it in the League of Nations House. But the Fifth Committee may feel that the work has rather altered in character from its original intention, and belongs more now to the general category of work for refugees. It will be for the Assembly to decide whether the Commission for the Protection of Women and Children in the Near East shall continue to direct this particular work or whether it should become part of the general assistance to refugees which is covered by another branch of the League of Nations work.

The Fifth Committee may, however, think it well to propose the following resolutions to the Assembly:

“ The Assembly:

“ (1) Approves Miss Jeppe's report and expresses its satisfaction with the results obtained during the course of the past year;

“ (2) Decides that the mission for the rescue of women and children which has been entrusted to Miss Jeppe by the League of Nations shall be prolonged for one year more under the conditions fixed by the last Assembly;

“ (3) Seeing that the work of Armenian colonisation and any other work undertaken by Miss Jeppe personally in connection with the mission for the rescue of women and children entrusted to her by the League of Nations fall within the class of work entrusted by the mandatory Power to the direction of the International Red Cross Society in the general interest, invites Miss Jeppe to come to an understanding as regards the general direction of these works with the liaison organisation established by the mandatory Power;

“ (4) Approves a credit of 45,000 gold francs for Miss Jeppe's mission; and,

“ (5) Seeing that Miss Jeppe is of opinion that her task will be discharged during the coming year, requests her to submit to the next Assembly a final report on all the results of her mission.”

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A. V/14. 1926.

ANNEX 4b.

WORK OF THE COMMISSION FOR THE PROTECTION OF WOMEN AND CHILDREN  
IN THE NEAR EAST.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY  
DAME EDITH LYTTTELTON (BRITISH EMPIRE).

The Fifth Committee has before it the report of the Commission for the Protection of Women and Children in the Near East.

This Commission is divided into two sections: the rescue work, carried on under the Aleppo Branch, and directed by Miss Jeppe; and the Constantinople Branch, where the League of Nations House is situated, under the direction of Miss Caris E. Mills. Last year it was arranged that Miss Jeppe should continue her most successful work but in close collaboration with the authorities of the mandatory Power, France; she is responsible for all this work to the French officials and received also the authority of the High Commissioner, M. de Jouvenel, to continue her excellent work of colonisation in her personal capacity.

The close co-operation with the officials of the mandatory Power has been a real success. Miss Jeppe reports that the French officials, particularly those in Aleppo, and the military officers in the district of Deir-el-Zor, have all given her much help and have shown a most sympathetic understanding of her task.

The Aleppo Branch has received increased subscriptions from outside, which have enabled it to make the fullest use of this co-operation on the spot. The Lord Mayor of London's Fund, amounting to £2,802; the contribution of societies both in England and in Germany and various small contributions have brought the total to £4,650. This sum, added to the 45,000 francs granted by the League of Nations to be divided between the rescue work of Aleppo and the work of Constantinople, has made it possible also to support the necessary stations connected with the rescue of women and children and to meet their pressing needs.

Three hundred people have been thus rescued in the past year — 93 women, mostly quite young, 82 children and 125 bigger boys. The Commission has been very successful in finding the relations of those rescued. Out of 300, 228 have been restored to their families, and for those who have come in quite recently there is still hope that the same success may be attained. Miss Jeppe is convinced that the only way of dealing with the boys is to settle them in villages, and this has already been done on a considerable scale. The Armenian villages founded two years ago have been an undeniable success. The mandatory Power is now responsible for them; Miss Jeppe, however, considers that they are of vital importance for her rescue work. When these little colonies are more developed and consolidated, they will to a certain degree be able to replace the stations and the Reception House when the latter cease to exist.

Miss Jeppe is convinced that there still remain a certain number to be rescued. Many women have been captured and kept by the Kurdish tribes, but last winter a considerable number of Kurds fled over the frontier and settled in Syria, probably, however, only temporarily. The opportunity of rescuing some of the unhappy victims, who had been sending messages imploring help for many years, has occurred and, of course, it was eagerly seized. Miss Jeppe considers that this chance of rescuing the victims of the Kurdish tribes would alone justify the prolongation of the work for another year. She believes that after a year almost all that can be done by the Commission, acting through her, will have been accomplished. Many women have become resigned to their lot. Some are now even happy. The fate of women is rarely a clear-cut issue — motherhood is a trap in which many a soul, however ardent for freedom and for the practices of its own faith, gets caught.

The House in Constantinople has harboured many destitute women and children and no praise is too high for the work accomplished by Dr. Kennedy and Miss Caris E. Mills, who continues it in the League of Nations House.

Miss Mills came to Geneva and was seen by a sub-committee of the Fifth Committee. She reports that, besides the work she has done in harbouring destitute women and children, she has employed the fund entrusted to her by the League in maintaining the League of Nations House and in exactly the same work as Miss Jeppe is doing, only in a different district. Miss Mills also considers that this part of her work will be concluded in 1927 and that there remain, on a rough calculation, at least 200 women and girls who need her help. Under these circumstances, the Fifth Committee recommends that Miss Mills be given a reduced grant and be asked to continue her work for another year.

*Resolution.*

“ The Assembly:

“ (1) Desires to express its admiration for the work Miss Jeppe has performed and its gratitude for the devoted way she has carried it out;

“ (2) Approves Miss Jeppe's report and expresses its satisfaction with the results obtained during the course of the past year;

" (3) Decides that the mission for the rescue of women and children which has been entrusted to Miss Jeppe by the League of Nations shall be prolonged for one year more under the conditions fixed by the last Assembly, that is to say, under the high authority of the Power which holds a mandate in Syria under the League of Nations;

" (4) Seeing that the work of Armenian colonisation and any other work undertaken by Miss Jeppe personally in connection with the mission for the rescue of women and children entrusted to her by the League of Nations fall within the class of work entrusted by the mandatory Power to a central organ representing the Refugee Service at the International Labour Office and the direction of the International Red Cross Committee, in the general interest invites Miss Jeppe to come to an understanding as regards the general direction of these works mentioned under heading 3 with the liaison organisation established by the mandatory Power;

" (5) Approves a credit of 45,000 gold francs for Miss Jeppe's mission; and,

" (6) Seeing that Miss Jeppe is of opinion that her task will be discharged during the coming year, requests her to submit to the next Assembly a final report on all the results of her mission;

" (7) Desires to thank Dr. Kennedy and Miss Mills for the admirable work they have done in connection with the League of Nations House in Constantinople, and, seeing that the work of the League of Nations Neutral House in Constantinople is nearing its conclusion and will practically come to an end next year, decides that the sum of 20,000 gold francs be allocated to Dr. Kennedy for 1927."

A. 29. 1926. VIII.

(C.327.1926 and C.367 (1).1926.)

#### ANNEX 5.

### CONFERENCE ON RUSSIAN AND ARMENIAN REFUGEE QUESTIONS.

#### REPORT BY THE HIGH COMMISSIONER OF THE LEAGUE OF NATIONS.

The Council will remember that, at its meeting on September 28th, 1925, it had under consideration the following resolutions adopted by the Assembly during its sixth ordinary session relative to the extension of the work on behalf of Russian and Armenian refugees:

" The Assembly :

" 1. Having read with great interest the report of the Refugee Service of the International Labour Office on the work accomplished for the refugees during the first seven months of 1925, indicating the possibility of developing on an extensive scale the placing of refugee workers in employment in various parts of the world:

" Wishes to record its deep gratitude to the Governments which have afforded their valuable co-operation in this connection by means of financial contributions, the collaboration of their technical services or by visa and transport facilities;

" Expresses its great appreciation of the work accomplished by the Refugee Service of the International Labour Office in co-operation with Dr. Nansen, and notes the urgent necessity of finding employment for Armenian refugees living in Greece.

" 2. Taking note of the proposals in the report for the continuation and extension of the Refugee Service, and, in particular, of the statement that an additional sum of 100,000 Swiss francs is required for the establishment of two additional agencies of that Service in South America, while recognising that it is an entirely temporary service:

" Decides to include in the budget of the International Labour Office for 1926 the sum of 303,000 Swiss francs for the Refugee Service.

" 3. In view of the fact that the Governing Body of the International Labour Office has not yet had an opportunity of examining these proposals:

" Recommends that the report should be submitted as soon as possible to the Governing Body for its consideration, and authorises the Council to enter into negotiations with the Governing Body, if necessary, for determining the measures by which effect can best be given to the report.

" 4. The Assembly urges the Council to arrange for the convocation of an Inter-Governmental Conference as soon as possible for the purpose of examining the suggestions put forward in the report for the creation and administration of a revolving fund of not less than £100,000 sterling to assist the migration of Russian and Armenian refugees, and of effecting an improvement in the present systems of refugee identity certificates."

The Council referred these resolutions to the Governing Body of the International Labour Office, which, at its meeting on October 17th, 1925, took note of and approved them in so far as they related to the technical aspects of the refugee work.

With a view to giving effect to paragraph 4 of the resolution, the Council authorised me, as its High Commissioner for Refugees, to summon, as soon as possible, an Inter-Governmental Conference for the purpose of finding means to improve the systems of identity certificates for refugees, and to create and administer the revolving fund of not less than £100,000 to assist the migration of Russian and Armenian refugees.

In pursuance of that request, I convened a Conference of Government representatives at Geneva from May 10th to 12th, which was attended by delegates from the following twenty-four countries:

• Austria	France	Poland
Belgium	Germany	Roumania
Bulgaria	Great Britain	Kingdom of the Serbs,
Canada	Greece	Croats and Slovenes
China	Hungary	South Africa
Czechoslovakia	India	Sweden
Denmark	Irish Free State	Switzerland
Estonia	Latvia	
Finland	Norway	

The Conference recognised the necessity:

- (1) Of regularising the systems of identity certificates for Russian and Armenian refugees;
- (2) Of determining in a more accurate and complete manner the number and situation of Russian and Armenian refugees in the various countries;
- (3) Of creating a revolving fund to provide for the cost of the transportation and settlement of refugees.

With these objects in view, it adopted unanimously the annexed Arrangement, which includes a number of important recommendations calculated to advance the solution of the refugee problems, notably in regard to the definition of persons entitled to the refugee identity certificates; the return of refugees to countries from which they emigrate; the free issue of identity certificates, and entry, exit and transit visas to indigent refugees; transport facilities; inclusion of children on their parents' identity certificates; the general application of the identity certificate systems; and to the creation of the revolving fund by means of the issue by the High Commissioner of a stamp of the value of five gold francs to be purchased yearly by every self-supporting refugee as a preliminary to the issue to him of an identity certificate, identity card or a *permis de séjour*. Governments were also recommended to supplement the revolving fund by means of special contributions for specific transfers of refugees.

Finally, the Conference expressed the wish that the Government representatives at the next Assembly should be enabled to report on the measures taken to give effect to the terms of the Arrangement.

This Arrangement has already been signed by the representatives of the following twenty-two countries:

• Austria	France	Poland
Belgium	Germany	Roumania
Bulgaria	Great Britain	Kingdom of the Serbs,
Canada	Greece	Croats and Slovenes
Cuba	Hungary	South Africa
Denmark	India	Sweden
Estonia	Latvia	Switzerland
Finland	Norway	

The Council will recognise that, in spite of the difficulties which had to be faced in connection with the raising of the necessary funds for the final settlement of the refugees, the Inter-Governmental Conference has evolved a practical interpretation of the recommendations made by the Assembly and endorsed by the Council and by the Governing Body of the International Labour Organisation.

I would now request the Council to approve the recommendations of the Conference and to urge all Governments Members of the League, and other interested Governments, to adopt at the earliest possible moment the Arrangement devised by the Conference. It is believed that the application of this Arrangement will confer not only obvious benefits on large numbers of refugees estimated at more than one million but also on the countries for whom the unemployed refugees represent a heavy expense, and on the immigration countries anxious to increase their productive populations.

I venture to submit that the results achieved by this Conference constitute a very important step towards the constructive liquidation of the refugee problems, and to invite the Council to express its approval of the efforts of the Conference in a resolution in the following terms:

“ The Council:

“ Having considered the Arrangement on Russian and Armenian refugee questions adopted by the Inter-Governmental Conference held at Geneva from May 10th to 12th, 1926;

“ Convinced of the necessity for introducing measures for the improvement of the identity certificate systems for refugees and for the creation of a revolving fund to assist the migration and settlement of refugees:

“ Urges the States Members of the League and other interested Governments to adopt, at the earliest possible moment, the Arrangement recommended by the Inter-Governmental Conference of May 10th to 12th, 1926; and

“ Recommends the Governments Members of the League to authorise their delegations to acquaint the next Assembly with the measures taken in their territories to give effect to the terms of the Arrangement.”

R/I.G.C.7.1926.

Appendix I.

ARRANGEMENT RELATING TO THE ISSUE OF IDENTITY CERTIFICATES TO RUSSIAN AND ARMENIAN REFUGEES, SUPPLEMENTING AND AMENDING THE PREVIOUS ARRANGEMENTS DATED JULY 5TH, 1922, AND MAY 31ST, 1924.

The undersigned, representing the Governments which took part in the Conference regarding Russian and Armenian Refugee Questions convened at Geneva on May 10th, 1926, by the High Commissioner of the League of Nations in pursuance of the resolution passed by the Assembly of the League of Nations at its sixth ordinary session and adopted by the Council of the League of Nations on September 28th, 1925;

Having considered the excellent results obtained by the system of identity certificates for Russian and Armenian refugees;

Considering the necessity:

- (1) Of regularising the systems of identity certificates for Russian and Armenian refugees;
- (2) Of determining in a more accurate and complete manner the number and situation of Russian and Armenian refugees in the various countries;
- (3) Of creating a revolving fund to provide for the cost of the transportation and settlement of refugees —

Adopt the following resolutions, supplementing and amending the Arrangements of July 5th, 1922, and May 31st, 1924:

1. The Conference urges all the States which have not yet adhered to the Arrangements of July 5th, 1922, and May 31st, 1924, concerning identity certificates for Russian and Armenian refugees to ratify these Arrangements as soon as possible.

2. The Conference adopts the following definitions of the term “refugee”:

*Russian*: Any person of Russian origin who does not enjoy or who no longer enjoys the protection of the Government of the Union of Socialist Soviet Republics and who has not acquired another nationality.

*Armenian*: Any person of Armenian origin formerly a subject of the Ottoman Empire who does not enjoy or who no longer enjoys the protection of the Government of the Turkish Republic and who has not acquired another nationality.

3. In order to facilitate freedom of movement of the refugees, the Conference approves the principle of the affixing of return visas on identity certificates for refugees leaving a country, on the understanding that Governments shall be free to make exceptions to this principle in special cases.

4. The Conference agrees that children under 15 years of age should be included on the identity certificates of their parents.

5. The Conference recommends that the Government issuing a national passport to a refugee should withdraw from him his identity certificate and return it to the authority which issued it.

6. The Conference considers that the fee for an identity certificate in each country should be the same as that for its national passport.

7. The Conference recommends Governments to grant free of charge the various entrance, exit and transit visas to indigent refugees on the recommendation of the International Labour Office or of its representatives in the different countries.

The Conference expresses the wish that in general the Governments will regard favourably the proposals of the International Labour Office with regard to possible reductions in the fees for these visas.

8. The Conference expresses the wish that all Governments will afford favourable consideration to any request from the International Labour Office for special facilities for the transport of refugees proceeding to a country in which employment has been found for them.

9. In addition to the fees payable in each country according to national legislation for the issue either of an identity certificate for Russian or Armenian refugees, the period of validity of which should not, in principle, exceed one year, or of an identity card or *permis de séjour*, a charge of five gold francs shall be made for the benefit of the revolving fund created by the League of Nations. This fee shall be charged, at the discretion of the States, either for the issue of one or other of these documents or for both of them, in order to ensure that the fee shall be paid by all Russian and Armenian refugees, except those who are without means.

10. The Conference recommends that steps be taken to obviate payment of the above fee more than once a year by any refugee.

11. The Conference urges the various Governments either to generalise the use of the identity certificate or to take steps to ensure that every refugee pays the fee every year.

12. In order to secure the payment of the fee of five gold francs, Governments will obtain, or the refugees will be required to obtain, a stamp to the value of this amount to be issued by the High Commissioner of the League of Nations for Refugees, which will be affixed either to the identity certificate or to the identity card or *permis de séjour*, and cancelled by the authority issuing either of these documents.

13. In order to husband the resources of the revolving fund, the Conference recommends that the States should make special contributions to cover the cost of transportation and settlement of numbers of refugees leaving or entering their territory.

The Conference recommends to the States represented at the Conference, to the States Members of the League of Nations, and to States which are not members of the League, the adoption of the present Arrangement.

The Conference requests the High Commissioner of the League of Nations for Refugees and the Director of the International Labour Office to continue their negotiations with the Governments in order to obtain by way of advances the necessary funds for the placing of refugees in employment, pending the payment of the fees provided for by the present Arrangement;

And expresses the wish that the representatives of the Governments at the next session of the Assembly of the League will be enabled to report on the measures taken to give effect to the terms of the present Arrangement.

• DONE at Geneva, May 12th, 1926.

J. REVEILLAUD.  
Fridtjof NANSEN.  
Albert THOMAS.  
G. A. JENKIN (South Africa). With reservations on 8 and 9.  
KRASKE (Germany). 9-12 *ad. ref.*  
E. PFLÜGL (Austria). With reference to paragraph 12 of this Arrangement, it is understood that the levying of the contemplated tax will be effected in Austria by the representatives of the High Commissioner.  
H. COSTERMANS (Belgium).  
GONNE (Belgium).  
D. MIKOFF (Bulgaria).  
J. Bruce WALKER (Canada).  
Aristides DE AGUERO (Cuba).  
A. OLDENBURG (Denmark) (subject to ratification).  
F. BOECK (Denmark) (subject to ratification).  
C. R. PUSTA (Estonia).  
Eino WÄLIKANGAS (Finland).  
DE NAVAILLES (France).  
W. Haldane PORTER (Great Britain).  
D. NIKOLOPOULOS (Greece).  
Dr. BARANYAI ZOLTAN (Hungary).  
J. W. HOSE (India).  
Charles DUZMANS (Latvia).  
Chr. L. LANGE (Norway).  
Léon MALHOMME (Poland).  
N. P. COMNÈNE (Roumania).  
M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes).  
D'ADLERCREUTZ (Sweden).  
DELAQUIS (Switzerland).  
ROTHMUND (Switzerland).



ANNEX 5a

CONFERENCE ON RUSSIAN AND ARMENIAN REFUGEE QUESTIONS.

REPORT BY THE BELGIAN REPRESENTATIVE, ADOPTED BY THE COUNCIL ON JUNE 10TH, 1926.

My colleagues will have seen the note by the Secretary-General forwarding to the Council the report of the High Commissioner of the League of Nations for Refugees to which was attached a copy of the Arrangement relating to the issue of identity certificates to Russian and Armenian refugees drawn up by the Inter-Governmental Conference held from May 10th to 12th, 1926 (document C. 327. 1926).

In the Council's resolution of September 28th, 1925, the objects of this Conference were defined as being:

“ . . . to find means to improve the system of identity certificates for refugees, and, subject to the approval of the Governing Body, to create and administer the revolving fund provided for in paragraph 4 of the Assembly's resolution. ”

The report to the Council by the High Commissioner shows that the work of the Conference, as laid down by the Council, has been carried out. At the present stage it seems sufficient that the Council, without discussing the substance of the Arrangement drawn up by the Conference, should accept the recommendations of the High Commissioner designed to ensure consideration at the next session of the Assembly of the measures adopted by the various Governments to execute the resolutions of the Conference.

I therefore propose the following resolution:

“ The Council:

“ Having noted the report of the High Commissioner of the League of Nations for Refugees and the Arrangement annexed thereto concluded by the Inter-Governmental Conference of May 10th to 12th on refugee questions;

“ (1) Instructs the Secretary-General to forward the report of the High Commissioner and the Arrangement to all States invited to attend the Inter-Governmental Conference of May 10th to 12th for their favourable consideration;

“ (2) Invites the Members of the League to authorise their delegations at the next session of the Assembly to acquaint the Assembly with the measures which may have been taken in their territories to give effect to the terms of the Arrangement;

“ (3) Decides to place the question on the supplementary list of items of the agenda of the seventh ordinary session of the Assembly to be communicated to the Members of the League, in accordance with paragraph 3 of Rule 4 of the Rules of Procedure of the Assembly. ”

ANNEX 5b

A. 44. 1926.

ARMENIAN AND RUSSIAN REFUGEES

CONTENTS.

	Page
Report to the Seventh Ordinary Session of the Assembly by Dr. Nansen, High Commissioner of the League of Nations for Refugees . . . . .	107
<i>Appendices:</i>	
I. Memorandum submitted by Dr. Nansen, High Commissioner of the League of Nations for Refugees, to the Inter-Governmental Conference on Refugee Questions (Geneva, May 10th and 11th, 1926) . . . . .	109
II. Arrangement relating to the Issue of Identity Certificates to Russian and Armenian Refugees, supplementing and amending the previous Arrangements dated July 5th, 1922, and May 31st, 1924. . . . .	128
III. Memorandum by the Director of the International Labour Office on the Work of the Refugee Service . . . . .	129
IV. Estimates for 1927 for the Work on behalf of Russian and Armenian Refugees . . .	139

REPORT TO THE SEVENTH ORDINARY SESSION OF THE ASSEMBLY BY THE  
HIGH COMMISSIONER OF THE LEAGUE OF NATIONS.

Before acquainting the Assembly with the steps taken to give effect to the resolutions on refugee questions adopted by the Assembly during its sixth ordinary session, I ought perhaps to recall that, by a recommendation of the Assembly during its fifth ordinary session, subsequently endorsed by the Council and by the Governing Body of the International Labour Office, the technical aspects of the work on behalf of the Armenian and Russian refugees were transferred to the International Labour Office, on the understanding that I should continue to deal with such questions, particularly those of a political character, as might not fall entirely within the sphere of the International Labour Office.

The resolutions adopted by the Assembly at its sixth ordinary session were in the following terms:

“ The Assembly:

“ 1. Having read with great interest the report of the Refugee Service of the International Labour Office on the work accomplished for the refugees during the first seven months of 1925, indicating the possibility of developing on an extensive scale the placing of refugee workers in employment in various parts of the world:

• “ Wishes to record its deep gratitude to the Governments which have afforded their valuable co-operation in this connection by means of financial contributions, the collaboration of their technical services or by visa and transport facilities;

“ Expresses its great appreciation of the work accomplished by the Refugee Service of the International Labour Office in co-operation with Dr. Nansen, and notes the urgent necessity of finding employment for Armenian refugees living in Greece.

“ 2. Taking note of the proposals in the report for the continuation and extension of the Refugee Service, and, in particular, of the statement that an additional sum of 100,000 Swiss francs is required for the establishment of two additional agencies of that Service in South America, while recognising that it is an entirely temporary service:

• “ Recommends the Assembly to include in the budget of the International Labour Office for 1926 the sum of 303,000 Swiss francs for the Refugee Service.

“ 3. In view of the fact that the Governing Body of the International Labour Office has not yet had an opportunity of examining these proposals:

• “ Recommends that the report should be submitted as soon as possible to the Governing Body for its consideration, and authorises the Council to enter into negotiations with the Governing Body, if necessary, for determining the measures by which effect can best be given to the report.

• “ 4. The Assembly urges the Council to arrange for the convocation of an Inter-Governmental Conference as soon as possible for the purpose of examining the suggestions put forward in the report for the creation and administration of a revolving fund of not less than £100,000 sterling, to assist the migration of Russian and Armenian refugees, and of effecting an improvement in the present systems of refugee identity certificates. ”

The Council referred these resolutions to the Governing Body of the International Labour Organisation, which, at its meeting on October 17th, 1925, took note of and approved them in so far as they related to the technical aspects of the refugee work.

With a view to giving effect to paragraph 4 of the resolution, the Council authorised me, as its High Commissioner for Refugees, to summon as soon as possible an Inter-Governmental Conference for the purpose of finding means to improve the systems of identity certificates for refugees, and of creating and administering the revolving fund of not less than £100,000 sterling to assist the migration of Russian and Armenian refugees.

With a view to giving effect to that request, a questionnaire was addressed in December 1925 to the Members of the League and to other interested Governments, inviting them to acquaint me, for the information of the proposed Conference, with certain statistics regarding the situation of the refugees on their territories.

The answers supplied by the various Governments constitute the most comprehensive information so far available regarding the Armenian and Russian refugee problems, and form part of the Memorandum submitted to the Conference as a basis for discussion which is annexed to this report (Appendix I).

Without recapitulating the details of that Memorandum, it is worthy of note that the identity certificate or refugee passport systems are now recognised by 46 Governments for Russian refugees and by 34 Governments for Armenian refugees, and that only a small proportion of the Governments were in a position to furnish either the total numbers of refugees or the numbers of unemployed refugees on their territories. The replies also disclosed that, although a comparatively large number of Governments had adopted the identity certificate systems in principle, only a small proportion of the refugees were enabled to take practical advantage of the refugee passports, and that, in general, the lack of uniformity connected with the application of the systems precluded the refugees from obtaining the benefits contemplated at the time of the adoption of the respective identity certificate arrangements.

Perhaps the most striking information disclosed by the Government replies was the fact that the presence of the Armenian and Russian refugees in Bulgaria, Estonia, Finland, Greece, Latvia, Poland, the Kingdom of the Serbs, Croats and Slovenes, Switzerland and Czechoslovakia alone involved the Governments of those countries in a total annual expenditure of 20,000,000 gold francs.

The Inter-Governmental Conference met in Geneva from May 10th to 12th and was attended by delegates from the following twenty-five countries:

• Austria	France	Norway
• Belgium	Finland	Poland
Bulgaria	Germany	Roumania
Canada	Great Britain	Kingdom of the Serbs, Croats and Slovenes
China	Greece	South Africa
Cuba	Hungary	Sweden
Czechoslovakia	India	Switzerland
Denmark	Irish Free State	
Estonia	Latvia	

The Conference recognised the necessity:

1. Of regularising the systems of identity certificates for Russian and Armenian refugees;
2. Of determining in a more accurate and complete manner the number and situation of Russian and Armenian refugees in the various countries;
3. Of creating a revolving fund to provide for the cost of the transportation and settlement of refugees.

With those objects in view, it adopted unanimously the annexed Arrangement (Appendix II), which includes a number of important recommendations calculated to advance the solution of the refugee problems, notably in regard to the definition of persons entitled to the refugee identity certificates; the return of refugees to countries from which they emigrate; the free issue of identity certificates, entry, exit and transit visas to indigent refugees; transport facilities; inclusion of children on their parents' identity certificates; the general application of the identity certificate systems; and to the creation of the revolving fund by means of the issue by the High Commissioner of a stamp of the value of five gold francs to be purchased yearly by every self-supporting refugee, as a preliminary to the issue to him of an identity certificate, identity card or a *permis de séjour*. Governments were also recommended to supplement the revolving fund by means of special contributions for specific transfers of refugees.

Finally, the Conference expressed the wish that the Government representatives at the next Assembly should be enabled to report on the measures taken to give effect to the terms of the Arrangement.

This Arrangement has already been signed by the representatives of the following twenty-two countries:

Austria	France	Poland
• Belgium	Germany	Roumania
Bulgaria	Great Britain	Kingdom of the Serbs, Croats and Slovenes
Canada	Greece	South Africa
Cuba	Hungary	Sweden
Denmark	India	Switzerland
Estonia	Latvia	
Finland	Norway	

It will be recognised that, in spite of the difficulties which had to be faced in connection with the raising of the necessary funds for the final settlement of the refugees, the Inter-Governmental Conference has evolved a practical interpretation of the recommendations made by the Assembly and endorsed by the Council and by the Governing Body of the International Labour Organisation.

It is believed that the application of this Arrangement will confer not only obvious benefits on large numbers of refugees, estimated at more than one million, but also on the countries for whom the unemployed refugees represent a heavy expense, and on the immigration countries anxious to increase their productive populations, and will, moreover, constitute a very important step towards the constructive solution of the refugee problems.

The Council, at its Fortieth Session on June 10th, had under consideration the Arrangement adopted by the Conference and passed the following resolution thereon:

“ The Council:

“ Having noted the report of the High Commissioner of the League of Nations for Refugees and the Arrangement annexed thereto concluded by the Inter-Governmental Conference of May 10th to 12th on refugee questions;

“ 1. Instructs the Secretary-General to forward the report of the High Commissioner and the Arrangement to all States invited to attend the Inter-Governmental Conference of May 10th to 12th for their favourable consideration;

“ 2. Invites the Members of the League to authorise their delegations at the next ordinary session of the Assembly to acquaint the Assembly with the measures which may have been taken in their territories to give effect to the terms of the Arrangement;

" 3. Decides to place the question on the supplementary list of items of the agenda of the seventh ordinary session of the Assembly to be communicated to the Members of the League, in accordance with paragraph 3 of Rule 4 of the Rules of Procedure of the Assembly."

The Luxemburg and Swiss Governments have already notified their formal adhesion to this Arrangement, and the French Government has taken steps for the issue of the five-franc stamps to all self-supporting Armenian and Russian refugees in France. I am particularly grateful to the Swiss Government for the helpful spirit in which it has interpreted the recommendations of the Conference by purchasing outright 860 stamps for issue to refugees in Switzerland.

The report submitted to the Assembly by the International Labour Office on the work of the Refugee Service indicates that the efforts of that Service, especially for the transfer of refugees to employment overseas, are most seriously circumscribed by the absence of the requisite funds for transport, let alone settlement expenses. The Assembly will, I feel persuaded, have no hesitation in endorsing the view of the Conference that the sum requested bears favourable comparison not only with the annual sums being expended by Governments in this connection but with the funds usually required for the solution of problems of this nature. I venture, therefore, to make an urgent appeal to the Governments signatory to the Arrangement of May 1926 to communicate their ratifications at the earliest possible moment and thus enable the International Labour Office to take advantage of the undoubted opportunities existing for the transfer of refugees to employment in Europe and overseas. Without sufficient funds, the solution of the refugee problem will be indefinitely retarded; but, if the Governments act on the resolutions adopted by the Conference, there is a good prospect of an end being reached in a reasonably short space of time.

The Assembly may deem the moment opportune to consider what steps should be taken for the administration of the funds derived from the issue of the passport stamps. In the report submitted to the Assembly at its sixth ordinary session by the International Labour Office, it was suggested that, in view of the close association established between the League and the International Labour Office for the prosecution of the work on behalf of the refugees, the administration of the funds so obtained should be shared by those two bodies by means of co-trustees appointed by the Council and by the Governing Body of the Office. I personally welcomed the suggestion, as I did not feel able to assume the sole responsibility for the administration of a fund of such increased dimensions. The Assembly may therefore consider it desirable to invite the Governing Body of the International Labour Office to nominate a co-trustee with me for the administration of those funds.

There is one other point connected with refugee passports regarding which I should like to enlist the sympathy of the Assembly. In many countries a serious discrimination is made against the issue of entry or transit visas to refugees as compared with the bearers of other passports. This discrimination constitutes a very great handicap to the Refugee Service in its efforts to place refugees in employment, and in other ways imposes very serious hardships on refugees who desire to travel from one country to another in pursuit of their livelihood or for health or family reasons. I realise only too well that Governments find it necessary to scrutinise closely, on political or economic grounds, the applications for entry visas made to them by foreign subjects, but I would beg them, where satisfactory guarantees of that nature are forthcoming, to consider applications from refugees on at least as favourable a footing as applications from the holders of national passports. If the Assembly could find it possible to urge Governments to afford their benevolent support to recommendations to that end emanating from the High Commissioner or the International Labour Office, it would facilitate enormously the execution of the work for the settlement of the refugees.

R/I.G.C. 5. 1926.

#### Appendix I.

MEMORANDUM SUBMITTED BY DR. NANSEN, HIGH COMMISSIONER OF THE LEAGUE OF NATIONS FOR REFUGEES, TO THE INTER-GOVERNMENTAL CONFERENCE ON REFUGEE QUESTIONS HELD AT GENEVA, MAY 10TH AND 11TH, 1926.

On December 24th, 1925, a questionnaire was addressed to the Members of the League and to other interested Governments in conformity with a resolution passed by the Assembly of the League at its sixth ordinary session and adopted by the Council on September 28th, 1925 (see page 116).

Before summarising the various replies received to the questionnaire, it might perhaps be convenient to give a brief historical summary of the events which led up to the important decision arrived at by the Assembly and the Council.

During the three years following the Russian Revolution, a large number of Russians found it impossible for political reasons to return to their country. Their number was increased in 1920 by 200,000 as a result of the evacuation of the Denikin and Wrangel armies from the South of Russia. It was estimated that, at the beginning of 1921, there were no fewer than 785,000 Russian refugees

in Europe alone, without taking into consideration the very large number of refugees in the Far East. The largest percentage of those refugees, who were for the most part destitute, were concentrated by force of circumstances in the States bordering on Russia, in Constantinople and in the Balkans, and their presence demanded heavy financial sacrifices from the countries concerned. Most generous aid was afforded by the various important private relief organisations, but it soon became evident that, just as the problem was largely due to international action, it was incapable of solution by disconnected national measures and demanded concerted international action.

It was in these circumstances that the Council of the League in June 1921, after having under careful consideration the letters addressed to it by interested Governments and a report of the French delegate, M. Hanotaux, on the subject, decided to appoint a High Commissioner whose task should be to liquidate the problem of the refugees by co-ordinating the efforts and good will of the various Governments. In that report, which was adopted by the Council, it was emphasised that the Belgian, French, Czechoslovak and Swiss Governments advocated the formation of a central organisation, under the auspices of the League, specially entrusted with the investigation and execution of comprehensive schemes for the solution of the problem. It was, moreover, underlined that the High Commissioner's task would be to define the legal status of the refugees and to organise their allocation to the various countries capable of receiving them, and that, the Russian refugee problem being not merely a political, social and humanitarian question but mainly a financial problem, the required permanent organisation would need not only administrative expenses but, above all, funds estimated at 200 million French francs for the carrying out of its far-reaching and costly operations. Various means were then suggested for the purpose of providing the High Commissioner with the necessary funds for the fulfilment of his task.

Owing, however, to the urgency of events, it was found necessary to appoint the High Commissioner before the measures contemplated for placing funds at his disposal were fully explored, and, as a matter of fact, apart from small administrative expenses and a special fund placed at his disposal by the British Government for the settlement of certain refugees for whom that Government had assumed responsibility, the High Commissioner received only £30,000 in all for the execution of his plans. This sum, of which one-half was subscribed by Members of the League, the other half being made available by the American Red Cross, was raised for the emergency relief of the Russian refugees in Constantinople. Thanks, however, to a saving effected on the fund made available by the British Government, the High Commissioner was able to create the nucleus of a revolving fund with which, by careful administration, it has been possible to enable many thousands of unemployed destitute refugees to become self-supporting. Details of these efforts have appeared in reports to successive Assemblies, but, to cite one instance alone, it may be mentioned that, of the 40,000 Russian refugees who constituted the problem which at one time caused serious anxiety to the Allied representatives at Constantinople, only 4,000 now remain, the rest having been transferred to employment in no fewer than forty-five different countries.

One of the first and chief difficulties with which the High Commissioner had to contend was the fact that, for the most part, the refugees either possessed no passports at all or held documents of the former Russian regime, which were rapidly becoming obsolete as a result of the recognition of the Soviet Government by the Governments of other countries. For this reason, the major portion of the Russian refugees were immobilised in countries totally unable to absorb them into their economic lives.

It was to remedy this state of affairs that the High Commissioner convened a Conference of the representatives of the interested Governments in July 1922, which adopted a proposed model Identity Certificate and Arrangement, designed to enable refugees to travel more freely in pursuance of their occupations or in search of employment. A similar Identity Certificate and Arrangement for Armenian refugees was subsequently submitted to interested Governments by the High Commissioner on May 31st, 1924. Sub-Appendix I to this Memorandum indicates the extent to which these systems have been put into operation by forty-four Governments for Russian refugees and by thirty-one Governments for Armenian refugees. When it is borne in mind that these plans were in the nature of an international experiment, it must be admitted that the success they have achieved is exceedingly gratifying. It was, however, inevitable that practical experience of the application of these systems should disclose defects which could not possibly be anticipated, and it was in the light of that experience that the International Labour Office, in its report on Refugee Questions to the Assembly at its sixth ordinary session, emphasised the following points:

*" Identity Certificates.*

" In order to arrive at a satisfactory solution of the refugee problem, it is not only necessary to have the requisite machinery for finding employment but also that the system of identity certificates should be generally recognised and applied. An identity certificate is indispensable as a travelling document for every unemployed refugee for whom the Office secures employment in another country; it is, moreover, an important legal instrument for the refugees who may be more or less established in the various countries, and constitutes, furthermore, a strong incentive to refugees to exercise their own initiative for the purpose of travelling to other countries where employment may be available.

" For these reasons, the Office has considered it desirable to secure the widest possible recognition of the identity certificate system, and it is gratifying to record that no fewer than forty Governments and twenty-seven Governments have recognised the Russian Refugee and the Armenian Refugee Identity Certificate Systems respectively.

" Although these systems have secured such wide recognition, it must be admitted that the measure of their practical application, in many countries, falls far short of the standard necessary to confer on the refugees the benefits contemplated when these systems were

recommended. Some countries have experienced difficulties in harmonising engagements entered into by treaties with the Soviet Government with the provisions of the Russian Refugee Identity Certificate Arrangement, other Governments have encountered administrative difficulties in connection with the issue of the certificates, and in other cases Governments have been considerably embarrassed by their inability to distinguish between the applications of *bona-fide* refugees and those of persons who, although entitled to the certificates, have succeeded in securing their issue for irregular purposes. The state of uncertainty thus engendered has produced the inevitable reaction on the part of the immigration countries, which consequently regard holders of the identity certificates with a certain amount of apprehension.

"These difficulties have been overcome to a marked degree in Austria, Bulgaria and Greece, where arrangements have been made for the issue of identity certificates only on recommendations of the local delegate of the Office, a preliminary to such recommendations being the investigation for each application by the delegate in consultation with the local Refugee Advisory Committee. This arrangement is, as a matter of fact, a logical development of certain proposals made by the various Inter-Governmental Conferences on the question of passports for the refugees held in 1921, when it was suggested that, in order to protect the system and the Governments against abuse, the identity certificates should be issued, in those countries where the central Government did not possess the necessary authority, on the recommendation of the delegates of the High Commission, in consultation with the refugee organisations.

"There are other indications that the system is not being operated with that uniformity essential to its efficient application. For example, there is no regular scale of fees for the issue of the certificates or for entry and transit visas. The charges for transit visas, for instance, range from zero in some countries to the equivalent of 52 Swiss francs in others.

"Finally, the Office has encountered a further difficulty connected with the application of the existing arrangements. As a result of negotiations, certain important immigration countries have expressed their willingness in principle to consider the reception of suitable refugees. In most cases, however, these countries stipulated that, in case of need, they should be enabled to exercise their immigration laws, which contemplate the return to the country of origin of emigrants who may prove to be undesirable. The identity certificate systems, however, provide that refugees shall not be allowed to return to the country of origin except by special permission, which is only accorded in very exceptional cases. As a result of representations made by the Office, the German and Greek Governments have, with considerable foresight, agreed to accept the return of undesirable refugees, and in this way have made it possible for the Office to negotiate with the Canadian Government for the settlement of suitable refugees from those territories.

"It is hoped that other Governments anxious to secure the emigration of refugees will find it possible to agree to a similar arrangement."

The foregoing observations are not intended in any way to discredit the existing arrangements for identity certificates, but to indicate points on which experience suggests that improvements might be effected by means of an international exchange of views.

The resolution quoted at the beginning of this Memorandum indicates the importance attached by the Assembly at its sixth ordinary session and by the Council to an amelioration of these systems.

Sub-Appendix 2 contains a résumé of the replies received from 18 Governments to the Questionnaire issued by the High Commissioner towards the end of last year. It would appear from these replies that a general desire exists for the improvement of the existing systems. In reply to the suggestion that, for a number of practical reasons, it would be desirable to call these documents passports, 12 Governments reply in the affirmative and six make reservations on the ground of possible misunderstandings.

Only 11 Governments are in a position to afford information regarding the numbers of refugees in their territories, and no more than six have found it possible to furnish figures regarding the numbers of unemployed refugees able to work. These returns have been supplemented by information from delegates of the Refugee Service of the International Labour Office or from other reliable sources, and indicate that the figures submitted to the Assembly at its sixth ordinary session are substantially correct. This state of affairs might perhaps be considered to constitute a strong argument in favour of the universal application of the passport system, which would enable accurate refugee statistics to be kept. As a matter of fact, the replies from 14 Governments show that approximately only 155,000 of these certificates have been issued, though doubtless this number is liable to considerable increase by the figures relating to France and Germany.

As regards the proposed definition of persons entitled to refugee passports, no very marked divergence of views appears to exist regarding the principle underlying the proposal.

The proposal contained in Question No. 9 possesses three principal advantages: firstly, it would secure the provision to all refugees of a uniform identity document; secondly, it would enable accurate records to be kept of the refugees; thirdly, it would provide a solid basis for the creation of the Revolving Fund. Certain Governments have already recognised the advantages accruing to this arrangement, and it is to be hoped that the Conference will find it possible to recommend its universal adoption.

Certain immigration countries hesitate to receive refugees in the absence of any agreement as to the possible return of these refugees to the country from which they emigrate. A number of countries have already put the suggestion into force contained in Question No. 10, and have thus facilitated the evacuation of refugees from their territories, and the majority of the replies are in favour of this arrangement.

There would appear to be almost general agreement to the inclusion of children in parents' passports, provided the facility is limited to persons under 15 years of age.

All the Government replies, with the exception of that of Germany, agree to the adoption of a uniform type and colour of passport, the Belgian Government suggesting light green as the appropriate colour.

No uniform procedure appears to have been adopted for the cancellation of refugee passports when the holders have acquired national passports. The Conference may, therefore, consider it desirable to make concrete recommendations in this connection, with a view to avoiding abuse of the refugee passports.

It was with a similar object in view that the recommendation made at a previous Assembly by the delegation of the Kingdom of the Serbs, Croats and Slovenes, for the appointment of National Refugee Committees, was revived. It was thought that such committees might perform useful functions by advising the Government authorities on the merits of applications made to them for passports. The replies to this proposal are, however, largely negative.

Some important information is furnished in the replies to questions Nos. 15 and 16, relative to the fees charged for the issue of passports, *permis de séjour* and visas. The principle of the issue of free passports and visas to destitute refugees appears to be almost generally accepted, but the question of uniform tariffs for the refugees calls for the earnest consideration of the Conference.

As regards transport facilities, many Governments have in the past afforded very generous terms to refugees proceeding to employment found for them by the International Labour Office, and many of the replies to question No. 17 indicate the willingness of other Governments to consider favourably applications of this kind. The Conference will recall that recommendations in this connection have formed the subject of several resolutions of the Council of the League in the past, and may like to consider to what extent they are able to endorse them in view of the urgent necessity of facilitating the movement of refugees from certain countries.

Passport and emigration questions are, however, closely interlocked. Having provided the refugees with a legal instrument on which they could travel, the next important step towards a final solution of the refugee problem was to organise systematic means for their transfer to countries willing to offer them employment. It was in pursuance of this policy that the High Commissioner recommended the Assembly of the League at its fifth ordinary session to transfer the technical work connected with the emigration and the placing of the refugees to the International Labour Office, which had closely co-operated in this work since the inception of the High Commission.

The report submitted by the International Labour Office to the Assembly at its sixth ordinary session estimated that, of a total number of one million Armenian and Russian refugees, about 200,000 were unemployed, though able to work. It emphasised that, with the exception of France, which had continued to offer employment to some thousands of refugees, no country in Europe was able to receive them. On the other hand, many countries, such as Bulgaria, Estonia, Germany, Greece and Poland, were so embarrassed by their own employment problems that, in spite of the sympathy with which they viewed the refugees, they were forced to require them to give place to their unemployed nationals.

It was in these circumstances that the Office turned its attention to the immigration countries of the American Continent and, in particular, to certain South American countries. A mission sent to that part of the world in the spring of 1925 confirmed the impression that a full exploitation of the many opportunities of employment would enable the settlement of the greater number of unemployed refugees. The mission emphasised, however, that the success of such an effort would depend, first, on sufficient funds being made available for the transport and settlement of the refugees, and, secondly, on the existence of an organisation competent to direct the operations on the spot.

Such then was the state of affairs which convinced the Assembly at its sixth ordinary session of the necessity of developing to the full the efforts in favour of the refugees, by the provision of adequate funds for the opening of delegations of the Refugee Service in Buenos Aires and in Rio de Janeiro.

From the first reports received from those delegations, it is reasonable to entertain the hope that, by systematic investigation, possibilities will be disclosed for the transfer of considerable numbers of refugees to South American countries which are anxious, on the one hand, to extend their immigration programmes and, on the other hand, appear to be favourably impressed by the work of the Advisory Committees attached to the delegates of the International Labour Office for the careful selection of suitable emigrants. The Argentine Government, for instance, has now agreed to recognise the Russian refugee passports and has instructed its Consuls in Bulgaria, China, Czechoslovakia, Germany, Poland, Kingdom of the Serbs, Croats and Slovenes and Turkey to issue visas on these passports on production of recommendations from the delegates of the International Labour Office. Small convoys of refugees have already arrived in Paraguay, and it is understood that the Government is disposed to receive larger numbers of suitable refugees if provision can be made for the advance of their transport expenses. The Government of Rio de Janeiro has also intimated its willingness to receive, by way of experiment, 200 agricultural families. In addition, the Canadian Government has now included suitable Russian refugees in its category of approved immigrants, and a convoy of 50 agricultural families is at present under way to Canada from Manchuria. Moreover, proposals have been received from the French *Office de la Main d'œuvre agricole* for the establishment of refugee families in France as *métayers*, and the question of the co-operation of the Refugee Service in the settlement of from 6,000 to 7,000 destitute Armenian refugee agricultural families in Syria is under examination.

The foregoing possibilities permit an idea of the substantial progress which could be made if the existing small revolving fund could be supplemented in accordance with the resolution of the Assembly at its sixth ordinary session.

The answers to Question No. 3 quoted in Sub-Appendix 2 indicate the acuteness of the problem of the unemployed refugees in the Baltic States, Bulgaria, Constantinople, Germany, Poland and Syria, countries, for the most part, already greatly preoccupied with their own unemployment problems. Indeed, the situation of the refugees in Bulgaria and Constantinople is well-nigh desperate — in the latter country as a result of recent legislation against the employment of foreign workers, and in the former by reason of the presence of over 120,000 unemployed Bulgarian refugees. An urgent appeal has been addressed recently to the International Labour Office by the Bulgarian Government for its active co-operation for the solution of this problem, which threatens the destruction of the social and economic fabric of the country.

The replies to Question No. 7 in Sub-Appendix 2 afford at once a further striking proof of the magnitude of the refugee problems in many countries, as well as of the heavy charges they constitute for the Governments concerned. As a matter of fact, the presence of the refugees in Bulgaria, Estonia, Finland, Greece, Latvia, Poland, Kingdom of the Serbs, Croats and Slovenes, Switzerland and Czechoslovakia alone involve those Governments in a total annual expenditure of over twenty million gold francs.

Compared with this enormous expenditure and with the sum of 200 million French francs regarded in 1921 as necessary for the solution of the Russian refugee problem alone, it is estimated, in the light of past experience and careful investigation, that with a revolving fund of £100,000, or of 2,500,000 gold francs, active measures could be prosecuted which would result in a progressive liquidation of a substantial proportion of the liabilities at present assumed by the Governments.

It is believed that this sum could be realised by means of the proposed uniform tax of 10 gold francs per annum on passports issued to self-supporting refugees, one-half of this tax being retained by the Governments issuing the passports and the other half being paid to the revolving fund. The Memorandum by the Central Russian Committee representing Russian refugees in 18 European countries indicates that the refugees would agree to such taxation. If this proposal is adopted, delay must necessarily occur before the requisite funds could be raised, and it is suggested for the consideration of the Conference whether a recommendation could not be made to interested Governments to make a temporary advance on account of such contributions pending the collection of the passport taxes.

As an example of the saving which can be effected in connection with the liquidation of refugee problems by means of carefully co-ordinated international action, it may be recalled that the Russian refugees who were formerly a charge on the British Government in the Kingdom of the Serbs, Croats and Slovenes, Cyprus, Egypt and Malta, and who cost that Government over £250,000 in 1921, were finally settled by the High Commissioner for a total capital expenditure of about £80,000.

Finally, the Conference will probably consider that the recommendations summarised in pages 12 and 13 of the above-mentioned Memorandum of the Central Russian Refugee Committee merit their serious consideration, in view of the special experience in Russian refugee matters acquired by the members of that Committee as a result of their close daily contact with the refugees in many countries.

#### Sub-Appendix 1.

The following Governments have adopted or recognised the Identity Certificate Systems for (a) Russian refugees, in conformity with the Resolutions of the Governmental Conference of July 3rd to 5th, 1922; and for (b) Armenian refugees, in conformity with the plan submitted by Dr. Nansen, High Commissioner for Refugees, on May 31st, 1924, for the approval of interested Governments.



Government	Date of adoption or recognition of system for		Total number of		Number of certificates issued to		Observations
	Russian refugees	Armenian refugees	Russian refugees <sup>1</sup>	Armenian refugees	Russian refugees	Armenian refugees	
Albania . . . Argentina . . .	Mar. 21, 1923 Mar. 8, 1926	Aug. 30, 1924					<p>The Argentine Consuls in Bulgaria, China, Czechoslovakia, Germany, Poland, Turkey and the Kingdom of the Serbs, Croats and Slovenes are authorised to issue visas to holders of identity certificates who present certificates from the delegates of the International Labour Office stating that they fulfil certain qualifications. •</p> <p>Accepts the principle of return of Russian and Armenian refugees to Belgium.</p> <p>Recognises identity certificates on condition that they contain the finger-prints of the bearer.</p> <p>Reserves the right to insist that finger-prints should be placed on identity certificates which it may issue to Russian refugees, and that they should be placed on certificates issued by other Governments in the event of the bearers applying for a Chilean visa.</p> <p>Does not issue identity certificates to Russian and Armenian refugees but recognises those issued by other Governments.</p> <p>The acceptance of the Russian and Armenian identity certificate scheme covers Great Britain and Northern Ireland, the British Colonies not possessing responsible Government, and protectorates.</p> <p>The Greek Government accepts the principle of the return of Armenian refugees to Greek territory.</p> <p>Identity certificates are issued only to those refugees who are able to prove that they are obliged to leave Italy.</p>
Austria . . . Australia . . . Belgium . . .	Dec. 20, 1922 June 9, 1923 June 16, 1925	Sept. 11, 1924 Feb. 19, 1925 June 16, 1925	2,465	250-270	1,030		
Bolivia . . . Bulgaria . . .	Sept. 28, 1922 Nov. 29, 1922	July 23, 1924	28,340	20,000	6,500 (1923-25)		
Brazil . . . . .	Dec. 2, 1925	Dec. 2, 1925					
China . . . . . Chile . . . . .	Nov. 29, 1923 July 9, 1923		76,000				
Czechoslovakia	Dec. 11, 1922	Aug. 30, 1924	30,000	200	30,000 (identity cards)	200	
Danzig . . . . . Denmark . . . . .	Aug. 1, 1924 Aug. 1, 1923	Jan. 31, 1925	300		286 (1925)		
Estonia . . . . . France . . . . . Finland . . . . . Great Britain	July 17, 1922 Sept. 4, 1922 Aug. 11, 1922 Sept. 7, 1922	Aug. 13, 1924 Aug. 28, 1924	19,000 400,000 14,314 40 (in Cyprus)	2,500	800		
Germany . . . . . Greece . . . . .	Dec. 25, 1922 Sept. 15, 1922	Oct. 8, 1924	400,000	45,000			
Guatemala . . . Hungary . . . . . Italy . . . . .	Dec. 12, 1922 Aug. 31, 1923 Dec. 15, 1922	Aug. 20, 1925 Sept. 4, 1924	5,294	15	3,011	4	

<sup>1</sup> See answers to Question No. 2 in Sub-Appendix 2.

Government	Date of adoption or recognition of system for		Total number of		Number of certificates issued to		Observations
	Russian refugees	Armenian refugees	Russian refugees <sup>1</sup>	Armenian refugees	Russian refugees	Armenian refugees	
India . . . . .	Apr. 16, 1925	Aug. 7, 1924					<p>Certificates not issued for Armenian refugees owing to small number in Luxemburg, but those delivered by other Governments are recognised for purposes of visa.</p> <p>Recognises identity certificates issued to Russian refugees for the purpose of receiving Mexican visas.</p> <p>The issue of identity certificates to Russian refugees has been discontinued temporarily owing to the refusal of certain consuls in Roumania to visa these documents.</p> <p>There are no Russian refugees in South Africa, but identity certificates for Russian refugees issued by other Governments are recognised.</p> <p>Certificates are not issued for Armenian refugees owing to small number in Siam, but those delivered by other Governments are recognised for purposes of visa.</p> <p>Certificates are not issued for Armenian refugees owing to small number in Sweden, but those delivered by other Governments are recognised for purposes of Swedish visa.</p> <p>The Turkish Government issues to Russian refugees in Turkey a document which coincides in all essentials with the Russian refugee identity certificate.</p> <p>Certificates not issued, but those delivered by other Governments recognised for purposes of American visa.</p>
Japan . . . . .	June 25, 1923	Apr. 1, 1925					
Kingdom of the Serbs, Croats and Slovenes	Dec 18, 1922	Sept. 9, 1924	38,000		37,500		
Liberia . . . . .		July 15, 1924					
Latvia . . . . .	Sept. 18, 1922	Sept. 1, 1924	33,544		33,544		
Lithuania . . . . .	Jan. 12, 1923	June 22, 1925	7,644				
Luxemburg . . . . .	Mar. 9, 1923						
Mexico . . . . .	June 5, 1923						
Netherlands . . . . .	Jan. 1, 1923						
Norway . . . . .	Oct. 31, 1922	Sept. 24, 1924					
New Zealand . . . . .	Oct. 19, 1923	Aug. 22, 1924					
Poland . . . . .	Aug. 10, 1923		60,800	1,000	4,600 (1925)		
Portugal . . . . .	July 30, 1923	Feb. 4, 1926					
Roumania . . . . .	Sept. 29, 1922	Apr. 11, 1925					
Saar . . . . .	Apr. 1, 1926	Jan. 5, 1925					
South Africa . . . . .	Oct. 13, 1922	Oct. 15, 1924					
Siam . . . . .	Oct. 17, 1922	Aug. 24, 1924					
Sweden . . . . .	May 1, 1924	Jan. 1, 1926	1,000		200-300	200-300	
Switzerland . . . . .	Oct. 17, 1922	Jan. 1, 1925	2,268	200-250	900	41	
Spain . . . . .	July 4, 1922						
Turkey . . . . .	Jan. 29, 1924		5,000	5,000			
Uruguay . . . . .	Aug. 22, 1924	Apr. 30, 1925					
United States of America	Aug. 5, 1924	Aug. 5, 1924					

<sup>1</sup> See answers to Question No. 2 in Sub-Appendix 2.

Sub-Appendix 2.

RÉSUMÉ OF REPLIES FROM THE GOVERNMENTS TO THE QUESTIONNAIRE NO. RR. 401/001/I, SENT BY DR. F. NANSSEN, HIGH COMMISSIONER FOR REFUGEES, ON DECEMBER 24TH, 1925.

I. *Name of Identity Document issued to Refugees.*

The identity certificates are commonly referred to as "Nansen passports", and for a number of practical reasons it would be desirable for them to be regarded as passports.

QUESTION 1.

Would you agree to substitute the word "passport" for the word "identity certificate"?

To avoid any misunderstanding, the word "passport" will be exclusively used in the questions set forth below. It is of course understood that the use of this term is without prejudice to any decision which the Conference may take upon the above-mentioned question.

*Replies.*

**Austria.** — Yes, provided that, in order to avoid any misunderstanding, the words "for refugees" are added to the word "passport".

**Belgium.** — Yes, provided a distinction is made between national and refugee passports.

**Bulgaria.** — Yes, provided this change of terms does not alter the provisions made in paragraphs 1 and 2 of the agreements of July 5th, 1922, and March 17th, 1925.

**Czechoslovakia.** — Yes.

**Denmark.** — The Government prefers to retain the term "identity certificate".

**Estonia.** — Inadvisable, for to describe refugee identity certificates as "passports" might give rise to a misunderstanding.

**Finland.** — Yes.

**France.** — The present denomination seems preferable, as it indicates the nature of the document and avoids confusion.

**Germany.** — Identity certificates are already considered in Germany as having the same value as passports. The object of the proposed change of terms is consequently already attained.

**Great Britain.** — Yes.

**Greece.** — Yes, provided the document shows whether the bearer is a Russian or Armenian refugee, in order to maintain the distinction between these two categories.

**Hungary.** — Yes.

**India.** — The present denomination seems preferable, in order to avoid possible confusion with national passports.

**Iraq and Palestine.** — The present denomination seems preferable.

**Italy.** — It would seem preferable to maintain the present denomination, to which might be added the words "in lieu of passport" in order to avoid confusion.

**Japan.** — The Government desires to maintain, if possible, the present denomination of "identity certificate".

**Latvia.** — Yes, provided that, in order to avoid confusion, the term "passport" is added to the word "refugees".

**Netherlands.** — A change in the present denomination might provoke confusion. In any case, if the word passport is adopted, the words "for refugees" should be added.

**Norway.** — Yes.

**Poland.** — Yes, but the change should not be carried out until the stock of old identity certificates is exhausted.

**Kingdom of the Serbs, Croats and Slovenes.** — There is no need to alter the denomination at present in use.

**South Africa.** — Yes.

**Sweden.** — It would seem desirable to retain the term "identity certificate" in order to preserve a distinction between national passports and identity documents for refugees.

**Switzerland.** — The term "identity certificates" must be maintained in order to avoid confusion.

Replies to Questions 2 to 7 appear in Chapter II of the annexed Memorandum by the Director of the International Labour Office on the Work of the Refugee Service, page 130.

III. *Conditions governing the Issue of Passports and the Granting of Visas.*

QUESTION 8.

It would be desirable for the Conference to define the categories of persons entitled to passports.

Would you agree to the following practical definitions ?

*Russian* : Any person of Russian origin who does not enjoy the protection of the Government of the Union of Socialist Soviet Republics and who has not acquired any other nationality.

*Armenian* : Any person of Armenian origin, formerly a subject of the Ottoman Empire, who does not enjoy the protection of the Government of the Turkish Republic and who has not acquired any other nationality.

*Replies.*

**Austria.** — No objection.

**Belgium.** — The proposed definition is accepted with the following addition: " or who is unable to acquire another nationality under the Peace Treaties ", with a view to obviating abuse on the part of refugees who might acquire another nationality.

**Bulgaria.** — Yes.

**Czechoslovakia.** — It would be preferable to modify the proposed definition for Russian refugees as follows: " Any person who, before the Russian Bolshevist revolution, was a national of the former Russian Empire and who so far has not enjoyed the protection of the Government of the U.S.S.R. nor acquired any other nationality ".

Nothing need be added to the proposed definition for Armenian refugees.

**Denmark.** — No objections.

**Estonia.** — The proposed definition is already in force in Estonia.

**Finland.** — The extension of the provisions on the issue of identity certificates to all persons of Russian origin who have not acquired another nationality and do not enjoy the protection of the U.S.S.R. is not considered desirable, because it has happened that persons in the position of Russian refugees and without the protection of the U.S.S.R. work openly or secretly in support of the U.S.S.R.

The question of Armenians does not affect Finland, and therefore does not concern the Government.

**France.** — *Russian* : Any person of Russian nationality as from October 25th to November 7th, 1917, and who, since that date, has not acquired any other nationality, including the nationality of the U.S.S.R.

*Armenian.* — No objection.

**Germany.** — The proposed definition is accepted on condition that as regards Russians it covers only persons coming from the present territory of the U.S.S.R., thus formally excluding persons coming from the Russian Border States.

**Great Britain.** — The proposed definition for Russian refugees might be made in the following way: " Former subject of the Russian Empire who does not enjoy the protection of the Government of Soviet Russia, and who has not acquired another nationality ".

**Greece.** — Proposed modification: *Russian* : Any person formerly a subject of the Russian Empire, and for whom no passport of the U.S.S.R. has been issued.

*Armenian.* — Any person of Armenian origin who was formerly recognised by the Ottoman Empire as a Turkish subject, and who does not at present enjoy the protection of the Turkish Republic.

**Hungary.** — Yes.

**Iraq and Palestine.** — Yes.

**Italy.** — No objection. Perhaps for greater clearness it might be mentioned that both Russian and Armenian refugees not only do not enjoy the protection of the U.S.S.R. and the Turkish Republic respectively, but also are not considered as citizens by these States.

**Japan.** — Yes.

**Latvia.** — The Government would prefer the following more precise definition: " Any person formerly a subject of the Russian Empire, without any racial or religious distinction, who does not enjoy the protection of the Government of Soviet Russia, and who has not acquired another nationality ".

No objections can be raised to the definition of Armenian refugees.

**Netherlands.** — Yes.

**Norway.** — No objections.

**Poland.** — As the number of Armenians is insignificant, it is unnecessary to draw up special papers for them. Russian certificates are issued to them with appropriate modifications.

**Kingdom of the Serbs, Croats and Slovenes.** — No objections.

**South Africa.** — No objections.

**Sweden.** — No objections.

**Switzerland.** — The proposed definition is too wide. There are Russians who, without being subject to the Soviet Government, support it. The Swiss Government therefore proposes the following definition for Russian refugees: "Any non-Bolshevist person of Russian origin who has not acquired the nationality of the U.S.S.R. nor any other nationality".

For Armenian refugees the following definition is proposed: "Any person of Armenian origin formerly a subject of the Ottoman Empire, who is not a Bolshevist, has not been recognised as a national of the Turkish Republic and has not acquired any other nationality".

#### QUESTION 9.

In certain cases passports are only issued to refugees who wish to leave the country in which they find themselves. In other cases they are only granted to refugees who are able to prove that they entered the country before or after a certain date. The restrictions on the issue of passports give rise to difficulties which it would be desirable to remove so far as possible. In order to overcome these difficulties it has been suggested that every Russian or Armenian refugee should be compelled to take out a passport on which *permis de séjour*, entrance, exit and transit visas can be placed. Would you agree to the refugee passport systems being made general in this manner?     • • •

#### Replies.

**Austria.** — An identity certificate is issued to any refugee applying for it, but there is no reason for making this system general and compulsory, because refugees do not need a passport for a stay in Austria.

**Belgium.** — The Government grants identity certificates to Russian and Armenian refugees who held a *permis de séjour* (unlimited *visa de séjour*).

**Bulgaria.** — Yes, provided that the identity card issued to all foreigners is maintained.

**Czechoslovakia.** — No objections.

**Denmark.** — Any refugee may obtain an identity certificate, but there is no reason to make this compulsory.

**Estonia.** — A Nansen passport is issued for an unlimited period to any refugee who has been at least three months in the country. It is renewable and a visa of return may be obtained. The Government wishes to retain this system.

**Finland.** — The proposed generalisation seems useless and inadvisable, particularly on practical grounds. The Government will therefore not agree to it.

**France.** — The French authorities facilitate as much as possible the issue of identity certificates, but consider it necessary to retain their entire liberty of action.

**Germany.** — The Government cannot agree not to fix a date of arrival in Germany for refugees after which they are not entitled to an identity certificate. It is prepared, however, to consider certain relaxations.

**Great Britain.** — The Government does not see any necessity to generalise the system. The refugees are provided with an "alien's book" which is analogous to a "*permis de séjour*", just the same as other foreigners. Besides, any refugee desiring to travel may obtain an identity certificate.

**Greece.** — In accordance with the new legislation, all the refugees must be provided with identity certificates.

**Hungary.** — Yes.

**India.** — Yes.

**Iraq and Palestine.** — Yes, provided the proposed measure does not conflict with Iraq law.

**Italy.** — Yes, in principle. The practice at present in use does not take into consideration the date of entry of the refugee on Italian territory.

**Japan.** — The Government does not see the necessity for the proposed generalisation.

**Latvia.** — The proposed generalisation already exists in Latvia. However, it would not be applied to new refugees arriving unlawfully in the country.

**Netherlands.** — Yes.

**Norway.** — Yes.

**Poland.** — Yes.

**Kingdom of the Serbs, Croats and Slovenes.** — As the identity certificates are already issued to all Russian refugees, there is no necessity to alter the present system.

**South Africa.** — Yes. •

**Sweden.** — No objections.

• **Switzerland.** — The Government grants identity certificates to refugees on condition that they make a permanent stay in the country. The proposal to make certificates compulsory seems useless, since the refugees need the document only when travelling.

#### QUESTION 10.

The Governments of certain immigration countries hesitate to receive refugees in the absence of any agreement as to the possible return of these refugees to the country from which they come.

In view of the necessity for facilitating the free movement of refugees, would you accept the principle of the return of refugees?

#### *Replies.*

• **Austria.** — Yes, if the refugee is domiciled in Austria.

• **Belgium.** — Yes, in principle.

**Bulgaria.** — Yes, if other Governments adopt this principle and on condition that a special record is in each case made on the passport.

**Czechoslovakia.** — The right to return will be granted only to persons who leave the country lawfully. For entrance visas the present provisions will remain in force, each individual case being left to the discretion of the authorities.

**Denmark.** — The Government is reluctant to accept this proposal.

• **Estonia.** — Yes, except for transit refugees, those who have entered clandestinely or have been expelled.

**Finland.** — No.

**France.** — With regard to refugees in employment, their return is subject to the same regulations as their first admission. As far as the other category is concerned, no objection is made in principle to their return to France.

**Germany.** — Yes.

• **Great Britain.** — The majority of the identity certificates bear the clause regarding the return. However, the Government does not consider it desirable to generalise this practice and make a rule of it.

**Greece.** — In view of the large number of unemployed Greek refugees, the Government cannot accept the principle of the return of refugees. It would not be averse, however, to negotiating with the country concerned in case the return visa should facilitate the evacuation of the refugees.

**Hungary.** — Yes.

• **Italy.** — No objection is made in principle to the return of refugees residing in Italy and leaving the country temporarily. Exception is made, however, for persons who have been expelled.

**Japan.** — No reply.

**Latvia.** — No.

**Netherlands.** — Yes, provided the refugees are not undesirable.

• **Norway.** — Yes.

**Poland.** — This question can only be examined for each individual case.

**Kingdom of the Serbs, Croats and Slovenes.** — Yes, provided that the Government retain full liberty with regard to authorising the refugees' entry into the country.

**South Africa.** — Yes.

**Sweden.** — This question should be left to the discretion of each Government.

**Switzerland.** — In principle, yes.

QUESTION 11.

Would you agree to children and young persons under 18 years of age being inscribed on their parents' passports ?

*Replies.*

- Austria.** — Yes, for children under 15 years of age.
- Belgium.** — Yes, keeping the age-limit at 15 years.
- Bulgaria.** — Yes.
- Czechoslovakia.** — No, except for children under six years.
- Denmark.** — Yes, for children of under 15 years.
- Estonia.** — It is preferable to keep the age-limit at 14 years.
- Finland.** — This proposal might lead to difficulties, for certain States do not grant visas to children of over 15 years without a special passport.
- France.** — Yes, for children under 15 years of age.
- Germany.** — This proposal would mean an inconvenient change in the model identity certificate. Moreover, in accordance with the decisions of the 1920 Paris Conference, the age-limit should be kept at 15 years.
- Great Britain.** — No objections raised ; it would, however, be preferable to fix this limit at 16 years.
- Greece.** — Yes, for children under 15 years of age.
- Hungary.** — Yes.
- India.** — Yes, for children under 15 years of age.
- Italy.** — Yes, for children under 14 years of age.
- Japan.** — The Government desires to maintain the present system ; it would, however, not be altogether opposed to the system proposed.
- Latvia.** — The present limit in Latvia is 16 years.
- Netherlands.** — Any person of more than 13 years of age must be provided with a personal identity document. It does not seem desirable to change this regulation.
- Norway.** — Yes, for children of under 15 years.
- Poland.** — Yes, but only up to 16 years.
- Kingdom of the Serbs, Croats and Slovenes.** — Yes, provided the limit be reduced to 15 years.
- South Africa.** — Yes, keeping the age-limit under 16 years.
- Sweden.** — Yes.
- Switzerland.** — Yes, keeping the age-limit at 15 years.

QUESTION 12.

Would you agree to the issue of refugee passports of a uniform type and colour ?

*Replies.*

- Austria.** — Yes, provided they may be clearly distinguished from Austrian passports.
- Belgium.** — Yes. Proposed colour : light green.
- Bulgaria.** — Yes.
- Czechoslovakia.** — Yes.
- Denmark.** — Yes.
- Estonia.** — Yes.
- Finland.** — Yes.
- France.** — The identity certificates at present in use are drawn up according to the model proposed by the League of Nations.
- Germany.** — No.
- Great Britain.** — Yes.
- Greece.** — Yes.

**Hungary.** — Yes.

**Italy.** — Yes.

**Japan.** — Yes.

**Latvia.** — Yes, on condition that all possibility of confusion with the international model adopted in 1920 be avoided.

**Netherlands.** — Yes.

**Norway.** — Yes.

**Poland.** — Yes, after the existing stocks of identity certificates have been exhausted.

• **Kingdom of the Serbs, Croats and Slovenes.** — Yes.

**South Africa.** — Yes.

**Sweden.** — Yes.

**Switzerland.** — Yes, after the existing stocks of identity certificates have been exhausted.

### QUESTION 13.

What procedure should be followed for the cancellation of refugee passports when the holders have acquired a national passport?

#### *Replies.*

**Austria.** — If a refugee acquires Austrian nationality, the competent authorities call in any identity certificate he may hold before issuing his national passport. It is believed that the procedure adopted by the diplomatic and consular authorities of foreign States in Austria is similar when a refugee acquires the nationality of the State they represent.

• **Belgium.** — As identity certificates are valid only for three months, refugees who receive a national passport cannot benefit very long by the first document. It would, in every respect, be desirable that when a refugee acquires a nationality his identity certificate should be withdrawn and returned to the authority which issued it.

**Bulgaria.** — The procedure to be adopted will depend on the Government which issues the national passport.

**Czechoslovakia.** — The State which grants the new passport should return the identity certificate to the authorities which issued it.

**Denmark.** — No procedure is proposed.

• **Estonia.** — The identity certificate is withdrawn and cancelled.

**Finland.** — The document is withdrawn and cancelled. If the holder has left the country, application is made to the authorities of his new country of residence.

**France.** — If the identity certificates have been issued by the French authorities, they must be returned to them either direct or through a French consular official.

**Germany.** — In principle, identity certificates are withdrawn when the authorities learn that the holders have procured a valid national passport.

**Great Britain.** — The documents must be returned to the issuing authorities, in this case the Home Office.

The authorities issuing the national passports should be made responsible for the cancellation of the identity certificates as well as for the notification to the Government that issued the latter.

**Greece.** — The competent authorities withdraw the identity certificate, which is then cancelled.

• **Hungary.** — In the case where a refugee acquires the Hungarian nationality, his identity certificate is automatically withdrawn.

**Italy.** — The competent authorities have been instructed to withdraw or cancel the identity certificate if it comes to their knowledge that the bearer has acquired a national passport.

**Japan.** — The Government has no suggestion to make in this case.

**Latvia.** — The passport of the refugees who have acquired a nationality are usually cancelled by the authority issuing the national passport.

**Netherlands.** — In this case annual passports must be returned to the authority by which they have been issued.



**Norway.** — When a refugee has obtained a valid national passport, the identity certificate must, if possible, be returned for cancellation to the authorities which issued it.

**Poland.** — The identity certificates are not destroyed, because new ones are not issued to refugees until the old have lapsed.

**Kingdom of the Serbs, Croats and Slovenes.** — The identity certificate must be cancelled by the authority issuing the new national passport.

**Sweden.** — There is no special procedure.

**Switzerland.** — There is no special procedure.  
If the authorities are aware that the refugee has acquired a nationality, his identity certificate is withdrawn.

#### QUESTION 14.

Would you agree to the appointment of National Committees, which would include responsible representatives of the refugees nominated by the High Commissioner of the League of Nations for Refugees, for the purpose of advising the competent authorities on the issue and renewal of passports?

#### *Replies.*

**Austria.** — No, because the International Labour Office delegation for refugees at Vienna already works in close touch with the competent authorities.

**Belgium.** — No.

**Bulgaria.** — No.

**Czechoslovakia.** — No.

**Denmark.** — No.

**Estonia.** — No.

**Finland.** — No, because there are already committees for assisting and supervising refugees which could undertake the functions of the proposed committees.

**France.** — No.

**Germany.** — No.

**Great Britain.** — No. With regard to the Island of Cyprus, there is, however, no objection to this proposal.

**Greece.** — No.

**Hungary.** — No objections.

**Italy.** — No.

**Japan.** — Although the Government does not see the necessity for such committees, it is prepared to hear the opinion of other Governments.

**Latvia.** — No.

**Netherlands.** — No.

**Norway.** — No.

**Poland.** — Judging from the experience of several years, the Polish Government considers that its co-operation with the delegate of the International Labour Office for Russian Refugees in Poland is of great value to such refugees, and it is therefore definitively opposed to the creation of any kind of advisory committees of representatives of refugees.

**Kingdom of the Serbs, Croats and Slovenes.** — No.

**Sweden.** — No.

**Switzerland.** — No.

IV. Fees for the Issue of Passports, Permis de séjour and Visas.

QUESTION 15.

Fees charged for Refugees' Passports. •

Governments	Passport	Permis de séjour	Entry visa	Exit visa	Transit visa
AUSTRIA . . .	Sch. 3.— plus 1.50	—	gold frs. 10.—	free	gold fr. 1.—
BELGIUM . . .	gold frs. 10.— pap. frs. 8.50	gold frs. 10.—	gold frs. 10.—	—	gold fr. 1.—
BULGARIA . . .	Lev. 220.—	Lev. 56.—	Gold lev. 10.—	free	Gold lev. 5.—
CYPRUS . . .	Sh. 5/- or 10/-	—	—	—	—
CZECHOSLOVAKIA	Subject to variation according to refugees' means.				
DENMARK . . .	Kr. 4.—	Kr. 4.—	—	—	—
ESTONIA . . .	Mks. 100.—	Mks. 10 or 20 weekly	gold frs. 10.—	free	gold frs. 10.—
FINLAND . . .	free	Mks. 50, 100 or 500	Mks. 100	Mks. 5.—	Mks. 50.—
FRANCE . . .	pap. frs. 10.20	pap. frs. 10.—	gold frs. 10.—	pap. frs. 3.—	gold frs. 10.—
GERMANY . . .	Mks. 10.—	—	Mks. 2 to 60.—	according to duration	—
GREAT BRITAIN	Sh. 5.—	Sh. 1.—	gold frs. 10.—	—	gold fr. 1.—
GREECE . . .	ds. 25.—	—	—	—	—
INDIA . . . .	rupees 3.—	—	R. 7.—	cancelled	R. 1.—
IRAQ . . . .	rupees 5.—	R. 5.— (renewing)	R. 5.—	R. 5.—	R. 5.—
ITALY . . . .	Lire 33.—	free	Gold Lire 10.—	cancelled	Gold Lira 1.—
JAPAN . . . .	free	free	free	free	free
LATVIA . . . .	Ls. 12.—	Ls. 30.—	Ls. 15.—	free or Ls. 2.—	Ls. 15.—
NETHERLANDS	fl. 5.50—	fl. 6.—	fl. 6.—	—	unnecessary
NORWAY . . .	Kr. 2.—	free	usual rates	—	usual rates
PALESTINE . .	piastres 25.—	—	P. 45.—	—	P. 5.—
POLAND . . .	Zl. 5.—	usual rates	Zl. 5.—	free	—
KINGDOM OF THE SERBS, CROATS AND SLOVENES	Drs. 26.—	Drs. 28.—	subject to variation	included in passport fee	subject to variation
SWEDEN . . .	Kr. 2.50	Kr. 5.—	Kr. 4.—	free	Kr. 4.—
SWITZERLAND	Frs. 5.— plus frs. 5 to 8 for return visa	subject to variation	Frs. 5.— Permanent: 15.—	—	free

QUESTION 16.

In the event of your Government having prescribed fees for the above-mentioned services, would you be prepared to consider the possibility of granting the various entrance, exit or transit visas free of charge to destitute refugees on the recommendation of the International Labour Office or of its representatives in the various countries? Would you also be prepared to agree to a uniform scale of visa fees in the case of other refugees?

Replies.

**Austria.** — See Question 15. The Government is prepared to fix a uniform fee for visas of 10 gold francs for several journeys, 5 gold francs for a single journey, and 1 gold franc for transit.

**Belgium.** — Under the law, destitute refugees are already exempt from the payment of fees. With respect to consular fees, it is impossible to allow refugees special privileges.

**Bulgaria.** — The Government is prepared to allow reductions in the fees to destitute refugees, but considers it inadvisable to adopt a uniform scale.

**Czechoslovakia.** — Yes.

**Denmark.** — Yes, on condition that the fees already fixed by law are not changed.

**Estonia.** — Yes, on condition that the other States concerned agree to the proposal.

**Finland.** — Yes, provided that the free visa does not become customary — in other words, that each case is examined on its merits. With respect to the introduction of a uniform scale, the Government reserves its opinion until the Conference.

**France.** — The possibility of uniform taxes is not foreseen by the law. The visas will only be granted free of charge in exceptional cases.

**Germany.** — Partial or complete exemption is already allowed for destitute refugees. The question of standardising fees will be taken into consideration by the Government.

**Great Britain.** — The entry of indigent refugees not being authorised, the question of gratuitous visas does not arise.

Regarding the question of uniform rates, the Government has already fixed the rate of 10 gold francs for the ordinary visa and that of one gold franc for the transit visa.

**Greece.** — Every possible reduction will be granted, and even passports issued free of charge to destitute refugees on leaving the country.

**Hungary.** — The Government will examine these suggestions.

**Iraq and Palestine.** — Passports are issued free of charge in special cases after consideration of each particular case.

**Italy.** — As will be seen from the reply to the preceding question, the Government already extends to refugees an extremely liberal treatment. There would in principle be no objection to granting exemption from taxes on the recommendation of the International Labour Office. The Government is likewise prepared to consider the question of a uniform tax.

**Japan.** — The visas are already issued free of charge.

**Latvia.** — The indigent refugees (50 per cent of the total number) are already enjoying the proposed free visas, and the Government therefore does not see its way to apply reduced uniform rates to refugees possessing means.

**Netherlands.** — The Government grants free passports to destitute people. The Government reserves its decision regarding the application of a uniform tariff.

**Norway.** — Yes.

**Poland.** — Yes.

**Kingdom of the Serbs, Croats and Slovenes.** — Yes.

**Sweden.** — The Government is prepared to examine favourably any proposal made by the Conference.

**Switzerland.** — The regulations already provide for a partial or total exemption from the payment of fees in the case of destitute persons. The Government cannot accept a uniform scale of fees, as, on the one hand, it must cover administrative expenses and, on the other hand, wishes to avoid discriminating between refugees and other foreigners.

## V. *Transport Facilities.*

### QUESTION 17.

What transport facilities, if any, do you provide for refugees?

Would you agree to afford special facilities to refugees travelling to a country where employment has been obtained or them by the International Labour Office? What facilities could be given in such cases?

### *Replies.*

**Austria.** — The ordinary rates provide for a reduction of 25 per cent for parties of not less than 30 persons. Special facilities cannot be allowed to refugees,

**Belgium.** — Refugees may benefit by the 20 per cent reduction allowed to all parties of not less than 20 persons. This reduction could be increased to 50 per cent if other States adopted a similar provision.

**Bulgaria.** — When refugees leave the country the Government pays their fares. It would even be prepared, on condition of reciprocity, to allow a reduction of 50 per cent to parties of refugees passing through Bulgaria from the Kingdom of the Serbs, Croats and Slovenes.

**Czechoslovakia.** — No.

**Denmark.** — No.

Estonia. — No.

Finland. — No.

France. — The Government is not in a position to grant transport facilities, the French railways being in the hands of private companies.

Germany. — The Government reserves its decision on this point.

Great Britain. — The transport companies being in the hands of private individuals, the Government is not in a position to grant the proposed facilities.

The Government of Cyprus suggests, however, that free transport be granted by means of the revolving fund.

Iraq and Palestine. — *Iraq*: Reduced rates are already granted to destitute Armenians being repatriated. Similar reductions might be considered in favour of refugees proceeding to employment in other countries.

Greece. — The Government is prepared to grant every possible facility to refugees definitely leaving the country.

Hungary. — The competent authorities have not yet come to a decision on this point.

Italy. — The Government is prepared to consider the question.

Japan. — The Government is prepared to grant as many facilities as possible to these refugees.

Latvia. — The Government is prepared to consider the granting of such facilities to groups of refugees travelling to a country where employment awaits them.

Netherlands. — The Government reserves its decision on this point.

Norway. — No.

Poland. — Refugees leaving Poland may be allowed a reduction of 50 per cent on the recommendation of the International Labour Office, each individual case being examined on its merits. Similarly, they may make use of the institutions of the Emigration Office on the same terms as Polish emigrants.

Kingdom of the Serbs, Croats and Slovenes. — The Tariff Regulations already provide, in certain cases, reductions by which anyone may benefit. It is therefore impossible to make further exceptions in favour of refugees.

South Africa. — No

Sweden. — The Government is prepared to examine favourably any proposal of this kind made by the Conference.

Switzerland. — In a certain number of cases destitute refugees leaving the country have been granted by the authorities the sum required for the journey. In addition, refugees in transit have been granted various material privileges (free meals, etc.). In future, each particular case should be discussed with the Federal Railways.

## VI. Revolving Fund.

### QUESTION 18.

With regard to the creation of a revolving fund, two methods have been considered for raising the money required to cover the travelling expenses of refugees who have been found employment:

- (a) Governments could be requested to make a special contribution.
- (b) In return for the issue and renewal of passports, including *permis de séjour*, refugees who are not destitute could be required to pay a tax of 10 gold francs per year, one-half of the proceeds being retained by the issuing Government, the other half being paid into the revolving fund.

The constitution of this fund is one of the most important questions with which the forthcoming Conference is called upon to deal, for, as was explained in the report presented to the Assembly (page 107) and endorsed by the resolution of the Assembly itself, there is little chance of finding an adequate solution for the refugee problem unless the money can be raised which is necessary for the settlement of refugees in countries where they can find employment.

I should be glad, therefore, if your Government would give very careful consideration to the two above proposals and give your delegates to the Conference full instructions with regard to them. There is a further point which I would also submit for your consideration. If it is decided that it is possible to obtain money by taxing passports, delay must necessarily occur before it can be raised, during which time it will not be possible to effect any considerable placing of refugees. In these circumstances, I shall be glad to know whether your Government would be prepared, until such time as the necessary money has been raised by means of a tax on passports, to make a temporary advance to the revolving fund, as suggested in the above-mentioned report, which was submitted to the Assembly.

*Replies.*

**Austria.** — (a) A special contribution to be paid by the Government is out of the question, in view of the financial situation of the State.

(b) Nor can the Government agree to a special tax in view of the technical difficulties involved. It is prepared, however, to consider any solution which would allow for these circumstances.

A temporary advance is equally out of the question.

**Belgium.** — In view of the financial position, it would be impossible to grant an even moderate contribution to the revolving fund. Moreover, Belgian law is opposed to any deduction from taxes for the benefit of a third party. The Government is prepared, however, to invite the charitable institutions concerned to collect the necessary money.

**Bulgaria.** — In view of the financial position of the State, the Government could not contribute to the revolving fund. On the other hand, it agrees to pay a tax on the fees, the proceeds of which would be transmitted monthly.

**Czechoslovakia.** — (a) The sums already spent on refugees are so heavy that it is impossible to consider making a further contribution.

(b) It is doubtful whether this proposal is practicable, since the large majority of refugees could not pay the tax. It is therefore impossible to make temporary advances under this head.

**Denmark.** — In view of the insignificant number of refugees, the Government hesitates to propose that Parliament should vote a credit for contributing to the revolving fund.

**Estonia.** — The Government is prepared to contribute to the revolving fund on condition that the attitude of other Governments is the same and that the expenditure already incurred on behalf of refugees is taken into account. On the other hand, it does not consider it expedient to impose a further tax on refugees, most of whom are destitute.

**Finland.** — At the moment the Government is not in a position to reply to this question, but if Finland is represented at the Conference the Government will give its representative full instructions.

**Germany.** — The Government reserves its decision on this point.

**Great Britain.** — (a) The Government is not in a position to contribute to a revolving fund, in view of the heavy financial burdens already borne by it. In 1923, the Government has, in any case, granted a fund of £150,000 for the repatriation of, and assistance to, those refugees placed under British control.

(b) Considering that the identity certificates are issued to former Russian and Armenian subjects rather than to refugees properly so-called, the Government does not consider it desirable to impose the proposed tax on them.

The Government of Cyprus suggests that the revolving fund be utilised for the transport expenses forming the subject of Question No. 17.

• **Iraq and Palestine.** — *Iraq:* Government contribution is not considered justified in either form.

*Palestine:* Neither of the alternatives is favoured.

**Greece.** — It would be difficult for the Government to contribute to the proposed fund. However, if the other Governments adopted the proposal, the Greek Government would contribute to it in so far as the financial state of the country would allow. No objection is made to the proposal of a tax on refugee passports, of which one-half would be turned over to the revolving fund.

**Hungary.** — Considering its present financial condition, the Government cannot contribute towards a revolving fund. On the other hand, the collection of a fee on the identity certificates would be useless, as only a very small number of refugees would be able to pay it.

**India.** — The Government regrets that it is not in a position to make a contribution to the revolving fund. Moreover, the proceeds of taxes levied on refugee passports could only be very small, in view of the insignificant number of refugees.

**Italy.** — The Government reserves its decision on this point.

**Japan.** — (a) It would be difficult for the Government to make a special contribution.

(b) No objections raised.

It would also be difficult to make a provisional advance.

**Latvia.** — In view of the financial sacrifices already borne by Latvia, it is impossible for the Government to contribute towards a revolving fund. The proposal to charge special fees on the identity certificates is also unacceptable, as the Government cannot modify those already charged.

**Netherlands.** — The Government cannot agree to make a contribution to the revolving fund; also, in view of the small number of refugees, it does not seem advisable to introduce legislation providing for the levy of the tax mentioned under letter (b).

**Norway.** — The constitution of a revolving fund is of little interest to this country.

**Poland.** — It has to be pointed out that Poland's financial situation necessitates the application of a system of economy. Moreover, the funds derived from the fee of five gold francs to be paid by all non-destitute refugees would be altogether insignificant, as the greater part of the certificates have already been issued free of charge.

**Kingdom of the Serbs, Croats and Slovenes.** — (a) As already stated, the Government has already expended considerable sums in respect of the refugees; it is therefore not in a position to contribute towards a revolving fund.

(b) On the other hand, the Government could not accept the proposal to charge on the issue or renewal of a passport a fee of 10 gold francs, as this amount represents too heavy an expense for poor Russian refugees.

The creation of the fund in question should be borne, for the most part, by the following:

(1) Those countries that have not already had to bear heavy expenses in respect of the refugees; or

(2) Those countries carrying on a policy of emigration for Russian refugees outside their own territory.

**South Africa.** — As there are no refugees in the territory of the Union, this question does not affect the Government.

**Sweden.** — The Government is prepared to examine favourably any proposal on this point made by the Conference.

**Switzerland.** — The Government reserves its decision on this point, but considers the method of levying a tax the better solution.

#### GENERAL REPLIES AND SUGGESTIONS.

**Finland.** — The Government wishes to raise the following questions not dealt with in the questionnaire:

1. How should refugees be treated who have apparently been compelled to take out U.S.S.R. passports in Russia in order to be able to leave the country, but who, after passing the frontier, state that they cannot travel with a Soviet passport and have nothing to do with the authorities of the Union? Can they be given identity certificates and, if so, under what conditions, without contravening international law?

2. What should be done if the holder of an identity certificate leaves for another country in which his certificate is not renewed, either because that country has not agreed to the Geneva Convention or for some other reason? If the holder applies to the authorities which issued the certificate, the present practice in Finland is to refuse extension if the applicant lives abroad.

3. Finally, it would be advisable to define and standardise the period of validity of identity certificates which at present ranges from a few months to an unlimited period, according to country.

**Great Britain.** — The Government proposes to submit to the Conference the question of the competence of national authorities to issue and renew the identity certificates of refugees coming from abroad, particularly in the two following cases:

(1) When, for some reason or other, it is impossible to obtain the renewal of the passport from the foreign authority which issued it.

(2) When a refugee comes from abroad with some other document than an identity certificate and needs such a certificate to continue his journey.

**Portugal.** — In view of the fact that there are no refugees in Portugal, the whole question is of no interest to the Government. It is, however, prepared to adopt the decision taken by the Conference, as it previously did in the case of the Conference of July 5th, 1922.

**Union of Socialist Soviet Republics.** — The Inter-Governmental Conference cannot interest the Government of the Union, as Russian refugees are not considered citizens of the Union. Moreover, the U.S.S.R. cannot be regarded as an ordinary country of immigration for refugees, for the repatriation of Russian refugees is a question solely within the competence of the Government of the Union.

Geneva, May 5th, 1926.

R/I. G.C.7.1926.

Appendix II.

ARRANGEMENT RELATING TO THE ISSUE OF IDENTITY CERTIFICATES TO RUSSIAN AND ARMENIAN REFUGEES, SUPPLEMENTING AND AMENDING THE PREVIOUS ARRANGEMENTS DATED JULY 5TH, 1922, AND MAY 31ST, 1924.

The undersigned, representing the Governments which took part in the Conference regarding Russian and Armenian Refugee Questions convened at Geneva on May 10th, 1926, by the High Commissioner of the League of Nations in pursuance of the resolution passed by the Assembly of the League of Nations at its sixth ordinary session and adopted by the Council of the League of Nations on September 28th, 1925;

Having considered the excellent results obtained by the system of identity certificates for Russian and Armenian refugees;

Considering the necessity:

- (1) Of regularising the systems of identity certificates for Russian and Armenian refugees;
- (2) Of determining in a more accurate and complete manner the number and situation of Russian and Armenian refugees in the various countries;
- (3) Of creating a revolving fund to provide for the cost of the transportation and settlement of refugees —

Adopt the following resolutions, supplementing and amending the Arrangements of July 5th, 1922, and May 31st, 1924:

1. The Conference urges all the States which have not yet adhered to the Arrangements of July 5th, 1922, and May 31st, 1924, concerning identity certificates for Russian and Armenian refugees to ratify these Arrangements as soon as possible.

2. The Conference adopts the following definitions of the term "refugee":

*Russian*: Any person of Russian origin who does not enjoy or who no longer enjoys the protection of the Government of the Union of Socialist Soviet Republics and who has not acquired another nationality.

*Armenian*: Any person of Armenian origin formerly a subject of the Ottoman Empire who does not enjoy or who no longer enjoys the protection of the Government of the Turkish Republic and who has not acquired another nationality.

3. In order to facilitate freedom of movement of the refugees, the Conference approves the principle of the affixing of return visas on identity certificates for refugees leaving a country, on the understanding that Governments shall be free to make exceptions to this principle in special cases.

4. The Conference agrees that children under 15 years of age should be included on the identity certificates of their parents.

5. The Conference recommends that the Government issuing a national passport to a refugee should withdraw from him his identity certificate and return it to the authority which issued it.

6. The Conference considers that the fee for an identity certificate in each country should be the same as that for its national passport.

7. The Conference recommends Governments to grant free of charge the various entrance, exit and transit visas to indigent refugees on the recommendation of the International Labour Office or of its representatives in the different countries.

The Conference expresses the wish that in general the Governments will regard favourably the proposals of the International Labour Office with regard to possible reductions in the fees for these visas.

8. The Conference expresses the wish that all Governments will afford favourable consideration to any request from the International Labour Office for special facilities for the transport of refugees proceeding to a country in which employment has been found for them.

9. In addition to the fees payable in each country according to national legislation for the issue either of an identity certificate for Russian or Armenian refugees, the period of validity of which should not, in principle, exceed one year, or of an identity card or *permis de séjour*, a charge of five gold francs shall be made for the benefit of the revolving fund created by the League of Nations. This fee shall be charged, at the discretion of the States, either for the issue of one or other of these documents or for both of them, in order to ensure that the fee shall be paid by all Russian and Armenian refugees, except those who are without means.

10. The Conference recommends that steps be taken to obviate payment of the above fee more than once a year by any refugee.

11. The Conference urges the various Governments either to generalise the use of the identity certificate or to take steps to ensure that every refugee pays the fee every year.

12. In order to secure the payment of the fee of five gold francs, Governments will obtain, or the refugees will be required to obtain, a stamp to the value of this amount to be issued by the

High Commissioner of the League of Nations for Refugees, which will be affixed either to the identity certificate or to the identity card or *permis de séjour*, and cancelled by the authority issuing either of these documents.

13. In order to husband the resources of the revolving fund, the Conference recommends that the States should make special contributions to cover the cost of transportation and settlement of numbers of refugees leaving or entering their territory.

The Conference recommends to the States represented at the Conference, to the States Members of the League of Nations, and to States which are not members of the League, the adoption of the present Arrangement.

The Conference requests the High Commissioner of the League of Nations for Refugees and the Director of the International Labour Office to continue their negotiations with the Governments in order to obtain by way of advances the necessary funds for the placing of refugees in employment, pending the payment of the fees provided for by the present Arrangement;

And expresses the wish that the representatives of the Governments at the next session of the Assembly of the League will be enabled to report on the measures taken to give effect to the terms of the present Arrangement.

DONE at Geneva, May 12th, 1926.

J. REVEILLAUD.  
Fridtjof NANSEN.  
Albert THOMAS.  
G. A. JENKIN (South Africa). With reservations on 8 and 9.  
KRASKE (Germany). 9-12 *ad. ref.*  
E. PFLÜGL (Austria). With reference to paragraph 12 of this Arrangement, it is understood that the levying of the contemplated tax will be effected in Austria by the representatives of the High Commissioner.  
H. COSTERMANS (Belgium).  
GONNE (Belgium).  
D. MIKOFF (Bulgaria).  
J. Bruce WALKER (Canada).  
Aristides DE AGÜERO (Cuba).  
C. R. PUSTA (Estonia).  
Eino WÄLIKANGAS (Finland).  
DE NAVAILLES (France).  
W. Haldane PORTER (Great Britain).  
D. NIKOLOPOULOS (Greece).  
Dr. BARANYAI ZOLTAN (Hungary).  
J. W. HOSE (India).  
Charles DUZMANS (Latvia).  
Chr. L. LANGE (Norway).  
Léon MALHOMME (Poland).  
N. P. COMNÈNE (Roumania).  
ADLERCREUTZ (Sweden).  
DELAQUIS (Switzerland).  
ROTHMUND (Switzerland).  
A. OLDENBURG } (Denmark). Subject to ratification.  
F. BOECK }  
M. JOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes).

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### Appendix III.

#### MEMORANDUM BY THE DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE ON THE WORK OF THE REFUGEE SERVICE.

##### I. INTRODUCTION.

It will be remembered that the International Labour Office assumed responsibility for the technical aspects of the work on behalf of Armenian and Russian refugees on January 1st, 1925, in accordance with the recommendation of the Assembly at its fifth ordinary session, subsequently endorsed by the Council and by the Governing Body.

Sufficient time had not elapsed at the moment when the Governing Body considered the Budget of the Office for the year 1926 to permit of a proper appreciation either of the problem with which the Refugee Service was called upon to deal or of the steps necessary to be taken for the purpose. It was in these circumstances that a special report was submitted by the Director to the Assembly at its sixth ordinary session outlining the scope of the refugee problems and the progressive measures considered necessary to bring them to a satisfactory conclusion.



In that report it was shown that, of an estimated number of 1,000,000 refugees, about 200,000 were unemployed though able to work, and that, although the Refugee Service had succeeded in placing many thousands in employment, the majority had been placed in France. It was feared, however, that, notwithstanding the benevolent attitude adopted by the French Government and its technical services towards the refugees, the high rate of evacuation to France could not be maintained indefinitely, and that steps would have to be taken to explore the undoubted opportunities for employment which existed in South America and other overseas countries. It was emphasised, moreover, that it would be misleading the Assembly to imply that a greater portion of the unemployed refugees could be transferred to overseas countries within the short space of one or two years, as an extensive settlement plan such as that required for the solution of the refugee problems must necessarily proceed by careful experimental stages if the maximum benefit was to be obtained for the refugees and the countries receiving them. It was considered that such an operation carefully executed would not only achieve its immediate purpose but would provide valuable material for the guidance of countries interested in both emigration and immigration whose subjects have suffered from injudicious private recruiting activities in the past.

It was further underlined that, in the view of the Office, it would be a mistake to undertake any scheme involving overseas emigration unless it was possible to lay out plans over several years, and unless Dr. Nansen's exiguous Revolving Fund, which had enabled advantage to be taken of the majority of offers of employment in Europe, could be increased by at least £100,000 to meet the cost of transport to overseas countries estimated at not less than twelve times more than the average cost of transport to employment in Europe.

The Assembly at its sixth ordinary session recognised the necessity of exploring to the full the opportunities of employment overseas, in particular in South America, and included in the Budget of the International Labour Office the sum of 100,000 francs for the purpose of establishing two delegations of the Refugee Service in South America. The Assembly was not, however, able to make available the funds required for the transport of refugees overseas, but recommended the convocation of an Inter-Governmental Conference for the purpose of considering the creation of a Revolving Fund of not less than £100,000 to assist the migration of Russian and Armenian refugees. The effect given to that recommendation is dealt with in the report by the High Commissioner, but, so far, the only sum received in this connection is an advance payment of 4,300 francs made by the Swiss Government.

As regards the existing situation of the refugees, figures supplied by the Governments and by delegates of the Refugee Service, and quoted in Chapter II, indicate that, compared with the total of 200,000 unemployed refugees reported to the last session of the Assembly, there are now approximately 190,500, of whom 90,500 are Russian refugees and 100,000 Armenian refugees. These numbers do not, however, include the figures for Germany, which will only become available with the results of the recent census taken in that country. On the other hand, the figures now submitted include an additional 60,000 Armenian refugees reported since the last Assembly as unemployed in Syria, and for whose settlement the High Commissioner for Syria has in view the co-operation of the Office.

Chapter III shows that, notwithstanding the economic difficulties which we foreshadowed in last year's report, no fewer than 15,000 refugees have been transferred to employment as a result of the efforts of the Refugee Service. This number corresponds with the records received up to the end of July, but a substantial margin should be added for outstanding returns and for refugees who benefit from the operations of the Service but regarding whom, for various reasons, no records exist.

Detailed information is reported in Chapter IV regarding the steps taken to give effect to the request of the Assembly at its sixth ordinary session that the opportunities for overseas emigration should be explored and utilised. At the same time, the fullest advantage has been taken, within the limits of the capacity of the reorganised machinery, of opportunities existing in Europe, especially in France and Belgium, to whose Governments and technical services a special debt of gratitude is due for their unfailing sympathetic co-operation. Not only have large numbers of refugees been placed in those countries as agricultural and industrial workers but a number of destitute Armenian refugee orphans from Greece are being placed with French families, and an important scheme for the establishment in France of refugee families as *métayers* has been worked out with the French Ministry of Agriculture. Experimental groups of refugees have been placed in Argentina, Brazil, Canada and Paraguay, and carefully considered plans for the settlement of refugees in increasing numbers have been worked out with the approval of the countries concerned, and give promise of important results if adequate funds become available from the issue of stamps recommended for the purpose by the Inter-Governmental Conference (see High Commissioner's Report, No. A.44.1926).

## II. EXISTING REFUGEE SITUATION.

Thanks to the comprehensive replies furnished by Governments to the questionnaire circulated by the High Commissioner prior to the Inter-Governmental Conference, and to the important research work carried out by the delegates of the Refugee Service, the Office is now in possession of valuable and unique data regarding the situation of the Russian and Armenian refugees in the various countries. It would be impossible to reproduce that information in the limited space of this report, but the following condensed tables will afford an approximate idea of the volume of statistics available:

Country	Total number of refugees		Number of refugees capable of work but unemployed or employed on casual or temporary work		Number of refugees incapable of earning their living (number of children in parentheses)		Students				Number of refugees bearers of Nansen Passports		Approximate amount of annual expenditure occasioned by the presence of refugees
			Russians	Armenians	Russians	Armenians	Russians	Armenians	Having completed their studies		Pursuing their studies		
	Russians	Armenians	Russians	Armenians	Russians	Armenians	Russians	Armenians	Russians	Armenians	Russians	Armenians	
Austria . . . . .	2,465	270	250	15	320 (205)	65 (25)	10		50		1,030		Frs. 7,000
Belgium . . . . .			No statistics available				12		183		806	112	—
Bulgaria . . . . .	28,340	20,000	Winter 10,000	Winter 6,500	4,406 (2,200)	7,000 (5,500)			256	3	6,500		Lev. 12,048,000
			Summer 4,500	Summer 2,000									
China . . . . .	76,000 <sup>1</sup>		17,000 <sup>1</sup>		10,917 <sup>1</sup> (10,017)		32 <sup>1</sup>		380 <sup>1</sup>				
Cyprus . . . . .	40	2,500					10 Russians and Armenians		750 Russians and Armenians				
Czechoslovakia . . . . .	30,000	200	3,600	20	4,500 (3,000)	30 (20)	500-600		6,500		30,000 (Special passports for refugees)	200	Kč 73,000,000
Danzig . . . . .	300 <sup>1</sup>		58 <sup>1</sup>		10 (10) <sup>1</sup>								
Denmark . . . . .	about 300										286		
Estonia . . . . .	19,000		1,600		5,000		716		1,130		17,300		Esth. mks 72,475,000
Finland . . . . .	14,314		10,829						559		800		Fin. Mks. 1,000,000
France . . . . .	About 400,000												
Germany . . . . .			Recent statistics not available										
Great Britain . . . . .			Recent statistics not available										
Greece . . . . .	2,075 <sup>1</sup>	42,002 <sup>1</sup>	881 <sup>1</sup>	31,192 <sup>1</sup>	(134) <sup>1</sup>	(11,897) <sup>1</sup>							Frs. gold 1,000,000
Hungary . . . . .	5,294	15			1,901				25		3,011	4	
Iraq . . . . .	222	6,874	687 Russians and Armenians			2,975 (2,193)				613	3		
Italy . . . . .	1,154	603	427		203 (83)		85		71	22	948		
Japan . . . . .			Recent statistics not available										
Latvia . . . . .	33,544		2,200		11,000				700				Frs. gold 500,000
Lithuania . . . . .	7,808 <sup>1</sup>								25		33,544		
Norway . . . . .	Very small								140				
Palestine . . . . .	30	1,500	250 Russians and Armenians		600 (50)				5		48		
Poland . . . . .	90,000	1,000 <sup>1</sup>	40,000 <sup>1</sup>				175 <sup>1</sup>		5				
Kingdom of the Serbs, Croats and Slovenes . . . . .	38,000	543 <sup>1</sup>	4,000 <sup>2</sup>		2,470		6,000		108		5,448		On the average Zlotys 3,000,000
Spain . . . . .	500								4,200		37,500		Drs. 50,000,000
Stamboul . . . . .	3,805 <sup>1</sup>	6,000 <sup>1</sup>	2,070 <sup>1</sup>	4,000 <sup>1</sup>									
Sweden . . . . .	about 1,000		500								200-300	200-300	Very small
Switzerland . . . . .	2,268	200-250			228						900	41	Frs. 377,900
Syria . . . . .		124,500 <sup>2</sup>		60,000 <sup>2</sup>									
Average totals . . . . .	755,305	205,654	90,463	100,000	41,486	21,967	7,500	—	14,666	1,540	137,426	607	Frs. gold 20,000,000

<sup>1</sup> Figures communicated by the delegates of the Refugee Service.

<sup>2</sup> Figures communicated by the International Red Cross Committee.

It need hardly be emphasised that it is one of the principal concerns of the Refugee Service to keep this statistical information up to date, as it is the efficiency of this part of the work, calling for the constant revision of the figures, that contributes largely towards gaining and maintaining the confidence of employers.

The burdens imposed by the presence of the refugees on the countries offering them hospitality are by no means limited even to the enormous sums spent on their maintenance. Large masses of human beings in their condition must of necessity provide fertile ground for the seeds of political and social unrest, and the Assembly, in its efforts to provide solutions of the Bulgarian and Greek refugee problems, has demonstrated that refugee questions are matters of international concern, which demand its active intervention. Needless to say, the situation of the whole of the 190,000 unemployed refugees, who are for the most part destitute, is precarious in the extreme, but the special attention of the Assembly should be called to the particular urgency of the refugee problems in Bulgaria, China, Syria and Stamboul. In Bulgaria, the presence of thousands of unemployed Armenian and Russian refugees tends, of necessity, to aggravate the already difficult situation resulting from the presence of unsettled Bulgarian refugees; unemployment is forcing large numbers of Russian refugees into the ranks of the contending forces in China; Russian refugees in Stamboul have to choose between forced Soviet nationality or evacuation before August 1st, 1927, and thousands of Armenian refugees are reported to be in a very distressed condition in the camps of Aleppo and Beirut.

### III. ORGANISATION.

The opening of two delegations in South America provided for in the resolution adopted by the Assembly during its sixth ordinary session necessitated the reorganisation of the delegations of the Refugee Service.

The following are the full names and addresses of the existing delegates:

<i>Argentina</i>	Mr. S. L. CHILDS, Avenida Alvear 3302, Buenos Aires.
<i>Austria</i>	Dr. M. HEIMROTH, Hoher Markt No. 5, Vienna.
<i>Bulgaria</i>	M. B. SERAFIMOV, 70, rue Rakowsky, Sofia.
<i>Brazil</i>	Dr. T. SOARES DE SOUZA, 192, rua Marquez de Abrantes, Rio de Janeiro.
<i>China</i>	M. H. CUÉNOD, Astor House, Shanghai.
<i>Germany</i>	M. SCHLESINGER, Koniggratzerstrasse 28, Berlin.
<i>Greece</i>	M. A. KOTELNIKOW, 24, rue du Stade, Athens.
<i>Latvia</i>	M. E. GALLATI, Bastei Boulevard 11, Riga.
<i>Poland</i>	Mr. I. ARNOULD, Ulica Wiejska 13 m. 3, Warsaw.
<i>Turkey</i>	M. N. LEMTIUGOV, Rue Serkis, 11, Pera, Hamal Bachi, Stamboul.

In addition, the Office continues to benefit from the valuable services in their capacity of honorary delegates in Czechoslovakia and Finland respectively of Dr. Alice Masaryk and of Major-General Schwindt, and of M. Czamanski, who acts as a liaison between the Office and the Russian refugee organisations in France.

Needless to say, it would have been quite impossible for the Office to cope with the large volume of work, the efficient conduct of which, in conjunction with the High Commissioners, reacts directly or indirectly on the welfare of over a million people, with the comparatively limited budget at its disposal (30 centimes per head per annum), had it not been for the generous financial and other co-operation of interested Governments, organisations and philanthropic workers. A special debt of gratitude is due in this connection to the Bulgarian Government, which bears the entire cost of a very efficient and successful delegation in Sofia; to the German Government, which provides for the major portion of the budget of the Berlin delegation; for similar contributions by the Austrian and Polish Governments and to Miss Mitchell for the generous assistance afforded to the Stamboul delegation. Finally, important economies have been effected by reason of the close co-operation of the correspondents of the Office in various countries, who have thus saved the setting up of special delegations and have fully justified the hopes expressed in this connection at the time when the transfer of the refugee work to the Office was recommended by the Assembly.

The Office continues to derive assistance from the Central Advisory Committee consisting of representatives of the most important organisations working for the refugees, and has consolidated the important system of Advisory Committees attached to the most active delegations. It is to these Committees that are delegated the details of the work of recruitment and transport of the refugees. The Committees are, however, the first to recognise that their efforts can only be brought to fruition under the expert guidance and co-ordination of the Refugee Service and its delegates.

### IV. EMPLOYMENT.

The report submitted by the International Labour Office at the sixth ordinary session of the Assembly contained a warning note to the effect that the rate of transfers of refugees to Europe could not be maintained indefinitely in view of the prevailing economic situation. In addition, the fluctuations of the French and Belgian francs proved a serious obstacle to the smooth and regular current of refugee transfers which had been created in the preceding year and at times involved, at the best, considerable delay in the despatch of refugee convoys and, at the worst, their complete cessation.

Nevertheless, in spite of the diversion of effort with a view to future placings on the one hand and of serious handicaps on the other, the following figures indicate that important results have been achieved and that a high average of placings has been maintained.

*Number of Refugees transferred to Employment from August 1925 to the end of July 1926.*

Country from which they were transferred	Russians	Armenians	Total
Austria . . . . .	185	—	185
Czechoslovakia . . . . .	113	—	113
Estonia . . . . .	927	—	927
Germany . . . . .	748	—	748
Latvia . . . . .	510	—	510
Near East:			
Bulgaria . . . . .	5,284	5,339	10,623
Greece . . . . .			
Kingdom of the Serbs, Croats and Slovenes . . . . .			
Turkey . . . . .			
Poland . . . . .	1,104	—	1,104
China . . . . .	585	—	585
Total . . . . .	9,456	5,339	14,795

These figures could undoubtedly have been considerably exceeded had the satisfactory placing of the refugees been the only object in view, but the results are necessarily restricted by the numbers of placings which offer a reasonable security for the reimbursement of the transport expenses advanced from the revolving fund, so that many excellent opportunities for placing persons in employment have to be discarded for the simple reason that funds do not permit of transport expenses being expended *à fonds perdu*.

Although, for the reasons stated, there was an inevitable temporary reduction in the numbers of refugees transferred to France as compared with the preceding year, valuable experience has been gained in dealing with an emergency situation, which can be turned to useful account in similar future circumstances. As a result of this experience, a uniform transport tariff from all European countries to France has been worked out which has been much appreciated by the French technical services as tending to induce employers to regard with greater favour the introduction of refugee labour. This tariff, which has been fixed provisionally at the extremely advantageous figure of 325 French francs, could not have been obtained except for the important visa and transport facilities which have now been secured in most European countries, ranging from complete exemption in the case of entry, exit and transit visas, to 50 per cent reduction in railway tariffs.

As a result of close co-operation with the French Ministry of Agriculture, an important plan has been worked out for the settlement of Russian families as *métayers* in France. Small advances will be made from the revolving fund for the transport and preliminary settlement expenses, and measures have been taken for the first groups, consisting of some hundreds of refugees, to enter France under this scheme during the month of September. This possibility of resuming their normal occupations as peasant farmers has been welcomed with great satisfaction by the refugees, and especially by the Cossacks.

Arrangements have also been worked out with the Ministry of Agriculture for the placing of refugee orphans with French families, and the first group of 50 Armenian orphans from Greece was due to leave for France towards the end of August. There are numbers of Armenian refugee women and orphans in Bulgaria and Greece who could be so placed in French families, but although for the most part they are almost completely destitute, the Refugee Service is prevented from affording them the advantage of this arrangement, owing to the opposition of certain Armenian organisations, who desire that the refugees shall only entertain transfer to Soviet Armenia. It is to be hoped that the organisations concerned will realise that the Soviet Armenian refugee settlement scheme never contemplated as a practical measure the settlement, in the near future, of more than 15,000 additional refugees. As, however, the Bulgarian and Greek Governments have emphasised that they cannot continue to offer hospitality to the unemployed Armenian refugees in their countries, it is to be hoped that the organisations in question will not maintain their resistance to the settlement of these refugees elsewhere.

Thanks to the efforts of the correspondent of the Office in Belgium, and to the sympathetic co-operation of the Belgian Ministry of Labour, offers have been obtained from Belgian mine-owners for the employment of no fewer than 500 refugees in Belgian mines. First groups of miners have already been despatched from Bulgaria and Estonia, and the Berlin delegation, in conjunction with the German Government, is taking steps to recruit the Russian refugee miners reported to be unemployed in Germany.

The only other employment avenue offered by Europe is that of Luxemburg, where a small number of refugees have been secured employment in factories.

It was recognised by the Assembly at its sixth ordinary session that the majority of countries in Europe are suffering from unemployment and that even those which were still accepting refugees were rapidly approaching saturation point so far as foreign labour was concerned.

It was for this reason that the Assembly advocated the partial diversion of the efforts of the Refugee Service to overseas countries. The discussions of the Fifth Committee, however, showed quite clearly that even in well-informed circles overseas the introduction of refugees was regarded with considerable misgivings, if not hostility, and that individual employers had an altogether inaccurate conception regarding the political character of the refugees. The Office was warned, therefore, that, although the question of the transfer of refugees overseas should not be discarded as a practical impossibility, it would be necessary, in the first place, to overcome those somewhat deeply rooted prejudices and that progress must on that account be necessarily slow.

In view of the foregoing considerations, it is satisfactory to note that, during the first seven months of the present year, of which the first two months had to be devoted to the journey to South America, installation and preliminary visits, not only have the Argentine, Brazilian and Paraguayan Governments and employers consented to accept refugees but experimental convoys have been sent out in each case and others are in process of recruitment. As a matter of fact, the main obstacle now in the way of the development of these movements on a substantial scale is the lack of funds for transport and preliminary settlement expenses.

It is particularly gratifying to report that, thanks to the benevolent attitude adopted by Mr. Bruce Walker, the Superintendent of Canadian Emigration from Europe, and to the co-operation of the Canadian National and Canadian Pacific Railways, some hundreds of Russian refugees from China have been placed in Western Canada and a special arrangement made for the introduction of 50 Russian refugee agricultural students who have completed their courses in Czechoslovak universities. This number could have been appreciably increased had the revolving fund been in a position to meet the somewhat heavy transport expenses of £40 per head.

Turning to South America, the delegates of the Refugee Service were, during the first period of their arrival, put to some pains to dissipate the unfavourable impression created by former introductions of Russian immigrants, or immigrants of Russian descent, by private recruiting agencies. These immigrants were not only carelessly recruited but their conditions of work were often not accurately explained to them, with the result that on arrival they either refused to accept the employment offered or left their employment immediately after entering it.

The report of the Procter mission submitted to the Assembly at its sixth ordinary session was framed after a somewhat rapid survey of the immigration possibilities in certain South American countries, and of necessity could not enter into details regarding employment conditions. This report has, however, served as a useful basis of enquiry for the existing delegations in South America, who are endeavouring to supplement the information thus furnished.

After having received explanations from the delegates that one of the principal concerns of the Refugee Service was to prevent such unsatisfactory issues as those mentioned in the last paragraph but one, the Argentine and Paraguayan Governments entered into arrangements with the Office, of which the following are the principal terms:

1. The Governments agree to co-operate with the Office with a view to the introduction of satisfactory refugee emigrants on the understanding that:
2. Every refugee proceeding to those countries should be the bearer of:
  - (a) A Nansen passport and
  - (b) A special certificate issued by the Office or one of its delegates to the effect that the refugee satisfies the immigration requirements of the country concerned.
3. The Consuls of the Governments in Europe have been authorised to issue entry visas on production of the certificate mentioned in paragraph 2 (b).

It is obvious that the granting of such far-reaching facilities by two important immigration countries opened up possibilities which would have enabled substantial progress to be made towards the solution of the refugee problems were not the Refugee Service always hampered in its activities by the shortage of funds. Notwithstanding that difficulty and the high transport costs, it would have been possible, by a judicious management of the revolving fund, to turn these facilities to some purpose, had it not been for an additional complication resulting from the introduction of recent legislation in the Argentine, which prohibits employers from making deductions from workers' wages, on the lines practised with such success in Europe.

Means had therefore to be devised whereby refugees could be introduced as settlers, and, after an exhaustive study of the conditions prevailing in the Argentine, various schemes suitable to the special situation of the refugees have been formulated, of which that annexed to this report is a typical example (see Sub-Appendix).

**Brazil.** — The transfer of refugees in large numbers to the State of São Paulo, to which great hopes were pinned at the time of the sixth session of the Assembly and for which the Refugee Service had made all preparations at the request of the São Paulo Tramway, Light and Power Company, were unfortunately prevented from materialising by the unexpected refusal of the Brazilian Government to authorise the issue of visas to Russian refugees. As may be imagined, this decision caused profound disappointment to the large numbers of refugees who had been carefully

selected, but the decision of the Brazilian Government was apparently based on the misconception that the refugees to be introduced were similar elements to those emigrants recruited by private agencies already referred to and who had caused the São Paulo Government such serious inconvenience as to bring about the temporary stoppage of the most important migration current to Brazil. This misapprehension has happily been dissipated by the Rio de Janeiro delegation. Brazil now recognises the Nansen passports, and the immigration authorities agree to co-operate with the Office for the introduction of 265 approved categories of refugee workers per month made up as follows:

*Monthly Quota of Refugees.*

Occupation	Men	Women	Children	Total
Unskilled workers . . . . .	100			100
Domestics . . . . .		40		40
Carpenters . . . . .	25			25
Joiners . . . . .	15			15
Locksmiths . . . . .	15			15
Locksmith mechanics . . . . .	10			10
Stucco plasterers . . . . .	5			5
Painters . . . . .	5			5
Masons . . . . .	5			5
Bootmakers . . . . .	5			5
Tailors . . . . .	5			5
Barbers . . . . .	5			5
Chauffeurs . . . . .	5			5
Other skilled workers . . . . .		10		10
Artists . . . . .		10		10
Children . . . . .			5	5
	<hr/>	<hr/>	<hr/>	<hr/>
	200	60	5	265

As a result of the exhaustive study made by its delegates, the Refugee Service is in possession of detailed particulars of the scales of wages paid to the foregoing categories and of the conditions under which they will be required to work.

This operation will be carried out in conjunction with the following institutions:

The Government immigration authorities, who will provide the refugees with food and lodging for the first week after their arrival;

The Government Employment Agency;

The Jewish Colonisation Association, who offer in case of need to provide accommodation after the first week;

The São Paulo Light and Power Company and other large industrial concerns;

The Russian Union of Rio de Janeiro;

The Y.M.C.A. and other interested philanthropic agencies.

In addition to the prospects outlined above, the Office has, in response to a request made by the President of Minas Geraes that the Refugee Service should assume the task of recruiting satisfactory workers for the development of immigration schemes in that State, submitted concrete proposals which, it is hoped, will be put into operation towards the end of the present year.

Finally, negotiations are in progress for the transfer of 200 Russian refugee families from China, whom the Government of the State of Rio de Janeiro has consented to settle.

**Paraguay.** — The Paraguayan Government continues to adopt a very benevolent attitude towards the reception of refugees and, in addition to affording the important facilities already referred to, has provided official appointments for a group of engineering experts sent out from the Kingdom of the Serbs, Croats and Slovenes.

A further group of refugees from Czechoslovakia is now on its way to settlement in the Chaco, and individual refugees from various countries have been enabled by the Refugee Service to take up employment in Paraguay.

In addition, settlement plans similar to that outlined for the Argentine have been worked out in consultation with important enterprises and afford opportunities for the development of this movement when the revolving fund becomes sufficiently large for the purpose.

Syria. — The Office has received a communication from the High Commissioner for Syria drawing attention to the fact that there are no fewer than 100,000 Armenian refugees in Syria, a large number of whom are destitute, and inviting the co-operation of the High Commissioner for Refugees and of the Refugee Service for establishing, in collaboration with the local authorities, a definite plan for the settlement of the most destitute of the refugees, consisting of 7,000 families, who are at present existing in camps in the region of Beirut, and of 30,000 to 40,000 refugees in the Aleppo camps.

The High Commissioner for Syria intimates that the reimbursement of any advance made for this purpose from the revolving fund, as well as means for the development of the operation contemplated, could be provided from the proceeds of the refugee stamp system, which he is in principle prepared to apply in Syria.

In response to a further request made by the High Commissioner in Syria, that the Office should send a mission to report on the problem of the Armenian refugees in Syria, and formulate in consultation with the local authorities a plan for its solution, the Office has, in the absence of administrative funds, taken advantage of the generous offer of the International Red Cross Committee to place their delegate at its disposal for the purpose of carrying out a special enquiry into the situation of the Armenian refugees in the Near East.

The proposal made by the High Commissioner for Syria appears to enjoy the support not only of the Armenian refugee organisations but of the important private organisations interested in Armenian refugee relief work, who consider that it constitutes a necessary corollary to the scheme for the settlement of Armenian refugees in Soviet Armenia. It will be remembered that the Soviet Armenian Refugee Settlement scheme never contemplated, under the most favourable conditions, the settlement of more than 15,000 additional Armenian refugees, and that this number could only be absorbed by progressive stages extending over a period of two to three years. Provision in this way can only be made for the Armenian refugees in Stamboul and for a portion of those in Greece, so that the Armenian refugees in Syria and the 25,000 Armenian refugees in Bulgaria cannot be taken into practical consideration, at any rate in the immediate future, for establishment in Soviet Armenia.

If the Assembly considers that the precarious situation of the Armenian refugees in the Near East merits the active co-operation of the Office, it will be necessary to provide for the expenses, in accordance with the attached budget, of a small mission whose duty would be to co-ordinate and develop the various efforts being made for the establishment of the Armenian refugees in Bulgaria, Greece and Syria.

#### CONCLUSION.

It has only been possible, in the foregoing chapters, to give a general survey of the main outlines of the work of the Refugee Service. As may be imagined, a service which, in conjunction with the High Commissioner for Refugees, is directly or indirectly concerned in the welfare of over a million human beings scattered throughout the world, is called upon to deal with questions of a diverse and voluminous character. Thousands of requests are dealt with by the service and its delegations for information, guidance and assistance, with a view to the betterment of the situation of groups or of individual refugees. Daily negotiations are undertaken for passport, visa or transport facilities, or to enable refugees to rejoin their families. In response to representations made to the Austrian, Bulgarian, French and German Governments, generous exceptions have been made in favour of the refugees from the application of legislative measures against certain categories of foreign workers in their countries. Similar appeals have been addressed to the Turkish Government on behalf of the refugees at present precluded from following certain occupations in Stamboul, and it is to be hoped that this temporary concession will be granted until arrangements can be made for the evacuation of the remaining 4,000 refugees from Stamboul. A further appeal has been addressed to the Turkish Government urging it to exempt refugees thus rendered destitute from the somewhat onerous triple departure taxes, which, added to transport expenses, render it almost impossible for refugees in Stamboul to take advantage of the employment found for them in other countries.

Mention should be made of a further important concession granted by the German Government. The facilities of the Nansen passport system have now been extended to all refugees who arrived in Germany up to January 1st, 1923, instead of up to June 1st, 1922. This measure regularises the legal status of the vast majority of Russian refugees in Germany, and releases them from a very large number of the disabilities under which they suffered previously as "Staatenlose".

In response to an appeal made by the Bulgarian Government, the Office sent a special mission in the early days of this year to report on the general refugee situation in Bulgaria. The reports made as a result of that mission were, at the request of the League Secretariat, placed at the disposal of the Finance Committee of the League, and it is interesting to note that the Council of the League subsequently advocated the grant of a loan for the settlement of the Bulgarian refugees.

At the request of the High Commissioner, the Office placed the service at his disposal for the organisation and secretarial work connected with the Inter-Governmental Conference on Refugee Questions and with the meetings of the Central Advisory Committee, and in general the Chief of the Service continues to act as Dr. Nansen's Assistant High Commissioner for questions of a political and other character outside of the mandate of the Office, and in consultation with Mr. T. Lodge, Dr. Nansen's Financial Adviser, for the administration of the Revolving Fund.

It cannot be gainsaid that even the normal difficulties inherent to present-day emigration are considerable. The attractions offered by the British and Canadian Governments to secure British emigrants to Canada constitute a striking proof of those difficulties. Even the resources and opportunities in Canada, supported by its perfected settlement machinery, were not sufficient to attract minimum immigration requirements, so that latterly the transport expenses were reduced from about £20 to £3 per head, the balance not being recoverable.

Normal emigration difficulties are naturally intensified when activities are restricted to emigrants composed entirely of refugees, regarding whom, as in the case of certain overseas countries, serious misapprehensions exist as to their political characters.

• The very nature of the refugee work, which is essentially of a cumulative pioneer constructive character, precludes anything like an accurate estimate being afforded of the absolute results obtained. Emigration currents are created, and their directions shaped, but it is impossible to estimate accurately their ultimate volume, as when the way has once been paved for the introduction of refugees by the establishment of systematic methods, their relatives and friends usually follow independently. Nevertheless, the reported results alone, especially when allowance is made for the shortage of funds and the many other handicaps already referred to which have to be faced, compare favourably with other emigration movements.

It has already been shown that the budget for the Refugee Service provides the modest sum of 30 centimes per head per year for the general administrative work on behalf of the refugees as a whole. Even if the total budget were applied to the recorded number of refugees transferred to employment, it will be seen that this part of the work alone would cost no more than 20 francs per head. Statistics furnished by various Governments show that the presence of unemployed refugees in their countries imposes an *annual* charge on their public funds of no less than 335 francs per head. It will be conceded, therefore, that, regarded in the light of liquidation expenditure alone, the sum of 20 francs per head spent by the Office constitutes a very profitable investment. If, in addition, it is regarded from the no less important point of view of an international insurance premium against the political and social unrest inherent to all problems of this nature, the transformation of destitute refugees from public charges to positive economic factors for such a small expenditure appears even more significant.

Attention has been drawn to the existing critical situations of this nature in Bulgaria, China, Syria and Stamboul, and indications have been given as to the manner in which those situations can be alleviated if funds are made available for the purpose. Reference has been made to important arrangements made with immigration countries which require foreign labour and to the steps taken to co-operate with official employment agencies. Other important measures are contemplated for the co-ordination of the activities of private technical recruiting agencies interested in the placing of refugees. In this way practical effect is being given to the principle of Article 2 of the Convention concerning unemployment, drafted by the Washington Conference, and since ratified by the majority of emigration and immigration countries, and to a recommendation of the eighth International Labour Conference that the recruitment of foreign labour by private agencies should be co-ordinated by official institutions.

It will be remembered that the Austrian delegation at the sixth session of the Assembly submitted a resolution requesting that the machinery of the Refugee Service should be placed at the disposal of the unemployed of other countries, at the request of their Governments. It was, however, clearly laid down by the Assembly that the Office should confine itself strictly to the placing of refugees, and should not entertain requests from Governments to assist them in securing employment abroad for their nationals. During the past year, it is not surprising, in view of the prevailing unemployment in Europe on the one hand, and the demand for carefully selected emigrants on the other hand, that several requests for the co-operation of the Service have subsequently been received from Governments both of emigration and immigration countries.

Needless to say, the Office has been obliged to refuse to lend any assistance in response to those requests, and to point out that its mandate is strictly limited to the placing of Armenian and Russian refugees. This is a fact which it seemed necessary to report to the Assembly, but it should be pointed out, at the same time, that a permanent nucleus organisation does actually exist to which the Assembly could have recourse, in case of need, for the execution of emigration work of a more general character, or for the handling of the emergency unemployment portions of problems such as those for which the Circolo scheme is designed to deal.

Finally, it should be emphasised once more that it is essential for the normal execution of the present task of the Refugee Service that adequate funds should be made available forthwith to provide for the transport of refugees for whom employment is found overseas. Without such funds, the solution of the refugee problems may be postponed indefinitely, or alternatively may create such situations as to necessitate more radical and costly intervention. The means devised by the Inter-Governmental Conference on Refugee Questions have the marked advantage of providing the requisite funds for the solution of dispersed international problems of considerable importance, without involving the League or its Members in any other liability than that of their co-operation, for the issue of the Nansen stamps, and for which an urgent and confident appeal is made in the report submitted by the High Commissioner for Refugees.



Sub-Appendix

*to Memorandum by the Director of the International Labour Office.*

TYPICAL OFFER TRANSMITTED TO THE REFUGEE SERVICE FOR THE SETTLEMENT OF REFUGEES  
IN THE ARGENTINE.

Ten Russian refugee families and 40 single workers, all qualified agriculturists, recommended by the Refugee Service of the International Labour Office, can be placed on an estate in the province of Cordoba. Should this experience prove satisfactory, it is anticipated that up to 1,000 refugees could be settled on the same estate.

A family should consist of a married couple and not less than four children over 15 years of age. Each family will receive 100 hectares of wooded land, together with the materials for the construction of a dwelling house, consisting of three rooms and a kitchen. The necessary implements and food will be provided until such time as the colonists earn enough to reimburse their cost, which shall be that prevailing in the City of Cordoba, plus 10 per cent for cost of transport.

During the initial period, the colonists will be employed on hard work, consisting of the felling of timber on the land allotted to them and the clearing away of trunks and undergrowth, in order to make the ground fit for ploughing and cattle-raising. The lumber of the standard commercial type thus produced will be taken over by the estate at the prices paid to the woodcutters of the country for similar work.

As soon as an area of 25 hectares has been cleared by each family, the land will be rented to those who have shown themselves to be of good conduct and industrious, for five or ten years, at the following rates:

For the first and second years, free;

For the third, fourth and fifth years, for 10 per cent of the crop.

The colonists will be enabled to purchase the land thus cleared on a system of deferred payments. The necessary seeds, tools, agricultural machinery and animals will be advanced and will be liquidated at cost price from the credits obtained from the production of timber.

When the area cleared exceeds 60 hectares, each family will receive 20 young cows, with calves, and credited with 50 per cent of the cash sale proceeds of the milk products derived from them. The colonists may embark on pig-breeding and poultry-raising for their own account.

Single workers may form groups of not less than five and obtain a parcel of 100 hectares on the same conditions as the families, or they may work as individuals under the same conditions as the lumbermen of the country.

Children of school age will be required to attend a school on the estate where Spanish is taught. £20 per head should be reckoned for transport expenses, but in the event of a group of 25 refugees being found in one country it is hoped that more favourable terms will be arranged.

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Appendix IV.

INTERNATIONAL LABOUR OFFICE: WORK ON BEHALF OF RUSSIAN AND ARMENIAN REFUGEES  
ESTIMATE FOR 1927.

The draft budget for the work on behalf of Russian and Armenian refugees is included in document A. IV (a). 1926. X, which contains the 1927 estimates for the International Labour Organisation, in the form of a provisional total amount equal to that requested and granted for 1926. With the approval of the Governing Body, this amount was inserted with the reservation that a revised budget should be laid before the Assembly after the first results of the work accomplished by the recently created South American agencies had been examined, since it was not possible for these results to be estimated at their true value when the general budget of the organisation was drawn up in February 1926. These results and the possibilities they afford for the future are set forth in the Note by the Office which is annexed to the report of the High Commissioner. They form the basis of the estimates now put forward.

I. The estimates for 1927 exceed those for 1926 by 8,575 francs. This increase only affects the Headquarters Service.

2. *Agencies.* — It is proposed:

- (a) To create a special service for Armenian Refugees (Near East);
- (b) To amalgamate the Baltic agency and the agency for Poland into one agency;
- (c) To re-organise and concentrate the South American agencies.

No changes are contemplated in regard to the other agencies. Sufficient economy will be realised by the administrative changes proposed to meet the cost of creating the special service for Armenian Refugees.

3. *Subventions.* — The Office hopes to be able to count on the continuance in 1927 of the subventions so generously granted in 1926 by various Governments and organisations.

4. *Headquarters service.* — By comparison with 1926, the total increase requested is 8,575 francs, divided up as follows:

(a) *Staff.* No change has been made in the strength of the service, and the staff will continue to retain the status of and be governed by the rules and regulations affecting temporary staff. Nevertheless, in view of the fact that most of the staff of this service have now been in the employ of the League of Nations for several years and also of the recognised necessity of ensuring a certain continuity of action in order that the Refugee Service may carry out efficiently all the tasks confided to it, it is thought to be only just to grant the staff certain increases in salary, and these amount in all to 3,375 francs.

(b) *Travelling expenses.* The amount granted for 1926 has proved to be insufficient, one of the causes of this being that the Headquarters Service has sometimes to defray the travelling expenses of the agencies which do not possess the necessary funds. It is requested, therefore, that the amount for travelling be increased by 6,450 francs to bring the total to 25,000 francs.

Geneva, August 24th, 1926.

(Signed) Albert THOMAS.

ESTIMATES FOR 1927.

*Summary.*

	Estimates 1927	Budget 1926	Budget 1925
<b>SUMMARY.</b>			
Work on behalf of Russian and Armenian refugees :	Swiss frs.	Swiss frs.	Swiss frs.
Headquarters . . . . .	111,175	102,600	90,000
Agencies . . . . .	175,400	200,400	113,000
Creation of a special service for the settlement of Armenian refugees . . . .	25,000	—	50,000
Total . . . . .	311,575	303,000	253,000
<b>I. Headquarters.</b>			
<b>1. Staff:</b>			
1 Chief of Section "hors cadre" . . .	29,000	28,000	25,000
1 Rédacteur . . . . .	13,600	13,200	
1 Rédacteur . . . . .	12,400	12,000	
1 Clerk . . . . .	5,000	4,200	6,000
1 Secretary . . . . .	6,575	6,400	6,000
2 Shorthand-Typists . . . . .	7,200	7,000	7,500
5,400		5,000	
Total . . . . .	79,175	75,800	44,500
2. Travelling . . . . .	25,000	18,550	23,000
3. Postage, telegrams, etc. . . . .	5,000	6,000	7,500
4. Printing . . . . .	—	—	1,000
5. Unforeseen and Miscellaneous . . . .	2,000	2,250	14,000
Total . . . . .	111,175	102,600	90,000

ESTIMATES FOR 1927 (conclusion).

	Estimates for 1927		Budget 1926		Budget 1925	
	Budget	Subven- tions	Budget	Subven- tions	Budget	Subven- tions
<b>II. Agencies.</b>	Swiss frs.		Swiss frs.		Swiss frs.	Swiss frs.
Germany . . . . .	7,400	30,000 M. <sup>1</sup>	7,400	30,000 M.	—	31,250
Austria . . . . .	—	6,000 S.fr. <sup>2</sup>	—	6,000 Sw.f.	6,000	12,000
Baltic States:						
Salaries . . . . .			3,000		3,000	
Office expenses . . . . .			3,000		3,000	
			6,000		6,000	
Poland . . . . .	24,500					
Salaries . . . . .			16,000	•••	19,200	
Lodging allowance . . . . .			700			
Office expenses . . . . .			4,800		4,800	
		4,200 Zl. <sup>3</sup>	21,500	4,200 Zl.	24,000	3,600
Near East:						
(a) Belgrade:						
Salaries . . . . .	21,000		21,000			
Office expenses . . . . .	14,000		14,000			
	35,000		35,000		4,500	
(b) Sofia:						
Salaries . . . . .	—		—	£600	24,000	
Office expenses . . . . .	—	£600 <sup>4</sup>	—	£600	14,000	
					38,000	
(c) Stamboul . . . . .	4,500	£240 <sup>5</sup>	4,500	£240	4,500	
(d) Athens . . . . .	6,000	—	6,000	—	—	45,000
South America:						
Argentina:						
Salaries and allowances.			26,000			
			4,000			
Installations and office expenses . . . . .			15,500			
Travelling . . . . .			3,500			
Printing . . . . .			1,000			
	80,000 <sup>2</sup>		50,000		—	
Brazil:						
Salaries and allowances.			41,000			
			3,000			
Installations and office expenses . . . . .			4,500			
Travelling . . . . .			1,000			
Printing . . . . .			500			
Total . . . . .			50,000		—	
China . . . . .	18,000		20,000	20,000 S.fr	30,000	
Special Service for Armenian Refugees in the Near East	25,000		—		—	
<b>Total: Agencies . . . . .</b>	<b>200,400</b>		<b>200,400</b>		<b>113,000</b>	

<sup>1</sup> For 1927 it is hoped to be able to count on a continuance of the contribution of 30,000 marks which the German Government made for 1926.

<sup>2</sup> The same remark applies to the contribution of 6,000 francs made by the Austrian Government in 1926.

<sup>3</sup> The same remark applies to the contribution of 4,200 Zloty made by Polish Government in 1926.

<sup>4</sup> The same remark applies to the contribution of £600 made by the Bulgarian Government in 1926.

<sup>5</sup> The same remark applies to the contribution of £240 made in 1926 by Miss Mitchell.

ANNEX 5c.

ARMENIAN AND RUSSIAN REFUGEE QUESTIONS?

REPORT PRESENTED TO THE FIFTH COMMITTEE BY DR. BREITSCHIED (GERMANY).

The Committee is too well acquainted with the general aspects of the Armenian and Russian refugee problems, which have occupied the attention of successive Assemblies, for it to be necessary for its Rapporteur to dilate on their origins, their gravity, their economic and social repercussion on the large numbers of countries concerned.

On looking back at the origin of those problems and at the existing situation as disclosed in the reports submitted by the High Commissioner and by the International Labour Office, the Assembly is entitled to a feeling of legitimate satisfaction at the commendable foresight it displayed in recognising their international importance in their early stages and of having made the happy choice of a combination of the co-ordinated efforts of Dr. Nansen and of the International Labour Office for their progressive solution. It is thanks to the choice of that combination of good will and technical efficiency that several thousands of destitute and unemployed refugees owe their present comparatively tolerable situation, achieved at a relatively negligible expenditure per head. Had the refugees been left to fend for themselves, the results would have been disastrous to the majority of them, and very embarrassing to the countries where they were concentrated in the largest numbers. It is only necessary to compare the unhappy situation of other "*Staatenlosen*" who do not enjoy the protection of the High Commissioner and that of the refugees, to appreciate the far-reaching value of this international action.

The statistics furnished in the report of the International Labour Office indicate the existence of no fewer than 1,000,000 Armenian and Russian refugees in twenty-six different countries. As definite records had not been received from certain countries where large numbers of refugees are known to exist, it would therefore be probably safe to estimate the total number of Armenian and Russian refugees at not less than 1,500,000. Of this number, 190,000 are reported to be unemployed, but this figure again does not include the statistics for the countries referred to, so that the total number of unemployed refugees may be reckoned at not less than 250,000.

That the political, economic and social difficulties inherent in problems of this magnitude have so far been either avoided or solved in their infancy without their having led to political crises must be considered a tribute to the efficacy of the co-operation established between the High Commissioner and the International Labour Office.

The methods adopted to achieve that satisfactory state of affairs merit the attention of the Committee, in order that it may be in a position to make appropriate recommendations to fortify them.

In accordance with the request of the Assembly at its sixth ordinary session, the High Commissioner in May last convened an Inter-Governmental Conference for the purpose of improving the refugee passport systems and of raising a Revolving Fund of not less than £100,000 to assist the migration of refugees. From the comprehensive information made available as a result of that Conference, it appears that the International Passport Arrangement has been adopted by forty-six and thirty-four Governments in respect of Russian and Armenian refugees respectively, and is therefore probably the most widely applied international technical arrangement existing. Practical experience, however, indicated that the refugees in some countries were not receiving the benefits from the passport systems contemplated at the time when the International Arrangement was framed. The Conference therefore drew up a supplementary Arrangement, on May 12th, 1926, which was designed:

- (a) To regularise the identity certificate systems for Armenian and Russian refugees;
- (b) To determine more accurately the number and situation of Armenian and Russian refugees in the various countries;
- (c) To create a Revolving Fund to provide for the cost of transport and settlement of refugees by the introduction of a yearly tax of 5 gold francs on self-supporting refugees.

That Arrangement was signed by the representatives of twenty-two countries, and has already been ratified by the Bulgarian, French, Luxemburg and Swiss Governments.

The urgent necessity of complying with the High Commissioner's appeal for the early and general ratification of that Arrangement is only too apparent from a perusal of the reports to the Assembly, but I venture to emphasise certain important points falling under the above three headings.

(a) Serious discriminations are made by certain countries against the bearers of refugee identity certificates as compared with the holders of national passports. This constitutes a serious hardship to refugees desiring to travel for professional, health or domestic reasons, and renders exceedingly difficult the work of placing the refugees undertaken by the International Labour Office. A special appeal should be made to the various Governments in this connection to apply

the identity certificate system as generously as possible in order to ensure the refugees the freedom of movement necessary to enable them to travel in search of employment or for health or family reasons.

(b) The International Labour Office experiences considerable difficulty in obtaining accurate statistics regarding the number of unemployed refugees according to their occupations. The general application of the identity certificate systems would contribute considerably to the removal of that difficulty.

(c) The report of the High Commissioner and that of the International Labour Office lay stress on the fact that the maximum value cannot be secured from their services until the Revolving Fund recommended by the Assembly at its sixth ordinary session and planned by the Inter-Governmental conference materialises. The arguments in favour of that Fund appear to be incontestable; on the one hand, it is shown that eight Governments alone expended annually no less than 20,000,000 gold francs on their refugee problems, or 335 francs per head of the refugees concerned, whereas the cost to the League, in the shape of administrative liquidation expenditure, is no more than 20 francs per head, expenditure from the Revolving Fund being reimbursed by the refugees benefiting therefrom.

The reports demonstrate conclusively that the policy and methods pursued by the High Commissioner and by the International Labour Office have won the approval not only of the emigration countries offering hospitality to the refugees but also of the immigration countries desirous of taking advantage of the International Labour Office for the recruitment of selected labour. Nothing is lacking but the funds indispensable for transport and settlement expenses, and your Rapporteur is convinced that not only will the Committee be anxious to submit a strong resolution to the Assembly on this point but that its individual members will exert every possible effort with their respective Governments to enlist their benevolent co-operation for the creation of the Fund. This is not only necessary for the normal development of refugee overseas emigration but also in view of the precarious situation of the large numbers of Armenian refugees in Syria, for whose settlement the co-operation of the High Commissioner and the International Labour Office is sought.

Finally, too much importance cannot be attached to the existence of a permanent nucleus organisation to which recourse may be had at any time by Members of the League for the solution of emergency unemployment problems.

To assist the Committee in its discussion, I would submit the following draft resolution for its consideration:

“ The Fifth Committee,

“ Having carefully examined the report of the High Commissioner and the International Labour Office on the refugee question,

“ Expresses its high appreciation of the important work which they have done for the refugees;

“ Expresses the opinion that this work should be brought to a satisfactory conclusion in the interests both of the refugees themselves and of political, economic and social order;

“ Having regard to the precarious position of thousands of Armenian refugees in Syria,

“ Invites the Governing Body of the International Labour Office and the High Commissioner for Refugees to consider the possibility of making an effective response to the appeals for their co-operation in the permanent settlement of these refugees;

“ Urges the Governments of the States Members to further the settlement of unemployed Russian and Armenian refugees by giving notice as soon as possible of their ratification of the Arrangement drawn up by the Inter-Governmental Conference on May 12th, 1926, particularly as regards contributions to the working capital fund (‘Revolving Fund’); and

“ Invites the Governing Body of the International Labour Office to appoint a co-trustee to be responsible jointly with Dr. Nansen for the administration of the Fund in question.”

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ANNEX 5d.

A. V. /18.

## ARMENIAN AND RUSSIAN REFUGEE QUESTIONS.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY DR. BREITSCHIED (GERMANY).

The Fifth Committee of the Assembly has carefully considered the reports on Armenian and Russian refugee problems submitted by the High Commissioner for Refugees and by the International Labour Office, and has recommended unanimously the adoption by the Assembly of the resolution at the foot of this report.

The Assembly is too well acquainted with the general aspects of the Armenian and Russian refugee problems, which have occupied the attention of successive Assemblies, for it to be necessary

to dilate on their origins, their gravity of their economic and social repercussion on the large numbers of countries concerned.

On looking back at the beginning of those problems and at the existing situations as disclosed in the reports submitted by the High Commissioner and by the International Labour Office, the Fifth Committee considered that the Assembly was entitled to a feeling of legitimate satisfaction at the commendable foresight it displayed in recognising their international importance in their early stages and of having made the happy choice of a combination of the co-ordinate efforts of Dr. Nansen and of the International Labour Office for their progressive solution. It is thanks to the choice of that combination of good will and technical efficiency that several thousands of destitute and unemployed refugees owe their present comparatively tolerable situation, achieved at a relatively negligible expenditure per head. Had the refugees been left to fend for themselves the results would have been disastrous to the majority of them and very embarrassing to the countries where they were concentrated in the largest numbers. It is only necessary to compare the unhappy situation of other "*Staatenlosen*" who do not enjoy the protection of the High Commissioner and that of the refugees to appreciate the far-reaching value of this international action.

The statistics furnished in the report of the International Labour Office indicate the existence of no fewer than 1,000,000 Armenian and Russian refugees in twenty-six different countries. As definite records had not been received from certain countries where large numbers of refugees are known to exist, it would therefore be probably safe to estimate the total number of Armenian and Russian refugees at not less than 1,500,000. Of this number, 190,000 are reported to be unemployed, but this figure again does not include the statistics for the countries referred to, so that the total number of unemployed refugees may be reckoned at not less than 250,000.

That the political, economic and social difficulties inherent in problems of this magnitude have so far been either avoided or solved in their infancy without their having led to political crises must be considered a tribute to the efficacy of the co-operation established between the High Commissioner and the International Labour Office.

The methods adopted to achieve that satisfactory state of affairs merit the attention of the Assembly, in order that it may be in a position to endorse the recommendations made by the Fifth Committee to fortify them.

In accordance with the request of the Assembly at its sixth ordinary session, the High Commissioner in May last convened an Inter-Governmental Conference for the purpose of improving the refugee passport systems and of raising a Revolving Fund of not less than £100,000 to assist the migration of refugees. From the comprehensive information made available as a result of that Conference, it appears that the International Passport Arrangement has been adopted by forty-six and thirty-four Governments in respect of Russian and Armenian refugees respectively, and is therefore probably the most widely applied international technical arrangement existing. Practical experience, however, indicated that the refugees in some countries were not receiving the benefits from the passport systems contemplated at the time when the International Arrangement was framed. The Conference therefore drew up a supplementary Arrangement, on May 12th, 1926, which was designed:

- (a) To regularise the identity certificate systems for Armenian and Russian refugees;
- (b) To determine more accurately the number and situation of Armenian and Russian refugees in the various countries;
- (c) To create a Revolving Fund to provide for the cost of transport and settlement of refugees by the introduction of a yearly tax of 5 gold francs on self-supporting refugees.

That arrangement was signed by the representatives of twenty-two countries, and has already been ratified or adopted by the British, Bulgarian, Danish, Estonian, Finnish, French, Greek, Indian, Luxemburg, Polish, Swedish and Swiss Governments with certain reservations.

The urgent necessity of complying with the High Commissioner's appeal for the early and general ratification of that arrangement is only too apparent from a perusal of the reports to the Assembly, but the Fifth Committee considered it necessary to emphasise certain important points falling under the above three headings.

(a) Serious discriminations are made by certain countries against the bearers of refugee identity certificates as compared with the holders of national passports. This constitutes a serious hardship to refugees desiring to travel for professional, health or domestic reasons, and renders exceedingly difficult the work of placing the refugees undertaken by the International Labour Office. A special appeal should be made to the various Governments in this connection to apply the identity certificate systems as generously as possible in order to ensure the refugees the freedom of movement necessary to enable them to travel in search of employment or for health or family reasons.

(b) The International Labour Office experiences considerable difficulty in obtaining accurate statistics regarding the number of unemployed refugees according to their occupations. The general application of the identity certificate systems would contribute considerably to the removal of that difficulty.

(c) The report of the High Commissioner and that of the International Labour Office lays stress on the fact that the maximum value cannot be secured from their services until the

Revolving Fund recommended by the Assembly at its sixth ordinary session and planned by the Inter-Governmental Conference materialises. The arguments in favour of that Fund appear to be incontestable; on the one hand, it is shown that eight Governments alone expended annually no less than 20,000,000 gold francs on their refugee problems, or 335 francs per head of the refugees concerned, whereas the cost to the League, in the shape of administrative liquidation expenditure, is no more than 20 francs per head, expenditure from the Revolving Fund being reimbursed by the refugees benefiting therefrom.

The reports demonstrated conclusively that the policy and methods pursued by the High Commissioner and by the International Labour Office have won the approval not only of the emigration countries offering hospitality to the refugees but also of the immigration countries desirous of taking advantage of the International Labour Office for the recruitment of selected labour. Nothing is lacking but the funds indispensable for transport and settlement expenses, and the Fifth Committee decided that not only should a strong resolution be submitted to the Assembly on this point but that its individual members should exert every possible effort with their respective Governments to enlist their benevolent co-operation for the creation of the Fund. This is not only necessary for the normal development of refugee overseas emigration but also in view of the precarious situation of the large number of Armenian refugees in Syria, for whose settlement the co-operation of the High Commissioner and the International Labour Office is sought.

*Resolution.*

" The Assembly,

" Having carefully examined the report of the High Commissioner and of the International Labour Office on the refugee questions,

" Approves that report;

" Expresses its high appreciation of the important work which they have accomplished for the refugees;

" Expresses the opinion that this work should be prosecuted to a satisfactory conclusion in the interests both of the refugees themselves and of political, economic and social order;

" Having regard to the precarious position of thousands of Armenian refugees in the Near East;

" Invites the Governing Body of the International Labour Office and the High Commissioner for Refugees to consider the possibility of making an effective response to the appeals for their co-operation in the permanent settlement of these refugees and of co-ordinating the activities of private organisations working for the refugees;

" Urges the Governments of the States Members to further the settlement of unemployed Russian and Armenian refugees by giving notice as soon as possible of their ratification of the Arrangement drawn up by the Inter-Governmental Conference on May 12th, 1926, particularly as regards contributions to the working capital fund (' Revolving Fund ') and the issue of visas to refugees on the recommendation of the High Commissioner and of the International Labour Office; and

" Invites the Governing Body of the International Labour Office to appoint a co-trustee to be responsible jointly with Dr. Nansen for the administration of the Fund in question;

" Considering the necessity of maintaining a delegation of the Refugee Service in Berlin in view of the large number of refugees in Germany,

" Takes note of the possibility of a contribution of one-half the cost being made by the German Government;

" Urges the Assembly to increase the refugee budget by 18,750 francs in order that the important delegation of the Refugee Service may be maintained in Berlin."

ANNEX 6.

A.V.9.1926.

SETTLEMENT OF ARMENIAN REFUGEES.

REPORT PRESENTED TO THE FIFTH COMMITTEE BY DR. BREITSCHIED (GERMANY).

The members of the Committee will have studied the documents which have been circulated regarding this question, namely, the report of the Armenian Refugee Settlement Commission, the report of the Financial Committee to the Council, and the resolution taken by the Council on September 16th, 1926.

The situation disclosed appears to be the following: Definite plans for an irrigation and settlement scheme have been drawn up after a careful enquiry and a reliable estimate has been made of the expenditure involved—about £1,500,000 sterling. No further enquiry into this aspect of the problem is necessary, and the scheme is likely to be self-supporting if the initial sum required to finance it can be obtained.

It does not appear probable that the sum required can be provided by means of an ordinary public loan. In any case, the Council, on the advice of the Financial Committee, is not able to

declare that it could associate itself with the issue of such a loan to the extent and in the form for which precedents exist in the case of Austria, Hungary, Greece and Bulgaria.

At the same time, the Council has stated that, subject to certain conditions and if requested to do so by the parties interested, it would be willing to appoint persons to supervise the due expenditure of the money in the manner proposed in the plan.

The Settlement Commission has put forward an alternative to the flotation of a public loan. It had suggested that private organisations and individuals may be willing to put up money in the form of a loan or gift for this scheme, and I think that the Assembly would wish to do what is in its power to facilitate all efforts which may be made to obtain it in this way, the more so as the Council has declared itself ready, if the money is forthcoming and subject to the conditions contained in the report of the Financial Committee, to supervise its expenditure.

In order to carry out the work which is obviously necessary if such a sum is to be obtained, it will, I suggest, be necessary to create a small Committee composed of representatives of those organisations most likely to interest themselves in the project. A careful enquiry should be made in order to determine the organisations most suitable for this purpose.

I need not elaborate here the reasons why the League of Nations should continue to take an active part in promoting this scheme. At every Assembly since the inception of the League, resolutions have been passed expressing sympathy with the object of the scheme, namely, the creation of a National Home for Armenia, and these resolutions have been reinforced by the declarations made in many quarters by responsible statesmen belonging to many States Members of the League.

I have the honour to propose the following draft resolution for the Assembly. It will be observed that the fourth paragraph of this resolution involves an inscription in the budget for next year. In accordance with the Rules of Procedure of the Assembly, the report should therefore be submitted to the Fourth Committee before going to the Assembly.

“ The Assembly:

“ (1) Takes note of and adopts the report of the Armenian Refugee Settlement Commission, and expresses its appreciation of the valuable work done by this Commission in the elaboration of a workable scheme, found after careful enquiry to be technically sound, which it is estimated will result in the settlement of at least 25,000 Armenians in their National Home;

“ (2) Takes note of the resolution of the Council of September 16th, 1926, stating that, if the money to finance the initial outlay required by the scheme is forthcoming, the Council would, subject to certain conditions and if requested to do so by the parties interested, be willing to appoint a person or persons to supervise the due expenditure of that money for the objects specified in the scheme;

“ (3) Requests the Council, after due enquiry, to set up a small Committee, under the chairmanship of a member appointed by the Council and consisting partly of representatives of private organisations interested in the promotion of this scheme, to investigate the possibility of obtaining the sum required and of using it for the purposes of the plan in the Republic of Armenia.

“ (4) Decides that, if the Committee is constituted, a sum of 25,000 francs shall be included in the budget for next year to meet the expenses of this Committee. ”

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ANNEX 6a.

A.V./17.1926.

SETTLEMENT OF ARMENIAN REFUGEES.

DRAFT REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY PRESENTED BY DR. BREITSCHIED  
(GERMANY)

The Assembly will have studied the documents which have been circulated regarding this question, namely, the report of the Armenian Refugee Settlement Commission, the report of the Financial Committee to the Council, and the resolution adopted by the Council on September 16th, 1926.

The situation disclosed appears to be the following: Definite plans for an irrigation and settlement scheme have been drawn up after a careful enquiry, and a reliable estimate has been made of the expenditure involved—about £1,500,000 sterling. No further enquiry into this aspect of the problem is necessary, and the scheme is likely to be self-supporting if the initial sum required to finance it can be obtained.

It does not appear probable that the sum required can be provided by means of an ordinary public loan. In any case, the Council, on the advice of the Financial Committee, is not able to declare that it could associate itself with the issue of such a loan to the extent and in the form for which precedents exist in the case of Austria, Hungary, Greece and Bulgaria.



At the same time, the Council has stated that, subject to certain conditions and if requested to do so by the parties interested, it would be willing to appoint persons to supervise the due expenditure of the money in the manner proposed in the plan.

The Settlement Commission has put forward an alternative to the flotation of a public loan. It has suggested that private organisations and individuals may be willing to put up money in the form of a loan or gift for this scheme, and the Fifth Committee thinks that the Assembly would wish to do what is in its power to facilitate all efforts which may be made to obtain it in this way, the more so as the Council has declared itself ready, if the money is forthcoming and subject to the conditions contained in the report of the Financial Committee, to supervise its expenditure.

In order to carry out the work which is obviously necessary if such a sum is to be obtained, it may, the Committee suggests, be necessary to create a small Committee composed of representatives of those organisations most likely to interest themselves in the project. A careful enquiry should be made in order to determine the organisations most suitable for this purpose.

It is not necessary to elaborate here the reasons why the League of Nations should continue to take an active part in promoting this scheme. At every Assembly since the inception of the League, resolutions have been passed expressing sympathy with the object of the scheme, namely, the creation of a National Home for Armenia, and these resolutions have been reinforced by the declarations made in many quarters by responsible statesmen belonging to many States Members of the League.

The Fifth Committee has the honour to propose the following draft resolution for the Assembly. It will be observed that the fourth paragraph of this resolution involves an inscription in the budget for next year. In accordance with the Rules of Procedure of the Assembly, the report should therefore be submitted to the Fourth Committee before going to the Assembly.

“ The Assembly:

“(1) Takes note of and adopts the report of the Armenian Refugee Settlement Commission, and expresses its appreciation of the valuable work done by this Commission in the elaboration of a workable scheme, found after careful enquiry to be technically sound, which it is estimated will result in the settlement of at least 25,000 Armenians in their National Home;

“(2) Takes note of the resolution of the Council of September 16th, 1926, stating that, if the money to finance the initial outlay required by the scheme is forthcoming, the Council would, subject to certain conditions and if requested to do so by the parties interested, be willing to appoint a person or persons to supervise the due expenditure of that money for the objects specified in the scheme;

“(3) Requests the Council to consider the possibility, after due enquiry, of setting up a small Committee, under the chairmanship of a member appointed by the Council and consisting partly of representatives of private organisations interested in the promotion of this scheme, to investigate the possibility of obtaining the sum required and of using it for the purposes of the plan in the Republic of Armenia;

“(4) Decides that, at the discretion of the Council, a sum of 25,000 francs shall be included in the budget for next year to meet the expenses of this Committee, if such a Committee is set up.”

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#### ANNEX 7.

### PROTECTION OF WOMEN AND CHILDREN IN THE NEAR EAST AND SETTLEMENT OF ARMENIAN REFUGEES.

#### LETTER FROM THE CHAIRMAN OF THE FOURTH COMMITTEE TO THE CHAIRMAN OF THE FIFTH COMMITTEE.

Geneva, September 24th, 1926.

I have the honour to inform you that the Fourth Committee, at its meeting this morning, adopted the recommendations of the Financial Supervisory Commission regarding the Commission for Protection of Women and Children in the Near East and the settlement of Armenian refugees.

The above-mentioned resolutions will be found on pages 1, 2 and 3 of the attached report of the Financial Supervisory Commission.<sup>1</sup>

(Signed) N. TITULESCO,

Chairman of the Fourth Committee.

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<sup>1</sup> See Document A. 110. 1926. X.

I. COMMISSION FOR THE PROTECTION OF WOMEN AND CHILDREN IN CERTAIN PARTS OF THE NEAR EAST.

The Supervisory Commission has received a request for supplementary credits for the work of the Commission for the Protection of Women and Children in certain parts of the Near East. By a resolution taken on September 19th, the Fifth Committee recommended the Assembly to vote a sum of 45,000 francs for Miss Jeppe's mission at Aleppo and to allocate to Dr. Kennedy a credit of 20,000 francs for the work of the League of Nations Neutral House in Constantinople.

The Supervisory Commission desires to point out that it was clearly understood last year, when the situation was most carefully examined, that the 1927 budget should not contain any credit for the work undertaken by Miss Jeppe and Dr. Kennedy, but that reliance would henceforth be placed upon private effort to furnish the expenses of the Aleppo Home and the Neutral House in Constantinople.

Accordingly, in spite of the importance of these missions, the Supervisory Commission recommends that no new credit be included in the budget for the work in question.

In view of the interest shown by the League of Nations in the question of Armenians, the Commission considers that the patronage of the League of Nations should not be withdrawn from Miss Jeppe; the Financial Director would continue to serve as an intermediary between Miss Jeppe and private organisations.

2. SETTLEMENT OF ARMENIAN REFUGEES.

On September 22nd, the Fifth Committee decided to recommend the Assembly to include in the 1927 budget a credit of 25,000 francs to meet the expenses of the Committee which the Council might decide to set up to study the possibility of collecting the necessary funds with a view to settling the Armenians in their National Home.

The Supervisory Commission desires, in the first place, to point out that the approval which it gave last year to the credit of 50,000 francs included in the budget for 1926 was contingent upon the prospects of raising a loan of £900,000. In its report to the Fourth Committee of the sixth ordinary session of the Assembly, the Commission expressed itself as follows: "On the understanding, therefore, that, should the main scheme prove impracticable, this credit would automatically lapse, the Supervisory Commission has decided to recommend its adoption by the Committee."

In its report to the Council, the Finance Committee recognised that, in the present circumstances, it was impossible to carry out the scheme devised by the special Committee appointed by the Council in accordance with the resolution of the last Assembly, and the Supervisory Commission therefore considers that it would not be sound financial policy to include a credit in the present budget, particularly as the realisation of the scheme does not depend upon the League of Nations.

## TABLE OF CONTENTS

### of Minutes and Annexes of Fifth Committee

<b>Agenda of Committee</b>		<b>Refugees (continued)</b>
Adoption . . . . .	8	Armenian, Settlement of ( <i>continued</i> )
Items . . . . .	7	Reports
<b>Chairman of Committee</b>		by Dr Breitscheid presented to Com No. 5
Opening speech by . . . . .	8	Discussion . . . . . 36-7
<b>Children and Young People, Protection of</b>		Text. . . . . 144-5
Juvenile Courts		by Fifth Committee . . . . . 145-6
Report by Sec.-Gen. . . . .	87-8	Assistance for Russian and Armenian refugees
Maternity and child welfare		German proposal <i>re</i> unemployment. . . . . 38-9
Italian legislation . . . . .	32, 90-5	Reports
Work of Committee, 2nd session		of Dr. Breitscheid presented to Com. No. 5
Discussion . . . . . 21-3, 24-5, 26-7		Discussion . . . . . 29-31, 32-5, 35-6
Draft resolution of British delegation . . . . .	88	Text. . . . . 141-2
Reports		of Fifth Committee . . . . . 142-4
by M. Riddell presented to Com. . . . .	86-7	Adoption. . . . . 38
by Fifth Committee . . . . .	89-90	of High Commissioner . . . . . 102-140
Adoption. . . . .	31-2	Extension to other groups of refugees of measures
by Child Welfare Committee . . . . .	76-86	taken to assist Russians and Armenians
<b>Close of Session</b> . . . . .	42	Draft resolution of Belgium
<b>Delegations</b>		Discussion and adoption . . . . . 37-38, 41-2
Welcome to German delegation . . . . .	14-15	Text. . . . . 35
<b>Fourth Committee</b>		<b>Traffic in Opium and other Dangerous Drugs</b>
Recommendations of Supervisory Commission		<i>See:</i> Opium and other dangerous drugs,
transmitted by Chairman . . . . .	146-7	Traffic in
<b>League of Nations</b>		<b>Traffic in Women and Children</b>
Sphere of activities and competence to extend		<i>See:</i> Women and Children, Traffic in
Statement by French delegate . . . . .	32, 39	<b>Vice-Chairman of Committee</b>
<b>Members of Committee, List of.</b> . . . . .	5-6	Election of . . . . . 8
<b>Opium and Other Dangerous Drugs, Traffic in</b>		<b>Women and Children in the Near East</b>
Work of Advisory Committee, 8th session		Decision of Fourth Committee . . . . . 146-7
Discussion . . . . . 9-14, 15-18		Discussion . . . . . 39-40
Reports		Sub-Com. of Neutral House in Constantinople
of Advisory Committee. . . . .	44-62	Appointment . . . . . 28
of Fifth Committee . . . . .	63-4	Report. . . . . 29
Adoption. . . . .	23	Work of Commission for Protection of
of M. Veverka . . . . .	63	Discussion . . . . . 27-8, 29
Submitted to Com. . . . .	9	Reports
<b>Rapporteurs of Committee</b>		by Commission . . . . . 95-9
Appointment . . . . . 8, 18, 27, 29, 37		by Dame Edith Lyttelton to Com. No. 5 . 99-100
<b>Refugees</b>		by Fifth Committee . . . . . 101-2
Armenian, Settlement of		Adoption. . . . . 32
Decision of Fourth Committee . . . . . 146-7		<b>Women and Children, Traffic in</b>
Discussion . . . . . 40-1		Prostitution as related to Traffic
		Cuban draft resolution . . . . . 21, 23
		Work of Committee, 5th session
		Discussion . . . . . 19-21
		Reports
		of M. Nagai. . . . . 74
		Adoption. . . . . 21
		of Fifth Committee . . . . . 75
		Adoption. . . . . 27
		of Traffic Committee. . . . . 65-73