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the League of Nations.
Dec, 1925

THE
MONTHLY SUMMARY
OF THE
LEAGUE OF NATIONS

JANUARY 1925

Vol. V. No. 1

Published on February 15th, 1925.

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MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

JANUARY 1925

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Communications concerning the *Monthly Summary* should be addressed
to the Information Section, League of Nations, Geneva.

I. — Summary of the Month.

The principle meetings in January were the sixth session of the Permanent Court of International Justice, the International Opium Conferences, and short sessions of the Supervisory and Economic Committees.

The Permanent Court met in extraordinary session on January 12th, when its new President, M. Huber, took the chair for the first time. The case-list included a question relating to the exchange of Greek and Turkish populations and the Mavromatis affair.

The Opium Conferences, which re-assembled in the course of the month, continued their work in view of the international control of the drug traffic and appointed a Mixed Committee of the two Conferences to discuss proposals and declarations of the various delegations concerning prepared opium.

The Economic Committee held a short session at the end of January when it dealt with the questions of economic crises in relation to unemployment, and the abolition of import and export restrictions.

On January 8th the Chief Epidemic Commissioner of the League, Dr. Norman White, left for Singapore to attend a regional conference to inaugurate an Epidemiological Intelligence Office for the Far East. A maritime quarantine station, towards the construction of which the Epidemic Commission had contributed £6,000, was opened by the Latvian Government at Libau.

The League's reconstruction work in Austria and Hungary shewed normal progress. As regards the Saar, the last quarterly report of the Governing Commission for 1924 was duly received.

A series of important communications was received from various Governments. The Swedish Government communicated to the Secretary-General its reply to the memorandum of the German Government with regard to its admission to the League. The new Albanian Government notified the Secretary-General of its constitution. The Russian Government informed the League that, ~~while~~ it did not propose to adhere to the Statute of the Permanent Court or to the Convention for the Simplification of Customs Formalities, it was prepared to participate in the work of the Committee on Tonnage Measurement in Inland Navigation.

The Canadian Government notified the Secretary-General of the appointment of a permanent advisory Officer on League of Nations questions, to reside in Geneva. An assistant delegate was appointed by the Kingdom of the Serbs, Croats and Slovenes.

The Government of Costa Rica announced its intention of withdrawing from the League after a period of two years, beginning January 1st, 1925, had elapsed.

II. — The Permanent Court of International Justice.

Sixth Session.

The Permanent Court of International Justice met in extraordinary session on January 12th. The Court was composed as follows :

M. Huber (President)
M. Loder (Ex-President)
M. Weiss (Vice-President)
Lord Finlay
M. Nyholm

M. Altamira
M. Oda
M. Anzilotti
M. Yovanovitch
M. Reichmann
M. Negulesco

The new President, M. Max Huber ⁽¹⁾, who was in the chair for the first time, delivered his inaugural address at a public sitting on January 16th.

The principal item on the case-list was a request for an advisory opinion in connection with the exchange of Greek and Turkish populations ⁽²⁾.

A certain number of administrative questions had also to be dealt with, namely, the preparation of a list of jurists in order to enable the Turkish Government to appoint four legal advisers in accordance with its obligations under the Lausanne Treaty, and the appointment of the Presidents of certain Mixed Arbitral Tribunals provided for in that Treaty ⁽³⁾.

The Court had also to deal with the Mavromatis case, having by its judgment last August, upheld its jurisdiction with regard to that part of the question relating to the Jerusalem concessions. The written proceedings have been terminated and the hearings fixed to begin on February 10th, Sir Douglas Hogg, Attorney-General, appearing for the British Government, and M. Politis for Greece.

Speech of the President. — In his inaugural speech M. Huber paid a warm tribute to his predecessor, M. Loder, to whose lot had fallen the exceptional honour of being the first President of the Court, the guiding principle of which he had defined to be to declare the law and the law only. M. Huber then set forth the manner in which he regarded his duties as President of the Court and the heavy responsibilities, which he felt were attached to the position.

There is no doubt, he added, that since the Great War the opinion has become prevalent that international life requires to be deeply reformed; none the less the great effort made in this direction, which the League of Nations constitutes, is still the object of much scepticism. Public opinion is more ready to note the shortcomings and apparent failures of this institution than the remarkable results which it has accomplished. Many persons think it merely constitutes a manifestation of old political ideas disguised under new methods.

It is none the less true that one conception has acquired and possesses an enhanced credit; namely, arbitration in general, and, more particularly, international justice. Public opinion is unable to appreciate the essential limitations of justice, in the strict sense of the term, in the realm of international law—a branch of law so imperfect, so incomplete and so difficult to transform. But that matters little; the essential is the belief in the possibility and the existence of an organism above the more or less brutal, or more or less subtle competition of national selfishness, of an organism which represents impartiality and justice, principles of a higher order of things. This idea of international justice is—whatever one may say—at the present time represented by our Court. On the success of our institution depends to a great extent the victory of the forces of goodwill and of the world's hopes, forces which in case of defeat must give place to a new pessimism more deadly than the old. Such is our responsibility, and it is truly formidable.

Our task is certainly very arduous. You know as well as I do all the difficulties presented by our work : but I desire to emphasise three of them which seem of special importance.

The number of cases brought before the Court will always be relatively limited. This is due to the composition of the community of nations. For that reason the value of each judgment which we deliver has an influence upon the authority of our Court, which is far greater than that of a single judgment of a national tribunal on that tribunal. A national tribunal delivers some hundreds of decisions each year; if some of these are liable to criticism, the good average

(1) See *Monthly Summary*, Vol. IV, No. 9, p. 172.

(2) See *Monthly Summary*, Vol. IV, No. 12, p. 267.

(3) See *Monthly Summary*, Vol. IV, No. 8, p. 150.

resulting from a long-established body of precedent cannot be modified thereby. For us it is not the same; our jurisdiction is always based in the last resort upon the free-will of States and therefore upon the moral credit we possess; and each judgment and advisory opinion is therefore for us of the greatest weight, quite apart from the interests immediately concerned.

A further difficulty arises from the political elements involved in almost all international disputes. It would be superfluous and even offensive to insist on the fact that the world expects the Court and each of us to consider all questions in a spirit from which all prejudice of a political nature is banished, and relies on our being always on our guard not to fall unconscious victims to considerations foreign to justice. But this primordial principle does not prevent our envisaging all the aspects of the questions submitted to us. A complete comprehension of each case is indispensable, in order that we may fully appreciate the extent of our responsibility and may recollect how necessary it is to base our decisions on considerations as solid and unassailable as possible.

But the political element enters into account in another manner also; there is no doubt that every legislator and every judge must, to fulfil his duties satisfactorily, fully understand the circumstances of that social state of things in which he intervenes, whether by means of legislation or by legal decision. And so it is necessary for the Court, in interpreting and seeking out the principles of international law, to take account of the particular nature of the relations between States. The Court requires the confidence not only of public opinion, but also of Governments; and it is natural that the latter require to be sure that the Court fully understands the problems lying at the root of the disputes which it is called upon to settle. For instance, you remember that some months ago Italy and Switzerland signed an arbitration Treaty which entrusts the Court with jurisdiction, after methods of conciliation have failed, to hear and determine, at the request of one of the parties, any dispute of whatever nature, and to decide *ex aequo et bono* disputes even of a non-judicial nature. This is an exceptional tribute to the Court; it constitutes the widest jurisdiction ever granted to an international tribunal; but it is easy to see that if States are really to abandon—as Italy and Switzerland have done in this Treaty—the limitations of a political nature which have hitherto restricted international justice, it is necessary for them to have sufficient confidence in the independence of the Court and its capacity to appreciate at its true value every element of an international dispute.

And here we reach a third difficulty. All politics, whether domestic or foreign, are the resultant of the totality of forces which, coming into play in different degrees, form the whole scale between brute force and a liberal and far-seeing opportunism. Success or non-success, immediate or remote, determines the value of an action, the motives of which can never as a whole be discerned.

Justice is essentially different from this. Here balance of power, opportunism, give-and-take are excluded. A legal decision draws its authority not from the fact that it adapts itself well to the demands of a particular and momentary situation, but from the fact that it is based on reasons which possess a general value apart from the particular case and a weight which all regard as conclusive. All judicial institutions are based on two principles of a psychological nature—legal logic, a rational element, and justice, a moral element. These two principles, these two main supporters of the judicial function, raise that function above the confusion in which the interests and passions of men, parties, classes, nations and races are involved.

The guarantee of this elevation, of this independence, lies in the fact that the judge must enumerate the reasons on which his decision is based. These reasons form the core of the judgment. A judgment constitutes a legal decision, not merely as between the parties, but also as regards the Court. Every judgment is for the Court a *monumentum ære perennius*, a memorial to its honour or to its reproach. The reasons on which a judgment is based constitute the purest and most formidable method of publicity.

It has been said with regard to our duties here that they are sublime. That is true. The administration of justice is a noble task. We seek absolute truth, integral justice. There is an element of the absolute in the task of a judge. He cannot be content with a relatively satisfactory solution—with a solution which, from the standpoint of policy, may appear to be the right one. Of course, even our work will, like all the works of man, be far from perfect, and history, if just, will not judge our efforts by an absolute but by a relative standard. We must, however, without doubt or hesitation, keep steadfastly before us the highest conception of a judge's task. This task—as I have said—in-

• involves in the case of the Court of International Justice, peculiar difficulties and responsibilities, and especially at the present moment when international life and justice are passing through the greatest crisis known. We have reached a critical juncture at which it is equally possible for us to do much harm or much good, and this is what renders our responsibility particularly heavy.

Exchange of Greek and Turkish Populations (1). — On December 13th the Council decided to ask the Permanent Court to give an advisory opinion on the interpretation of the word "established" as used in Article 2 of the sixth Lausanne Convention (Exchange of Greek and Turkish Populations), and also on the conditions which the Greeks of Constantinople must fulfil in order to be considered as "established" in the terms of the Convention, and therefore exempted from the obligatory exchange of populations.

As the written proceedings usual in the case of requests for advisory opinions had been completed and the Greek and Turkish Governments had asked permission to submit oral statements, the Court held a public sitting on January 16th in order to hear the representatives of the parties, M. Nicolas Politis (Greece) and Tevfik Rouchdi Bey (Turkey).

In cases submitted for an advisory opinion, there being neither applicant nor respondent, the Court hears the representatives of the parties according to the alphabetical order of the names of their countries. M. Politis, who was therefore called upon to speak first, stated the views of his Government and submitted the following conclusions :

1). That the word "established" in Article 2 of the Sixth Convention of Lausanne means persons inhabiting Constantinople who, before October 30th, 1918, had fixed their domicile there with the intention of habitually residing there;

2). That in order to be exempt from the compulsory exchange of populations, Greek inhabitants of Constantinople must have arrived in that city before the above-mentioned date, and have clearly manifested their intention of making it the centre of their interests and occupations; that the decision of the Mixed Commission for the exchange of populations should be final in cases of doubt as to questions of fact in this respect;

3). That prelates of the Orthodox Church attached to the Œcumenical Patriarch are exempt from the compulsory exchange of populations, apart from any conditions as to establishment.

The representative of the Turkish Government — Tevfik Rouchdy Bey, combated these submissions.

As regards the prelates of the Orthodox Church, he stated that the Court was not called upon to pronounce any opinion on this question as it was not included in the request for an advisory opinion. Moreover, in his view, this question was exclusively a matter of Turkish domestic policy. As regards the interpretation to be placed on the word "established", the Turkish Government was of opinion that the meaning of this word was to all intents and purposes the same as "habitually resident" (*domiciliés*). The Turkish Government was also opposed to the idea of leaving to the Mixed Commission for the Exchange of Populations the final decision of the question whether Greek inhabitants of Constantinople had given evidence of an intention to establish themselves in that city. It was of opinion that the granting of such powers to the Mixed Commission would limit the independence of Turkish tribunals in a way difficult to accept, as it considered that Turkish law should constitute the necessary criterium. The rôle of the Commission should be confined to the examination of reported cases of partiality in the application of the law.

• After a short reply by M. Politis, following which Rouchdy Bey stated that he did not desire to speak again, the Court rose.

• (1) See *Monthly Summary*, Vol. IV, No. 12, p. 267.

III. — Reduction of Armaments and Military Control.

1. — COMMUNICATION FROM THE CONFERENCE OF AMBASSADORS

The Conference of Ambassadors has informed the Secretary-General that the Naval Inter-Allied Commission of Control in Germany was officially dissolved on September 30th, 1924.

This operation was subject, in so far as the inspection of war material serving alike for military and naval purposes was concerned, to the condition that the control should be assured by the Military Inter-Allied Commission, as laid down in Articles 167, 168 and 169 of the Treaty of Versailles.

This communication of the Conference of Ambassadors relates to Article 213 of the Treaty of Versailles which reads :

So long as the present Treaty remains in force, Germany undertakes to submit to any investigation which the Council of the League of Nations, acting if need be by a majority vote, may consider necessary.

2. — CORRESPONDENCE WITH THE HUNGARIAN GOVERNMENT

The Secretary-General has circulated to the Governments of States Members of the League a letter from the Hungarian Government to the President of the Council and the latter's reply.

The Hungarian Government, in its letter of December 8th, 1924, protested against the decision of the Council of September 19th not to admit to its discussions on the right of investigation States which had presented a request to this effect (Austria, Bulgaria, Greece, Hungary, Roumania, and the Kingdom of the Serbs, Croats and Slovenes).

Basing its protest on Article 4 of the Covenant, the Hungarian Government declared that, in spite of the decision of the Council, it still persisted in thinking that the States Members of the League of Nations subject to military control should have been represented on the Council when the latter was discussing investigation, and reserved full freedom of action in the event of its not receiving the information for which it asked with regard to the Council's decision.

The protest of the Hungarian Government also bore on certain regulations adopted by the Council for the exercise of its right of investigation, especially as regards the admission of conterminous States to the Permanent Advisory Commission and the Commissions of Investigation.

To this letter the Council replied on December 12th that its decisions had been taken after mature reflection and after consulting a Committee of Jurists. All the factors in the case had been considered and the Council desired to emphasise the fact that it intended to exercise the right of investigation conferred upon it by Article 143 of the Treaty of Trianon in a spirit of complete impartiality and with due regard to all the interests involved.

IV. — General Questions.

1. — INTERNATIONAL ENGAGEMENTS

a) *Registration of Treaties and International Engagements.*

Among the treaties and international engagements presented in January for registration with the Secretariat figure agreements relating to trade and naviga-

tion concluded by Japan and Siam, Japan and Poland, Lithuania and Norway, the Netherlands and Portugal, and the Economic Union of Belgium and Luxembourg and Canada.

The Polish Government presented a Protocol relating to the provisional regulation of the air traffic between Great Britain and Ireland and Poland.

The Greek Government presented the Convention and Protocol relating to the exchange of Greek and Turkish populations, concluded at Lausanne on January 30th, 1923, by the Greek and Turkish Governments.

b) *Adhesions and Ratifications.*

During the past month the Swedish Government ratified the Convention and Statute on Freedom of Transit and the Declaration recognising the right to a flag of States having no sea-coast (Barcelona, April 20th, 1921).

The Austrian Government ratified the International Convention for the suppression of the circulation and trade of obscene publications (Geneva, September 12th, 1923).

c) *Amendments to the Covenant.*

The Greek Government, on January 20th, deposited with the Secretariat the instruments of its ratification of the Protocols relating to the three last amendments to Article 16 of the Covenant (Economic Blockade). These amendments were adopted in 1921 by the Second Assembly.

2. — DEVELOPMENT OF INTERNATIONAL LAW (1)

The Committee for the Progressive Codification of International Law is now entirely constituted, all the sixteen members nominated by the Council in December having accepted the appointment (2). An expert in Moslem law will be appointed later. The Committee, which, in addition to nationals of States Members of the League, includes an American and a German jurist, has been constituted with a view to representing "the main forms of civilisation and the principal legal systems of the world".

The duties of the Committee, as outlined by the Fifth Assembly, will be in the first place to prepare a provisional list of subjects of international law, the regulation of which by international agreement would seem desirable and realisable at the present moment. After communication of this list to the different Governments for their opinion, the Committee will consider the replies received and will report to the Council on the questions which are sufficiently ripe for, and on the procedure which might be followed with a view to, preparing conferences for their solution. The Committee will shortly begin to consult the most authoritative organisations for the study of international law.

3. — APPOINTMENT OF REPRESENTATIVES TO THE LEAGUE OF NATIONS

a) *Appointment of a Canadian Representative.*

The Prime Minister of Canada, Mr. Mackenzie King, on December 18th, addressed to the Secretary-General the following letter :

I have the honour to inform you that with the object of removing certain disadvantages under which Canadian delegates to the meetings of the Assembly

(1) See *Monthly Summary*, Vol. IV, No. 12, p. 271.

(2) *Erratum* : see page 272, Vol. IV, No. 12. Mr. George W. Wickersham is President of the *American Law Institute*, not, as stated in last issue, of the *American Society of International Law*.

of the League of Nations, of the International Labour Conference and other Conferences promoted by these bodies labour owing to Canada's distance from the headquarters of the League, and of providing more efficient means for the assistance of such delegates, the Canadian Government have decided to create the position of permanent Dominion of Canada Advisory Officer for League of Nations purposes, the holder of which shall reside in Geneva, in order to establish and maintain as close relations as possible with the Secretariats of the League of Nations and of the International Labour Office, to keep the Government of Canada informed in regard to matters arising from time to time within the sphere of the activities of these organisations which may be of concern to them, generally to act in such matters in an advisory capacity to the Government of Canada and to Canadian delegates to the Conferences referred to, and should occasion require, to act as the Government may determine in substitution for a Government delegate.

To the position thus created they have appointed Mr. W. A. Riddell, Ph. D., now resident in Geneva.

b) Appointment of a Representative of the Kingdom of the Serbs, Croats and Slovenes.

The Government of the Kingdom of the Serbs, Croats and Slovenes has accredited to the League of Nations a permanent representative, M. Jean Douthitch, Councillor of Legation and assistant delegate of the Kingdom of the Serbs, Croats and Slovenes. M. Miloutin Yovanovitch, Minister of the Kingdom of the Serbs, Croats and Slovenes at Berne, is the first delegate of his Government to the League of Nations.

**4. — COMMUNICATION FROM THE GOVERNMENT OF THE REPUBLIC OF COSTA RICA
IN REGARD TO ITS MEMBERSHIP OF THE LEAGUE**

The Minister of Costa Rica at Paris has addressed to the Secretary-General the following letter, dated December 24th, 1924 :

I have the honour to forward to your Excellency a cheque of the Banco de Costa Rica, drawn on the "Irving Bank Colombia Trust Company of New York", and endorsed to yourself by me, for eighteen thousand six hundred and sixty-seven dollars eightyseven cents (\$ 18, 667.87) in payment of the contribution due from the Republic of Costa Rica as a member of the League of Nations, in respect of the years 1921-1922, 1923 and 1924.

I should be much obliged if you would have a triplicate receipt for this sum sent to me, together with a statement of the present situation of the account of the Republic of Costa Rica with the League of Nations.

If there should be any balance in favour of my Government, I should be obliged if you would credit it to the contribution due for the year 1925.

I am instructed by my Government to notify to your Excellency, in conformity with Article 1 of the Covenant of the League of Nations, that the Republic of Costa Rica withdraws from the League of Nations. I request your Excellency to take cognizance of this notification, which will have effect as from January 1st, 1925, so that Costa Rica will finally cease to be a Member of the League on January 1st, 1927.

**5. — COMMUNICATIONS FROM THE GOVERNMENT OF THE UNION
OF THE SOVIET AND SOCIALIST REPUBLICS**

The Secretary-General of the League has received from M. Tchitchérine, People's Commissary for Foreign Affairs of the Soviet Government, communications to the effect that his Government does not propose to adhere to the Statute of the Permanent Court of International Justice or to the Convention for the Simplification of Customs Formalities (Geneva, 1923). The Soviet Government,

on the other hand, accepts in principle the League's invitation to take part in the work of its special Committee on Tonnage Measurement in Inland Navigation.

6. — MEETING OF THE SUPERVISORY COMMISSION

The Supervisory Commission met on January 23rd at Geneva for the purpose of considering certain financial and administrative questions referred to it by the Fifth Assembly.

The Commission, which was composed of M. Osusky (Czechoslovakia), M. Reveillaud (France), Lord Meston (India), M. Nederbragt (Netherlands) and M. Parra-Perez (Venezuela), elected M. Osusky as chairman, Lord Meston as vice-chairman and M. Nederbragt as rapporteur.

7. — DONATION TO THE LEAGUE

An American Society known as "The Friends of the League of Nations" has just forwarded to the Secretary-General a donation of \$1500, collected in small subscriptions in the United States and offered in connection with whatever humanitarian work of the League it could be most usefully employed. The question of the acceptance of this gift will be considered at the March session of the Council, together with a recommendation that it be used in connection with the new responsibility recently entrusted to the League in connection with the promotion of child welfare, the complete programme for which the Council has asked the Committee on Traffic in Women and Protection of Children to lay down at its forthcoming meeting.

V. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *The Far-Eastern Epidemiological Intelligence Office.*

On January 8th, Dr. Norman White, head of the Epidemic Commission of the League Health Organisation, left Geneva for Singapore, in order to attend a conference to constitute the Far-Eastern Epidemiological Intelligence Office which is to be established as an extension of the League's Epidemiological Intelligence Service. Medical Officers of health from all the Health Administrations of the Far East have been invited, namely, from Australia, Ceylon, China, Dutch East Indies, the Federated Malay States and Straits Settlements, French Indo-China, India, Japan, New Zealand, the Philippines, Portugal (Goa and Macao), Russia (Vladivostock) and Siam, as well as the Treaty ports—Hong-Kong and Shanghai. The Conference will discuss such questions as the kind of information to be supplied to the office (*i.e.* what disease or mortality statistics, etc.) and the methods of transmission (by cable, wireless or post, codes, rates, etc.).

The establishment of this office was proposed by the Health Committee and approved by the Council and Assembly of the League in agreement with the Governments concerned. The office will act as a clearing-house for all information concerning epidemics in the Far East, particularly in ports. It will receive, collate and distribute such information telegraphically to the Health Administrations of the Far East, as well as to the central office of the League Epidemiological Service, which will endeavour to make arrangements for the transmission by wireless to all Health Administrations, the information thus received.

The International Health Board of the Rockefeller Foundation has furnished the money necessary for establishing this office, namely, a total sum of \$ 125,000 for five years, of which not more than \$ 50,000 may be spent in any one year.

b) *Establishment of a Maritime Quarantine Station at Libau.*

The Latvian Government has conveyed to the Secretary-General its thanks for the aid of the League Epidemic Commission in constructing the quarantine station of Libau, which has recently been opened.

The European Health Conference at Warsaw (1922), which was convened by the Polish Government under the auspices of the League Health Organisation, was of opinion that energetic measures should be taken to combat the epidemics in Eastern Europe, and for this purpose advocated the creation of a quarantine station at Libau.

In order to carry out this decision, the League Epidemic Commission placed at the disposal of the Latvian Government the sum of £6,000 for the constitution of the quarantine station.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *The Financial Reconstruction of Austria.*

Reforms. — The Austrian Parliament, in accordance with the agreement concluded last September, has passed a law constituting in the National Bank an Executive Committee for urgent measures.

The Government has further published a draft law obliging private enterprises to quote their balance in gold (shillings) (1). This measure is contemplated with a view to enabling such enterprises to present exact statements of their situation, an indispensable condition for securing credit.

Reduction of number of civil servants. — Since October 1922, 71,921 civil servants have been dismissed.

Budget estimates. — The Austrian Government has communicated to the Commissioner-General the following budget estimates for January 1925 :

	Millions (shillings)	Millions (gold crowns)
Expenditure	73.07	50.7
Revenue	67.86	47.1
Deficit	5.21	3.6

In the expenditure figures, as quoted above, are included investments of 6.44 million shillings, without which the January estimates would shew a surplus of 1.23 million shillings.

Yield of assigned revenues. — The yield of the revenues assigned for the loan service was in December 336 milliard paper crowns (Tobacco : 236 milliards, customs : 100 milliards) without reckoning a sum of 23.5 milliard paper crowns in the form of drafts not yet collected, which will figure in the revenues for March, the date of the falling due of the drafts.

General situation. — Unemployment has increased in Austria, as a result of the industrial crisis, the number of unemployed being at present 154,414 as compared with 115,600 in December.

(1) See *Monthly Summary*, Vol. IV, No. 12, p. 274.

• Bank and Savings Bank deposits rose during December from 150.4 millions to 154.2 million gold crowns.

The cost of living index rose by 1 % in December.

The weekly balance sheet of the Austrian National Bank has been presented since the beginning of the year in a slightly different form. Foreign monies proceeding from operations in forward exchange (Kostgeschäft) are no longer included in the reserve. This modification has been rendered possible by an amendment to the Bank Statute, adopted by Parliament on December 20th, 1924.

The weekly balance sheet of January 15th shows note circulation of 7,441 milliard paper crowns (516.7 millions gold) with cover of 45.5 % in gold and foreign monies. If current accounts of 1,024 milliards paper (61.1 millions gold) be added to the above figure, total commitments of 8,465 milliards paper (587.8 millions gold) are seen to be covered in a proportion of 40 % by the gold reserve and foreign monies.

b) *The Financial Reconstruction of Hungary.*

(Information from the Commissioner-General's Office.)

Financial Situation. — The outstanding feature of the financial situation at the end of 1924 was that whilst the reconstruction plan allowed for a budgetary deficit of 42.5 million gold crowns for the six months ending December 31st, to be met out of the long-term loan, the provisional accounts for this period showed a surplus of some 2 million gold crowns. It has been, therefore, unnecessary to draw upon the proceeds of the loan, two-thirds of which are consequently still available.

Satisfactory in itself as this position is, it would be premature to consider that the budget has been definitely balanced. Not only has the revenue been considerably in excess of that estimated in the plan; the expenditure has also risen well above the figure contemplated for this stage, and indeed above the level expected to be attained, together with budgetary equilibrium, at the end of the period of control (June 30th, 1926). The fact that this level has been reached more quickly than was anticipated does not prove that it was fixed too low or that revenue is going to continue increasing. There are indications that the country has felt the fiscal effort it has made, and there are months ahead during which receipts are unlikely to be as high as they have been recently.

Economic Situation. — The general retail price level, in paper crowns, has changed very little since the stabilisation was secured six months ago; a certain decrease in the price of manufactured articles, which were and still are dearer in Hungary than in most other European countries, has been wholly offset by a rise in food, which is still comparatively cheap. At present, Hungary is neither one of the dearest countries in Europe nor one of the least expensive, but it must be added that, whilst in the aggregate gold prices are higher than they were before the war, salaries and wages, in terms of gold, are considerably lower. There has been a very gradual though steady improvement in this respect since the reconstruction plan came into force, but the standard of living is still low, and indirect taxes, especially the customs and turnover tax, have laid a heavy burden on the consumer. The excess of the actual revenue over the estimates has come from these sources, the yield of which can hardly be increased and may indeed have reached a higher point than can be maintained in the long run. Additional revenue be obtained from direct taxes by perfecting their assessment and collection. This will necessarily be a slow process. The only other means by which the country can hope to effect any considerable improvement in its financial position, is the reduction of the number of State officials, an operation which will also extend over a long period.

• Under the reconstruction plan, the Hungarian Government should reduce the number of officials by 15,000 by June 30th, 1926. This programme has already

been carried out to the extent of two-thirds. The Government has set up a Commission to prepare a schedule fixing the number of posts to which the staff of each department is ultimately to be reduced, this number being determined by the work to be done in the country as at present constituted. Thus, in addition to dismissals, it may be hoped that as vacancies occur they will not be filled, until Hungary's personnel expenses, instead of absorbing over 60 % of the budget as at present, are gradually brought into a proper relation to her total income and it becomes possible for her to pay officials a suitable salary.

The first year of reconstruction has not had the benefit of a good wheat harvest, but the autumn crops—sugar beet, maize and potatoes—have done much to compensate for this loss. The volume of foreign trade has increased largely, and though the visible adverse balance is greater than that of last year, the excess of imports over exports is smaller proportionately. Import and export prohibitions have been removed and negotiations for commercial treaties are being pursued. As far as can be ascertained, there is not as much unemployment as in other Central European countries. Savings and other deposits show a steady increase, and the financial situation is such as to allow the Government a certain freedom of movement in its efforts to adapt present-day Hungary to the conditions in which she is to live.

c) *Fourteenth Session of the Economic Committee.*

The Economic Committee met from January 28th to 31st at Geneva for the purpose of studying the questions of import and export prohibitions and restrictions and that of economic crises in their relation to unemployment.

The following members were present :

M. BARBOZA CARNEIRO, Chairman	(Brazil)
Mr. SHEPHERD	(Australia)
M. BRUNET	(Belgium)
M. KRBEK	(Czechoslovakia)
M. JENSEN	(Denmark)
M. BERNINGER	(France)
Sir Hubert Llewellyn SMITH	(Great Britain)
M. PUGLIESI	(Italy)
M. USAMI	(Japan)
M. ROSE	(Poland)
M. HEER	(Switzerland)

Import and export prohibitions and restrictions. — This question was brought before the Economic Committee by a resolution of the Fifth Assembly, inviting the Committee to consider the possibility and expediency of an agreement between States for the final suppression of import and export prohibitions and restrictions, subject, of course, to the provision that vital interests of States should not be affected.

The Sub-Committee on the Equitable Treatment of Commerce, presided over by Sir Hubert Llewellyn Smith, examined the observations of twenty-one Governments with regard to this question. The information received, incomplete as it is, particularly as regards non-European States, was nevertheless considered a sufficient basis for a preliminary study of the question without further delay.

The Economic Committee was of the opinion that it would be necessary, in the first place to establish a distinction between various forms of prohibition and restriction which did not appear to fall under the resolution of the Assembly, and those which, although coming within its scope, appeared to be subject to permanent or temporary reservations.

•• The possibility of securing the assistance of experts, nationals of States not represented on the Committee was also considered. This would enable the Committee to form an opinion as to the eventual effects of the measures contemplated upon the economic situation of these States.

Economic Crises and Unemployment. — The Economic Committee undertook the examination of this question in compliance with a request of the International Labour Organisation. The special Sub-Committee appointed for this purpose and presided over by M. Heer (Switzerland), is composed of members of the Economic Committee and the following experts nominated by the International Labour Office :

- M. Max LAZARD, chairman of the French Association for the Suppression of Unemployment,
- M. Erik SJÖSTRAND, representative of the Swedish Government on the International Labour Organisation,
- M. WAGEMANN, professor at Berlin University.

The Sub-Committee met on January 26th and 27th when it examined the question of economic barometers and the possibility of developing and extending their use. The Sub-Committee also considered a resolution of the fourth International Labour Conference, inviting it to investigate various factors, such as credit, instability of prices, and exchange fluctuations, which might prevent the parallel and regular development of demand and supply and thus decrease the stability of employment.

• The Sub-Committee came to the conclusion that this question should be studied in collaboration with the League Financial Committee and embodied this and its other conclusions in a report which was endorsed by the Economic Committee.

3. — COMMUNICATIONS AND TRANSIT

a) *Danube and Rhine navigation.*

Mr. Walker D. Hines, of New York, formerly Director-General of the United States Railroad Administration, has accepted the League's invitation to study the present situation of navigation on the Danube and the Rhine from a technical, commercial and administrative point of view.

The Genoa Conference had requested the Committee on Communications and Transit to undertake a general investigation into the restoration of means of communication in Europe. In 1922 General Mance conducted an enquiry concerning railways. Information received led the Committee to organise for 1925 an investigation with regard to inland navigation in Europe. The Committee, having regard to the special importance of the Rhine and Danube systems, applied to Mr. Hines to undertake this investigation, which will bear on the present condition of the river traffic and eventually on the means of improving it.

Mr. Hines is a jurist with a special knowledge of transport questions. During the war he was Director-General of the United States Railways. In 1920 he was appointed by President Wilson arbitrator for all questions raised in the peace treaties concerning the distribution of tonnage on international European waterways. On this occasion he made a special study of the situation of the Danube and Rhine navigation.

The investigation will begin early in March under the supervision of a colleague of Mr. Hines, who will himself come to Europe for a few weeks in April to outline the work and return again in the summer to complete it.

b) *The Passport Question.*

The Secretary-General, in conformity with the decisions taken at various times by the Assembly and in application of the resolutions of the Rome Emigration Conference, has addressed to Governments a request for information concerning present passport regulations. This request, which bears on passports and visas in general, and on those for emigrants in so far as they differ from those generally in use, is made with a view to the convocation in 1925 of an international conference on passports.

Governments are invited to address to the Advisory and Technical Committee on Communications and Transit, which in November ⁽¹⁾ last decided to continue to study the question, suggestions concerning steps which might be taken to improve the present system from the point of view of the freedom of communications.

VI. — Administrative Questions:

TWENTIETH REPORT OF THE SAAR GOVERNING COMMISSION

The Governing Commission of the Saar Territory has forwarded to the Secretary-General its twentieth report, which covers the period from October 1st to December 31st, 1924.

The main features of the report are summarised below :

Economic and Social Situation. — The number of unemployed has been very small during this winter season, as compared with the corresponding period of 1923. The industrial activity of the Territory has been favourably influenced by the decision of the French Mining Administration to reduce the price of coke; the tightness of credit is not so noticeable and money is less expensive.

The Governing Commission, after consulting the representatives of the population, promulgated a Decree adopting the eight-hour day or forty-eight hour week for the industries of the Territory, in accordance with the International Labour Convention of November 28th, 1919. The general Decree will shortly be replaced by a detailed Ordinance. In this connection the Governing Commission will seek the advice of the Saar Labour Chamber which is at present in process of formation. The draft ordinance constituting the Labour Chamber was communicated to the Saar employers' and workers' guilds for their opinion. With the exception of the French State, owner of the Saar Mines, all the employers' guilds were opposed to it, the Chamber and the Union of Artisans and all the workers' guilds, on the other hand, being in favour of the scheme. The draft has been transmitted to the Saar Advisory Council together with the observations of the organisations concerned.

The introduction into the Saar Territory of the French customs regime, in accordance with the Treaty of Versailles took place on January 10th, on which date the provisional regime, applied in the Saar Territory since its constitution, came to an end. This regime provided for the duty-free importation into the Saar of German goods for local consumption and the duty-free importation into Germany of Saar produce. The Commission did all in its power to lighten the difficulties attendant upon the application of this clause of the Treaty.

The report draws attention to the fact that the Commission, complying with the request of the Council in September last, gave a very liberal interpretation to the stipulations concerning the duty-free entry into the Territory of German goods.

The Commission has further prepared laws on indirect taxation, and two draft Franco-Saar agreements, the latter with a view to suppressing the Franco-Saar customs frontier. The Saar Territory will thus no longer be shut in by two customs frontiers with a relatively slight distance between them.

(1) See *Monthly Summary*, Vol. IV, No. II, p. 253.

Administration. — The scheme for the re-inforcement of the local gendarmerie has been duly carried out. At the beginning of 1925 there were 570 gendarmes in the Territory.

The Governing Commission has drawn up a new scale of salaries for civil servants. This scale will have retroactive effect for the period beginning on April 1st, 1924, and has been made to conform, as far as possible, with that recently applied in Germany. Its application will involve additional yearly expenditure of 25 million francs.

With the authorisation of the Commission, the City of Saarbruck has contracted a loan of \$ 3,000,000 from American banks.

The financial legislation during the last three months includes the promulgation of a decree on death duties, measures for the application of the tax on property and the entire re-organisation of the stamp and registration decrees and dues.

Social Insurance. — A decree to be applied as from September 1st, 1924, increases by 25 % annuities, formerly quoted in marks and converted into francs, payable under the insurance against accidents; the same decree increases by 20 % recent annuities.

A decree is being prepared with a view to increasing to 600 francs the high cost of living bonus under the invalidity insurance. The bonus was originally 70 francs and was raised on September 1st, 1924, to 280 francs.

Public Welfare and Social Hygiene. — The Commission has founded a fresh air school and holiday camp for children, in which 200 delicate children of the territory will be able to stay for six months free of charge.

The liquidation and payment of the new pensions for war-disabled have made considerable progress, and it is probable that these operations will be terminated shortly. The pensions have been increased as a result of a like measure on the part of the German Government. During the past three months subsidies of a total value exceeding 428,000 francs were granted to the war-disabled and to the families of victims of the war.

At the end of 1911 the population of the Saar Territory was 642,490, rising in 1914 to 657,874. As a result of the fall in the birth-rate during the war, the population had decreased by 10,000 at the end of 1917 and would have continued to decrease in 1918 if, at that moment, an important migratory movement towards the Territory had not set in. The immigration total represented 18.6 of the population, and largely compensated the excess of the death-rate over the birth-rate. In 1919 the population began again to increase and, at the end of 1923, numbered 749,397. Since 1918 the principal factor in the growth of the Saar population is immigration (an exception must be made for 1921), whereas, before the war, the increase was almost solely due to a high birth-rate. In 1923 the excess of the birth over the death-rate was 16.2 %, the increase due to immigration being 24.2 %.

The average birth-rate for the period 1911-1914 was 33.5 %, falling 1920-1923 to 28.6 %. During the same period the death-rate fell from 15.3 to 13.2 %.

These figures prove that, since 1920, the excess of the birth over the death-rate is greater in the Saar than in Germany. The death-rate of nurslings is lower in the Territory than in Germany.

Conclusion. — To conclude, the Commission draws attention to the fact that 1924 was a comparatively calm year for the Territory; it has been possible to begin to repair the damage resulting from the protracted strike in 1923.

With 1924 the first period of the Saar regime, as established by the Treaty of Versailles, comes to an end. The beginning of 1925 will see the application in the Territory of the French customs regime. In this connection the Commission expresses the hope that the execution of the relevant clauses of the Peace Treaty will not be the source of serious difficulties, and appeals to employers and workers for the maintenance of social peace at a moment when the Saar production and trade have to be adopted to a new regime.

VII. — Protection of Minorities.

MOSLEMS OF ALBANIAN ORIGIN IN GREECE (1)

The neutral members of the Mixed Commission for the Exchange of Greek and Turkish Populations, General de Lara (Spanish), M. Ekstrand (Swede), and M. Widding (Danish), have accepted the Council's invitation to act as its mandatories for the protection of the Albanian minority in Greece.

As both the Greek and Turkish Governments have given their consent to this arrangement, the mandatories will be able forthwith to assume the duties outlined in the resolution adopted by the Council at its December session.

VIII. — Political Questions.

1. — THE SITUATION IN ALBANIA

a) *Communication from the Government of the Kingdom of the Serbs, Croats and Slovenes.*

In reply to the communication of the Secretary-General pursuant to the request of Mgr. Fan Noli, at that time Acting Prime Minister of Albania (2), the Government of the Kingdom of the Serbs, Croats and Slovenes, in a letter dated December 24th, refuted formally the charges brought against it by Mgr. Fan Noli.

In its communication the Serb-Croat-Slovene Government observes that "in spite of the provocative attitude which Mgr. Fan Noli has taken, in regard to its country, the Government desires once more to state that, in regard to the present events which are a purely domestic Albanian matter in which no official or agent of the Kingdom has played any part whatsoever, it will maintain the attitude of a disinterested spectator, its one and only aim in its Albanian policy being to promote the development of the independent State of Albania.

b) *Communication from the Albanian Government.*

The Secretary-General of the League of Nations has received from the President of the Council and Minister of Foreign Affairs *ad interim* of Albania a communication, dated January 22nd, announcing the constitution of a new Ministry and the adoption of a republican form of Government.

The President of the Council expresses his confidence in the good will and moral assistance of the League, adding that one of the principal aims of his Government will be the cultivation of friendly relations with the neighbouring States.

2. — CONSTITUTION OF THE STRAITS COMMISSION

The Chairman of the Straits Commission, M. Vassif (Turkey), had notified the Secretary-General of the constitution of that Commission, which is provided for in the Lausanne Convention relating to the Straits.

(1) See *Monthly Summary*, Vol. IV, No. 12, p. 282.

(2) See *Monthly Summary*, Vol. IV, No. 12, p. 283.

• • Article 15 of the Convention lays down that the Commission shall carry out its functions under the auspices of the League of Nations to which it shall make an annual report.

The Commission is composed of M. Vassif, General Marcoff (Bulgaria), Commander MacDonald (Great Britain), Captain Meletopoulos (Greece), M. Serra (Italy), Commander Muera (Japan), M. Filality (Roumania), and M. Jean Cambon (France).

As, under the Convention, the Governments represented on the Commission undertake to contribute to its expenses in the same proportions as to those of the League of Nations, the Secretary-General has communicated to the Chairman, at his request, the list of the contributions to be paid by States Members of the League in 1925.

IX. — Social and Humanitarian Questions ⁽¹⁾.

TRAFFIC IN OPIUM

a) *The International Opium Conferences.*

The Second Opium Conference was re-opened on January 19th and, in accordance with its resolution of December 16th ⁽²⁾, resumed discussion on the proposals of the United States Delegation.

At the opening meeting the Chairman of the Conference, M. Zahle, welcomed the new British, Canadian, French and Netherlands delegates, Viscount Cecil of Chelwood, Dr. Riddell, the French Colonial Minister, M. Daladier, and M. Loudon, Netherlands Minister in Paris.

After a general discussion, the Finnish Delegation proposed that a Mixed Committee be appointed, consisting of eight members of each Conference, to examine the American proposals, the British and French declarations and any subsequent suggestions and to report to the Conferences.

The Mixed Committee was composed of representatives of China, France, Great Britain, India, Japan, the Netherlands, Portugal and Siam (countries represented at the First Conference); and of representatives of Brazil, Cuba, Egypt, Finland, Italy, Persia, Poland and the United States (Second Conference).

The various Sub-Committees of the Second Conference continued their work on methods for the international control of dangerous drugs, especially by means of the constitution of a Central Board of Control.

b) *Ratification of the Hague Opium Convention.*

The Swiss Federal Council has informed the Second International Opium Conference that it deposited at the Hague on January 15th the instruments of ratification of the International Opium Conference of 1921, and on the same day signed the Protocol providing for the application of the said Convention ⁽³⁾.

• • (1) *Erratum* : See Vol. IV, No. 12, p. 287. Read in § 2 of Chapter 5 : "The Committee will comprise *Ten* members, namely, Senator Ciralo, President of the Italian Red Cross and the author of the international relief scheme; a member to be selected by the *International Committee of the Red Cross*; a member to be selected by the League of Red Cross Societies, etc..."

(2) See *Monthly Summary*, Vol. IV, No. 12, p. 283.

(3) See *Monthly Summary*, Vol. IV, No. 12, p. 285.

X. — Communication from the Swedish Government concerning the Communication of the German Government of December 12th, 1924 ⁽¹⁾.

The Swedish Government has communicated to the Secretary-General the text of its reply to the memorandum addressed last September by the German Government to States Members of the Council.

This communication is in connection with the circulation to States Members by the Secretary-General of the German Note of December 12th, 1924.

The text of the Swedish memorandum and that of the covering letter to the Secretary-General are given below.

Letter.

Sir,

With your communication of December 22nd, 1924, you were good enough to communicate to the Swedish Government a letter which you had received from the German Government concerning the entry of Germany into the League of Nations.

As the German Government annexed to its letter a copy of the memorandum forwarded by it to the Governments represented on the Council of the League, I venture to think that you may be interested to have the Swedish Government's reply to that memorandum.

I have the honour, therefore, to send you a French translation of the memorandum sent by the Swedish Government to the German Government on November 22nd, 1924, and I should be grateful if you would communicate it to the Members of the League.

(Signed) O. UNDEN.

Memorandum.

It is a matter of extreme satisfaction to the Swedish Government to learn that the German Government desires to become a Member of the League of Nations. On several occasions since the foundation of the League, the Swedish Government has urged that the League should aim at universality. In agreement with public opinion in Sweden, it considered it specially important that Germany should become a Member of the League.

The Swedish Government, in taking note of the statements made by the German Government under 3 and 4 of its Memorandum, desires to make the following observations on Points 1 and 2.

The Royal Government considers that once she has been admitted as a Member of the League of Nations, Germany should be given the same place in the organisation of the League as is held by the other great Powers, Members of the League. She should therefore be guaranteed a permanent place on the Council. If Germany becomes a Member of the League, the Swedish Government is prepared to support the measures which would have to be taken by the Council and the Assembly in order to give immediately to Germany a permanent place on the Council.

Under Point 2 of the Memorandum, the German Government discusses the question of Germany's adhesion to the Covenant of the League of Nations, subject to a reservation as to any obligation to participate in measures undertaken by the League in virtue of Article 16 of the Covenant. The Swedish Government desires to direct attention to the fact that under Article 1 of the Covenant, States invited to adhere to the Covenant as original Members must accede to it without reservation. All the present Members are also bound by the obligations arising out of Article 16 of the Covenant, with the special exception of Switzerland, whose position as a permanently neutral Power is recognised under the Treaties.

The Swedish Government considers that it would hardly be compatible with the provisions of the Covenant or of the principles upon which it is based, that Germany's

(1) See *Monthly Summary*, Vol. IV, No. 12, p. 267.

adhesion to the League should be conditional on a reservation concerning the important obligations laid down in Article 16 of the Covenant, obligations which are, moreover, reciprocal and upon which therefore the right to the assistance of other Members of the League depends.

The resolutions adopted by the 1921 Assembly appear to show that it is not inconsistent with the provisions of Article 16 that, in the execution of obligations relating to penalties, some account should be taken of the particular situation of each State and hence also of a fact such as the limitation of armaments imposed upon Germany by the Treaty of Peace.

The Swedish Government most earnestly hopes, therefore, that the German Government will not regard the provisions of Article 16 of the Covenant as an obstacle to Germany's entry into the League of Nations.

Stockholm, November 22nd, 1924.

XI. — Forthcoming Events.

- February 16th : Meeting of the Committee of Inquiry into the Reform of the Calendar, Geneva.
- February 16th : Meeting of the Co-ordination Commission on the Private Manufacture of Arms, Geneva.
- February 18th : Meeting of the Commission of Inquiry on the Danube Commission, Geneva.
- February 18th : Meeting of the Committee of Legal Experts on the Danzig Railways, Geneva.
- February 25th : Meeting of the Sub-Committee on Tonnage Measurement, Geneva.
- March 1st : Latin-American Interchange of Health Officers, Havana.
- March 4th : Meeting of the Committee of Inquiry on Road Traffic, Milan.
- March 9th : Thirty-third Session of the Council, Geneva.
- March 16th : Meeting of the Malaria Commission, Geneva.
- March 23rd : Interchange for Specialists in Industrial Hygiene, Geneva.

XII. — League Organisations and Commissions

LIST OF MEMBERS

The Assembly.

(Not more than three representatives from each Member State of the League.)

The Council.

(Consists of the representatives of France, Great Britain, Italy and Japan, who sit permanently, and those of six other States Members elected for one year by the Assembly.)

Membership in 1925.

- France
- Great Britain
- Italy
- Japan
- Belgium
- Brazil
- Czechoslovakia
- Spain
- Sweden
- Uruguay

The Permanent Court of International Justice.

(The Judges are elected by the Assembly and the Council for a period of nine years. The President and Vice-President are elected by the Court for a term of three years.)

Judges :

M. HUBER, President	(Swiss)
M. WEISS, Vice-President	(France)
M. ALTAMIRA	(Spanish)
Comm. ANZILOTTI	(Italian)
M. EPITACIO DA SILVA PESSOA	(Brazilian)
M. DE BUSTAMANTE	(Cuban)
Lord FINLAY	(British)
M. LODER	(Dutch)
Mr. MOORE	(American)
M. NYHOLM	(Danish)
M. ODA	(Japanese)

Deputy-Judges :

M. BEICHMANN	(Norwegian)
M. NEGULESCO	(Roumanian)
M. WANG CHUNG HAI	(Chinese)
M. YOVANOVITCH	(Serbian)

Registrar :

M. HAMMARSKJÖLD	(Swedish)
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Committee for the progressive codification of international Law.

(Constituted in accordance with a resolution of the Fifth Assembly. The members are appointed by the Council.)

- M. HAMMARSKJÖLD (Chairman), Governor of Upsala (Sweden);
- Professor DIENA (Vice-Chairman), professor of International Law at the University of Pavia (Italy);
- Professor BRIERLY, professor of International Law at the University of Oxford (Great Britain);
- M. FROMAGEOT, Legal Adviser to the French Ministry for Foreign Affairs (France);
- Dr. Gustave GUERRERO, Minister of Salvador in Paris (Salvador);
- Dr. Bernard C. J. LODER, former member of the Supreme Court of the Netherlands; member of the Permanent Court of International Justice (Netherlands);
- Dr. Vilhena BARBOZA DE MAGALHAES, professor of Law at the University of Lisbon, former Minister of Foreign Affairs, Justice and Education (Portugal);
- Dr. Adalbert MASTNY, Minister of Czechoslovakia in London, President of the Czechoslovak branch of the International Law Association (Czechoslovakia);
- M. MATSUDA, Doctor of Law, Minister Plenipotentiary (Japan);
- M. Simon RUNDSTEIN, barrister, former Legal Adviser to the Ministry for Foreign Affairs, founder of the Polish Association of International Law (Poland);
- Professor Walter SCHÜCKING, professor of Law at the University of Berlin (Germany);
- Dr. José Leon SUAREZ, Dean of the Faculty of Political Sciences of the University of Buenos Aires (Argentine);

Professor Charles DE VISSCHER, professor of law at the University of Ghent, Legal Adviser to the Ministry for Foreign Affairs (Belgium);

Dr. CHUNG HUI WANG, Deputy judge at the Permanent Court of International Justice (China);

Mr. George W. WICKERSHAM, former Attorney-General of the United States, member of the Committee of International Law of the American Bar Association, President of the American Law Institute (United States);

M. Cristobal BOTELLA, former professor of the Faculty of Law at the University of Madrid, President of the Franco-German Mixed Arbitral Tribunal and Legal Adviser to the French Embassy in Paris (Spain);

A jurist, expert in Moslem law (Not yet appointed).

The Permanent Advisory Commission on Naval, Military and Air Questions.

(Constituted by a Council Resolution of May 9th, 1920, pursuant to Article 9 of the Covenant. The members are appointed by, and are representatives of, their Governments. The Presidents of the Military, Naval and Air Sub-Commissions are selected by rotation of the nations represented on the Commission for periods of six months. The President of the Plenary Commission is elected at each session by, and from, the Presidents of the Sub-Commissions. This list includes a number of the regular members of the different delegations who have frequently taken the place of members of the Commission.)

Members and Assistants :

Lieutenant-General DE CEUNINCK.	(Belgium)
Major-General VAN CROMBRUGGE	(Belgium)
Major Esteávo DE CARVALHAO	(Brazil)
Rear-Admiral DE SOUZA E SILVA.	(Brazil)
Lieutenant-Colonel J. S. LOWE, D. S. O.	(British Empire)
Rear-Admiral AUBREY C. H. SMITH, C. B., M. V. O.	(British Empire)
Captain G. HALIFAX, R. N.	(British Empire)
Paymaster-Commander E. KENNEDY.	(British Empire)
Squadron Leader H. A. TWEEDIE, O. B. E.	(British Empire)
General Vladimir KLECANDA.	(Czechoslovakia)
Commandant d'État-Major R. K. JIZERSKY.	(Czechoslovakia)
Colonel Sylvestr BLAHA.	(Czechoslovakia)
Colonel REQUIN	(France)
Vice-Admiral JEHENNE	(France)
Captain DELEUZE.	(France)
General DUMESNIL.	(France)
Brig.-General DE MARINIS STENARDO DI RICCI- GLIANO	(Italy)
Captain U. LEONE	(Italy)
Vice-Admiral Baron ACTON	(Italy)
Captain Don F. RUSPOLI	(Italy)
Commander GRAZIANI.	(Italy)
Brigadier-General SHIODEN	(Japan)
Lieutenant-Colonel SHINOMOTO.	(Japan)
Captain TSUCHIHASHI.	(Japan)
Rear-Admiral KIYOKAWA	(Japan)
Captain M. YASUTOMI.	(Japan)
Lieutenant J. IKEDA	(Japan)
Captain KUNI USUI.	(Japan)
Lieutenant-Colonel OGASAWARA	(Japan)
Lieutenant M. KANI	(Japan)
Brigadier-General Don Juan GARCIA BENITEZ	(Spain)

Lieutenant-Colonel LON.	(Spain)
Rear-Admiral Marquis DE MAGAZ	(Spain)
Captain J. MONTAGUT.	(Spain)
Captain Xavier DE SALAS.	(Spain)
Captain Baron del SACRO LIRIO.	(Spain)
General SORIANO.	(Spain)
Lieutenant-Colonel GARCIA DE PRUNEDA	(Spain)
Colonel Oscar NYGREN	(Sweden)
Major M. S. H. GADD	(Sweden)
Rear-Admiral C. F. W. DE RIBEN.	(Sweden)
Captain F. W. H. DE WRANGEL.	(Sweden)
Major Pedro SICCO.	(Uruguay)

Co-ordination Commission.

(This Commission being in process of formation, the list of members will be published in a later issue of the *Monthly Summary*.)

Economic and Financial Commission.

(Appointed by the Council, in accordance with a recommendation of the Brussels Financial Conference, 1920.)

M. Gustave ADOR, Chairman of the Commission . (Swiss)

I. The Financial Committee.

Comm. BIANCHINI, Director-General of the Italian Bank Association	(Italian)
M. L. DUBOIS, President of the Swiss Bank Society.	(Swiss)
M. FIGUERAS, Director of the Bank of Bilbao	(Spanish)
M. JANSSEN, Director of the Belgian National Bank.	(Belgian)
M. C. E. ter MEULEN	(Dutch)
Sir O. E. NIEMEYER, K. C. B., Financial Director of the British Treasury	(British)
M. J. PARMENTIER, Hon. Director General at the French Ministry of Finance	(French)
Dr. V. POSPISIL, Vice-President of the Banking Association, Director General of the Prague Savings Bank.	(Czechoslovak)
M. T. SEKIBA, Assistant Delegate to the Reparations Commission	(Japanese)
Sir Henry STRAKOSCH	(South African)
M. Carlos TORNQUIST	(Argentine)
M. Marcus WALLENBERG, Vice-President of the Stockholm Enskilda Bank	(Swedish)

II. The Economic Committee.

M. J. BRUNET, Envoy Extraordinary, Minister Plenipotentiary	(Belgian)
Mr. C. A. B. CAMPION.	(Australian)
M. J. BARBOZA CARNEIRO, Commercial Attaché to the Brazilian Embassy in London.	(Brazilian)

- M. J. DVORACEK, Chief of the Economic Section
 at the Czechoslovak Foreign Ministry. . . . (Czechoslovak)
- M. Henri HEER, President of the Swiss Coopera-
 tive Society for the Promotion of Foreign
 Trade (Swiss)
- M. A. JENSEN, Chief of the Department of Sta-
 tistics at the Danish Ministry of Finance. . . (Danish)
- M. S. MATSUYAMA, Japanese Commercial Attaché. (Japanese)
- Professor NECULCEA, Roumanian Delegate to the
 Reparations Commission (Roumanian)
- Dr. A. PIRELLI (Italian)
- M. SERRUYS, Director of Commercial Agreements
 at the French Ministry of Commerce. . . . (French)
- Sir Hubert LLEWELLYN SMITH, G. C. B., Eco-
 nomic Adviser to the British Government . . (British)
- M. A. WIENIAWSKI, President of the Bank of
 Commerce (Polish)

COMMITTEES IN RELATION WITH THE FINANCIAL COMMITTEE

Committee of Experts on Double Taxation.

- Professor EINAUDI (Italian)
- Sir Josiah STAMP (British)
- Professor BRUINS (Dutch)
- Professor SELIGMAN (American)

Committee of Government Experts on Double Taxation.

- Mr. G. B. CANNY, C. B., of the Board of Inland
 Revenue (Great Britain)
- M. BORDUGE, Director General of Direct Taxa-
 tion (France)
- M. CLAVIER, Director General of Direct Taxation. (Belgium)
- M. J. BLAU, Director of the Federal Taxation
 Department. (Switzerland)
- Professor P. D'AROMA, Director General of the
 Direct Taxation Department (Italy)
- M. SINNINGHE-DAMSTE, Director General of
 Taxes, Customs and Excises (Netherlands)
- Dr. VALNICEK, Chief of Section at the Czechoslo-
 vak Ministry of Finance. (Czechoslovakia)

Statistical Sub-Committee.

- M. PARMENTIER (French)
- Comm. BIANCHINI (Italian)
- Sir O. E. NIEMEYER (British)

Committee of Inquiry on Statistics.

- M. DELATOUR, Director-General, Caisse des Dé-
 pôts et Consignations (French)

M. Lucien MARCH, Hon. Director of French Statistics	(French)
Mr. A. W. FLUX, C. B. of the Board of Trade	(British)
Dr. B. HANOSEK, Statni Urad Statisticky	(Czechoslovak)
Dr. JULIN, Secretary-General of the Ministry of Industry and Labour	(Belgian)
M. A. JENSEN	(Danish)
Professor NECULCEA	(Roumanian)
Sir Henry REW	(British)
M. SIMIAND	(French)
Professor V. STUART, President of the Central Statistical Commission	(Dutch)
Professor E. WURZBURGER	(German)
Dr. MATAJA	(Austrian)
Dr. PRIBRAM, International Labour Office	(American)
Dr. METHORST, International Statistical Institute	(Dutch)
Mr. A. LOVEDAY, League of Nations	(British)

SUB-COMMITTEES OF THE ECONOMIC COMMITTEE

Sub-Committee for the Equitable Treatment of Commerce.

M. BRUNET	(Belgian)
M. BARBOZA CARNEIRO	(Brazilian)
M. DVORACEK	(Czechoslovak)
M. MATSUYAMA	(Japanese)
Dr. PIRELLI	(Italian)
M. SERRUYS	(French)
Sir Hubert LLEWELLYN SMITH	(British)

Sub-Committee for the Co-operation of the League of Nations and the International Statistical Institute.

M. DVORACEK	(Czechoslovak)
M. A. JENSEN	(Danish)
Professor NECULCEA	(Roumanian)
Sir Hubert LLEWELLYN SMITH	(British)

Sub-Committee on Inquiry into Economic Crises.

M. HEER (Chairman)	(Swiss)	} Members of the Economic Committee
M. BRUNET	(Belgian)	
M. DVORACEK	(Czechoslovak)	
Dr. PIRELLI	(Italian)	
M. SERRUYS	(French)	
Sir Hubert LLEWELLYN SMITH	(British)	
M. WIENIAWSKI	(Polish)	
M. M. LAZARD, Chairman of the French Association for the Suppression of Unemployment	(French)	
M. E. MAHAIM, professor at Liège University	(Belgian)	

- M. E. SJÖSTRAND, representative of the Swedish Government at the International Labour Office (Swedish)
- M. WAGEMANN, professor at Berlin University (German)

(The four last-named experts were selected by the International Labour Office.)

THE FINANCIAL RECONSTRUCTION OF AUSTRIA

a) *Commissioner-General of the League of Nations at Vienna.*

(Appointed by the Council in accordance with the Reconstruction Protocols, Geneva, October 4th, 1922.)

- M. ZIMMERMAN (Dutch)

b) *Committee of Control of the Guaranteeing States for the Austrian Loan.*

(Constituted in accordance with the second Reconstruction Protocol, Geneva, October 4th, 1922. The members of the Committee are nominated by their Governments.)

- Marquis CUSANI CONFALONIERI (Chairman) (Italy)
- Dr. ROOS, Director of the Zemska Bank, Prague. (Czechoslovakia)
- M. ANDERSEN, of the Danish Ministry of Finance. (Denmark)
- M. BOTELLA (Spain)
- M. DINICHERT, Minister Plenipotentiary. (Switzerland)
- M. JANSSEN, Director of the Belgian National Bank. (Belgium)
- Count J. G. LAGERBIELKE, Delegate to the Swedish Comptoir de la Dette publique (Sweden)
- Sir O. NIEMEYER (Great Britain)
- M. R. J. H. PATIJN, Minister Plenipotentiary. (Netherlands)
- Jonkheer W. F. VAN LENNEP, Substitute.
- M. SEYDOUX, Minister Plenipotentiary. (France)

c) *Trustees for the Loan.*

(Appointed by the Council.)

- M. MARCUS WALLENBERG. (Swedish)
- M. JANSSEN. (Belgian)
- Mr. JAY, of Morgan, Harjes & Co (American)

THE FINANCIAL RECONSTRUCTION OF HUNGARY

a) *Commissioner-General of the League of Nations at Budapest.*

(Appointed by the Council.)

- Mr. Jeremiah SMITH, Jr (American)

b) *Committee of Control.*

(Appointed by the Reparations Commission.)

- M. CAVAZZONI (Chairman) (Italy)
- M. G. DJOURITCH (Vice-Chairman) (Serb-Croat-Slovene Kingdom)

Mr. B. A. KEMBALL COOK (Great Britain)
M. BOUNIOLS (France)
M. E. NECULCEA (Roumania)
Dr. V. POSPISIL (Czechoslovakia)

c) *Trustees for the Loan.*

(Appointed by the Council.)

M. BIANCHINI (Italian)
Sir Henry STRAKOSCH (South African)
M. C. E. ter MEULEN (Dutch)

GREEK REFUGEES SETTLEMENT COMMISSION

(Constituted under the Greek Refugees Protocol, Geneva, September 29th, 1923. Two members are nominated by the Council of the League.)

M. Charles P. HOWLAND (Chairman) (American)
Mr. J. CAMPBELL (British)

ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS

Constituted at the request of the First Assembly by the General Conference on Communications and Transit convened by the League at Barcelona in March 1921. The Committee consists of one member nominated by each of the States Members permanently represented on the Council and of other members nominated by States Members not so represented, chosen by the General Conference, the selection having regard, as far as possible, to technical interest and geographical representation. The members hold office for two years.)

Chairman :

Mr. J. G. BALDWIN, Representative of Great Britain on the International River Commissions. (Appointed by the Government of the British Empire.)

Vice-Chairman :

Dr. Aristides DE AGUERO Y BETHANCOURT, Envoy Extraordinary and Minister Plenipotentiary. (Appointed by the Government of Cuba.)
M. Bohdan WINIARSKI, Professor at the University of Posen. (Appointed by the Government of Poland.)

Members :

M. Francisco AMUNATEGUI, Secretary-General of the Mixed Courts of Arbitration. (Appointed by the Government of Chili.)
M. Guillermo BROCKMANN, Inspector-General of Bridges and Roads. (Appointed by the Government of Spain.)
M. Gaetan DOBKEVICIUS, Councillor of Legation. (Appointed by the Government of Lithuania.)
M. Silvain DREYFUS, Inspector-General of Roads and Bridges. Member of the Central Commission for Rhine navigation. (Appointed by the Government of France.)
M. J. Gustavo GUERRERO, Envoy Extraordinary, Minister Plenipotentiary in France and Switzerland. (Appointed by the Government of Salvador.)
M. OUANG-HANG, Railway Engineer. (Appointed by the Government of China.)
M. Athanase POLITIS, Technical Delegate of the Greek Government at Paris; former director of Greek Railways. (Appointed by the Government of Greece.)
M. G. POPESCO, Director-General of the National Society for Industrial Credit, Bucarest. (Appointed by the Government of Roumania.)

- Comm. Girolamo SINIGALIA, former Inspector-General of Italian Railways, member of the Central Commission for Rhine navigation. (Appointed by the Government of Italy.)
- M. Gabriel SMITH, Director-General of Ports. (Appointed by the Government of Norway.)
- Dr. A. STIEVENARD, Inspector of Belgian Railways. (Appointed by the Government of Belgium.)
- M. YOTARO-SUGIMURA, Councillor of Embassy. (Appointed by the Government of Japan.)
- M. F. J. URRUTIA, Envoy Extraordinary, Minister Plenipotentiary in Switzerland. (Appointed by the Government of Colombia.)
- M. REINHARDT, former ministerial adviser. (Appointed by the Government of Austria.)
- A Member to be appointed by the Government of Venezuela.

SUB-COMMITTEES AND SPECIAL COMMITTEES

I. PORTS AND MARITIME NAVIGATION

a) *Ports.*

- M. SMITH (Chairman).
- Mr. BALDWIN.
- M. BROCKMANN.
- M. STIEVENARD.
- M. B. Fernandez y MEDINA, Minister Plenipotentiary of Uruguay in Spain.
- M. G. INGIANNI, Director-General of the Italian Mercantile Marine.
- M. von LAHR, Adviser to the German Ministry of Economics.
- M. H. WATIER, Director of navigable waterways and seaports at the French Ministry of Public Works.

b) *Maritime Navigation.*

- M. DE AGUERO y BETHANCOURT (Chairman).
- M. POPESCO.
- M. SUGIMURA.
- Sir Alan ANDERSON, Vice-President of the British Chamber of Shipping.
- M. G. BRETON, Director of the « Chargeurs Réunis ».
- M. D. BIANCARDI, formerly technical adviser to the Italian delegation to the Committee for Ports of the Second General Transit Conference.
- M. A. G. KRÖLLER, member of the Governing Board for Economic Affairs at the Dutch Foreign Ministry.
- A Greek expert.

c) *Technical Committee for Buoyage and the Lighting of Coasts.*

- M. WATIER (Chairman).
- M. P. VAN BRAAM VAN VLOTEN, Chief Engineer, Director of the Technical Lighthouse Department of the Netherlands.
- M. Georges DELANO, formerly Captain in the Navy (Chili).
- M. E. HÄGG, Swedish Director-General of piloting, lighthouses and buoys.
- M. NAGŌAKA, Secretary at the Japanese Ministry of Communications.
- Captain RAZICOTSIKAS (Greece).
- M. DE ROUVILLE, Chief Engineer, Lighthouse and Buoy Department of France.
- Commander Luigi TONTA, Director of the Hydrographic Institute of the Royal Italian Navy.
- Le Baron Gustave WREDE, Director-General of the Finnish naval administration.

II. INLAND NAVIGATION

- M. Silvain DREYFUS (Chairman).
- M. BALDWIN.
- M. DOBKEVICIUS.
- M. POPESCO.
- M. REINHARDT.
- M. STIEVENARD.
- M. WINIARSKI.
- M. TSANG-OU, former Chinese delegate to the Conference of Barcelona.

a) *Tonnage measurement.*

- M. BOUCKAERT (Belgium), Director-General at the Ministry of Public Works (Chairman).
- M. BEDREAG (Roumania), Chief Engineer, Director of the Turnu-Severin Shipyards.
- M. D. BOURGEOIS, General Inspector of Bridges and Roads at the French Ministry of Public Works.
- M. OPPERMAN, Adviser to the German Ministry of Communications.
- M. R. VYSOCKIS, Naval Engineer at the Lithuanian Ministry of Communications.
An expert to be selected by the Kingdom of the Serbs, Croats and Slovenes.
An expert to be selected by the Union of Socialist and Soviet Republics.

III. TRANSPORT BY RAIL

- M. SINIGALIA (Chairman).
- M. AMUNATEGUI.
- M. BROCKMANN.
- M. OUANG-HANG.
- M. POLITIS.
- Sir Francis DENT, former Chairman of the Railway Committee of the Second Transit Conference, former Director General of the "South Eastern and Chatham Railway".
- M. SCHWOB, Director-General of Railways at the French Ministry of Public Works.
- M. R. HEROLD, Director of the Railway Section of the Swiss Federal Department for Post and Railways.
- M. ISABELLE, former rapporteur of the Railway Committee of the Second Transit Conference.
- Dr. LANKAS, Director of the Czechoslovak Railway Ministry.
- M. WOLF, Adviser to the German Transport Ministry.

IV. ELECTRIC QUESTIONS

- M. DOBKEVICIUS (Chairman).
- M. BROCKMANN.
- M. POLITIS.
- M. P. BIGNAMI, Former Italian Under-Secretary of State.
- M. J. CHUARD, Director of the Bank for Electric enterprises, Zurich.
- M. F. W. HANSEN, Swedish Director-General of hydro-electric energy and canals.
- M. P. A. HOLCK-COLDING, Director of the first division of the Danish Ministry of Public Works.
- M. MAGNIER, Director of the department for hydro-electric energy and the distribution of electric energy at the French Ministry of Public Works.

V. BUDGET

M. BALDWIN (Chairman).
M. Silvain DREYFUS.
M. GUERRERO.
M. OUANG-HANG.
M. STIEVENARD.
M. SUGIMURA.

VI. LEGAL QUESTIONS

M. URRUTIA (Chairman).
M. GUERRERO.
M. WINIARSKI.
Jonkheer W. J. M. VAN EYSINGA, professor at Leyden University.
M. J. HOSTIE, former legal adviser to the Belgian Naval Department, Secretary-General of the Central Commission for Rhine Navigation.

VII. SPECIAL COMMITTEE OF ENQUIRY ON ROAD TRAFFIC

M. STIEVENARD (Chairman).
M. AMUNATEGUI.
M. E. CHAIX, Vice-Chairman of the Automobile Club of France.
M. O. BILFELDT, Chief of Section at the Danish Ministry of Justice.
M. DELAQUIS, Chief of the Police Division of the Swiss Federal Department of justice and police.
M. P. O. FRANKLIN, Road Department of the British Transport Ministry.
M. E. MELLINI, Chief Inspector of Railways, Tramways and motor vehicles (Italy).
M. J. F. SCHONFELD, Administrator of the Dutch Department, of Communications.
M. PFLUG, Adviser to the German Ministry of Communications.

VIII. SPECIAL COMMITTEE OF INQUIRY ON TELEGRAPHIC QUESTIONS

M. B. FERNANDEZ Y MEDINA (Chairman).
M. G. ANGELINI, Director of Electric Communications at the Italian Postal Ministry.
M. BROIN, Director of the Telegraphic Department of the French Postal and Telegraphic Ministry.
M. F. J. BROWN, Assistant Secretary, General Post Office, London.
M. H. L. ÉTIENNE, Director of the International Telegraphic Union.
M. G. BONNET, Deputy to the French Parliament (Assistant to the Chairman).

IX. SPECIAL COMMITTEE OF INQUIRY ON THE REFORM OF THE CALENDAR

Jonkheer W. J. M. VAN EYSINGA (Chairman).
Rev. Father GIANFRANCESCHI, representing the Holy See.
Rev. T. E. R. PHILLIPS, representing the Archbishop of Canterbury.
Professor D. EGINITIS, Director of Athens Observatory, representing the Oecumenical Patriarchate at Constantinople.
M. G. BIGOURDAN, former Chairman of the Calendar Committee, of the International Astronomical Union.
M. WILLIS H. BOOTH, Chairman of the International Chamber of Commerce.

Health Committee.

(Composed of sixteen members, namely, the Chairman of the Committee of the *Office International d'Hygiène Publique*, nine members chosen by the Committee of the *Office International*, and six members appointed by the Council of the League after consultation with the Health Committee. Four assessors may be appointed by the Council. The appointments extend over a period of three years.)

Members :

Professor Leon BERNARD.	(French)
Sir George BUCHANAN, C. B., M. D.	(British)
Professor Jean CANTACUZENE.	(Roumanian)
Doctor H. CARRIERE.	(Swiss)
Doctor Carlos CHAGAS.	(Brazilian)
Doctor CHODZKO.	(Polish)
Surgeon-General H. S. CUMMING	(American)
Dr. A. GRANVILLE.	(British)
Dr. Alice HAMILTON.	(American)
Doctor N. M. Josephus JITTA.	(Dutch)
Professor Ricardo JORGE.	(Portuguese)
Doctor A. LUTRARIO.	(Italian)
Professor Th. MADSEN.	(Danish)
Doctor P. MIMBELA.	(Peruvian)
Professor B. NOCHT	(German)
Professor Dorato OTTOLENGHI.	(Italian)
Professor Gustave PITTALUGA.	(Spanish)
Doctor L. RAYNAUD.	(French)
Doctor M. TSURUMI.	(Japanese)
M. VELGHE.	(Belgian)

Committee on Intellectual Co-operation.

(Appointed in accordance with a resolution of the Second Assembly.)

Members :

Professor H. BERGSON, Hon. Professor at the <i>Collège de France</i>	(French)
Mademoiselle K. BONNEVIE, Professor of Zoology at Oslo University.	(Norwegian)
Sir J. C. BOSE, Founder and Director of the Bose Research Institute, Calcutta	(Indian)
M. A. DE CASTRO, Professor at the Medical Fa- culty of the University of Rio de Janeiro.	(Brazilian)
Madame CURIE-SKLODOWSKA, Professor of Phy- sics at the University of Paris.	(Polish)
M. J. DESTRÉE, former Minister of Science and Arts	(Belgian)
M. A. EINSTEIN, Professor of Physics at Berlin University	(Germanstet)
M. H. A. LORENTZ, Professor of Physics at Ley- den University.	(Dutch)
M. L. LUGONES, Director of the National Library of the Professors of Buenos Ayres	(Argentine)
M. R. A. MILLIKAN, Director of the Norman Bridge Laboratory of the Californian In- stitute of Technology	(American)

- Professor G. A. MURRAY, Professor of Greek Philology at Oxford University (British)
- M. G. DE REYNOLD, Professor at Berne University (Swiss)
- M. F. RUFFINI, Professor at the University of Turin (Italian)
- M. L. DE TORRES QUEVEDO, Director of the Electro-Mechanical Laboratory of Madrid . . (Spanish)

Nustrian Correspondent :

M. A. DOPSCH

Experts :

- M. DE HALECKI (Polish)
- M. J. LUCHAIRE (French)

Sub-Committee on Bibliography.

- M. BERGSON (French)
- Mlle. BONNEVIE (Norwegian)
- Mme. CURIE-SKLODOWSKA (Polish)
- M. DESTREE (Belgian)
- M. M. GODET (Swiss)
- Mr. C. T. HAGBERT WRIGHT (British)
- Mr. J. R. SCHRAMM (American)

Sub-Committee on Inter-University Relations.

- M. BERGSON (French)
- M. DE CASTRO (Brazilian)
- M. DESTREE (Belgian)
- Mr. MILLIKAN (American)
- Mr. MURRAY (British)
- M. DE REYNOLD (Swiss)

Sub-Committee on Intellectual Property.

- M. BERGSON (French)
- M. DESTREE (Belgian)
- Mr. MILLIKAN (American)
- M. RUFFINI (Italian)
- M. DE TORRES QUEVEDO (Spanish)

The Permanent Mandates Commission.

(Constituted in accordance with Paragraph 9 of Article XXII of the Covenant, to receive and examine the annual reports of the Mandatory Powers and to advise the Council on all matters relating to the observance of the Mandates. Appointed as experts and not as Government representatives.)

Members :

- M. Freire D'ANDRADE, former Foreign Minister (Portuguese)
- M. BEAU, former Ambassador (French)

- Sir Frederick D. LUGARD, G. C., M. G., C. B.,
D. S. O., former Governor of Nigeria (British)
M. Pierre ORTS, Minister plenipotentiary. (Belgian)
M. L. PALACIOS, Professor at Madrid Univer-
sity (Spanish)
M. H. VAN REES, former Vice-Chairman of Coun-
cil of Dutch East Indies. (Dutch)
Marquis A. THEODOLI, President, former Under-
Secretary of State at the Colonial Ministry. (Italian)
Mme. A. BUGGE-WICKSELL, Doctor of Laws. (Swedish)
M. H. CHIYUKI YAMANAKA. (Japanese)

Extraordinary Member :

- M. William RAPPARD, former Director of the
Mandates Section of the Secretariat.

Representative of the International Labour Office :

- Mr. GRIMSHAW.

Temporary Committee on Slavery.

- M. GOHR (Chairman) of Colonial Ministry (Belgian)
M. Freire d'ANDRADE (Portuguese)
M. Louis-Dante BELLEGARDE, former Minister
of Haiti in France. (Haiti)
M. DELAFOSSE, former Governor-General of the
Colonies (French)
Sir Frederick LUGARD, G. C. M. G., Commander
Roncagli. (British)
Commander RONCAGLI. (Italian)
M. VAN REES. (Dutch)

Representative of the International Labour Office :

- Mr. GRIMSHAW.

Supervisory Commission.

(Appointed by the Council in accordance with a decision of the Second Assembly for the purpose of super-
vising the financial working and codifying the financial regulations of the League. The Presidency is rotary.)

- M. Luis WADDINGTON, President (Financial Advi-
ser, Chilian Legation, London) (Chilian)
Dr. Stephen OSUSKY, Minister of Czechoslovakia
in France. (Czechoslovakia)
Lord MESTON OF AGRA (Vice-President). (British)
M. REVEILLAUD. (French)
Dr. NEDERBRAGT (Rapporteur). (Dutch)

Deputy Members :

- M. Herluf ZAHLE (Danish).
Dr. C. PARRA-PEREZ, Chargé d'Affaires of Vene-
zuela, Berne. (Venezuelan)

Auditor of League Accounts :

M. CERESA (Italian)

Committee on Allocation of Expenses.

(Appointed by the Council in accordance with a decision of the First Assembly, for the purpose of drawing up a definite scheme for the allocation of the expenses of the League.)

M. RÉVEILLAUD, Chairman. (French)
M. J. A. BARBOZA CARNEIRO. (Brazilian)
M. JANCOVICI. (Roumanian)
M. MATSUYAMA (Japanese)
Mr. F. PHILLIPS. (British)
Signor SOLERI. (Italian)
Sir Henry STRAKOSCH (S. African)
M. Herluf ZAHLE (Danish)

Advisory Committee on the Traffic in Opium.

(Appointed by the Council in accordance with a resolution of the Assembly, December 15th, 1920, with rotary chairmanship, for the purpose of securing the fullest possible co-operation between the various countries in regard to the Opium Convention of 1912, and assisting and advising the Council in dealing with any questions which may arise in this connection.)

Members :

M. BOURGOIS (France)
Mr. John CAMPBELL, C.S.I., O.B.E., I.C.S. . . . (India)
Prince CHAROON. (Siam)
Mr. CHAO-HSIN-CHU. (China)
Sir Malcolm DELEIVINGNE, K.B.C. (Great Britain)
M. FERREIRA (Portugal)
Dr. ANSELMINO (Germany)
M. TSURUMI. (Japan)
M. VAN WETTUM (Netherlands)
M. Milutin YOVANOVITCH. (Kingdom of Serbs,
Croats and Slovenes)

For the United States :

Assistant Surgeon-General RUPERT BLUE.
Mr. E. NEVILLE.

Assessors :

Sir John JORDAN, G.C.I.E., K.B.C., K.C.M.G. . . (British)
Mrs Hamilton WRIGHT. (American)
M. BRENIER. (French)

Advisory Committee on the Traffic in Women and the Protection of Children.

(This Committee being in process of reconstitution, the list of members will be published in a later issue of the *Monthly Summary*.)

Commissioners appointed by the League of Nations.

Saar Basin Governing Commission.

(Constituted under the Treaty of Versailles. The members are appointed annually.)

M. KOSSMANN.	(Sarre)
M. LAMBERT	(Belgian)
M. V. RAULT.	(French)
Mr. G. W. STEPHENS	(Canadian)
M. VEZENSKY.	(Czechoslovak)

High Commissioner of the League of Nations in Danzig.

(Appointed under Article 103 of the Treaty of Versailles.)

Mr. M. S. MACDONNELL	(British)
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High Commissioner of the League of Nations for Refugees.

(Appointed by the Council.)

Dr. NANSEN.	(Norwegian)
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*Other Commissioners appointed by the League of Nations
under International Conventions and Treaties.*

President of the Upper Silesian Mixed Commission.

(Appointed by the Council under the German-Polish Convention on Upper Silesia [Article 564] of May 15, 1922.)

M. Felix CALONDER	(Swiss)
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President of the Upper Silesian Arbitral Tribunal.

(Appointed by the Council under the German-Polish Convention on Upper Silesia [Article 564] of May 15, 1922.)

M. G. KAECKENBEECK.	(Belgian)
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Greco-Bulgarian Emigration Commission.

(Two members, including the President, nominated by the Council, in accordance with the Greco-Bulgarian Reciprocal Emigration Convention of November 27, 1919 [Article 8].)

Colonel A. C. CORFE.	(New-Zealander)
Commandant M. DE ROOVER.	(Belgian)

Greco-Turkish Exchange of Populations Commission.

(Three members, including the President, nominated by the Council in accordance with the Greco-Turkish Exchange of Populations Convention of January 30, 1923.)

M. E. E. ECKSTRAND	(Swedish)
General MANRIQUE DE LARA	(Spanish)
M. K. M. WIDDING	(Danish)

*Commissioner of the League of Nations for the Execution
of the Provisions of Article 107 of the Treaty of Lausanne*

(Nominated by the Council.)

M. PICARD (French)

XIII. — Construction of a Conference Hall

FIRST MEETING OF THE JURY OF ARCHITECTS

The international jury for the selection of plans for a Conference Hall met for the first time on January 6th at Geneva for the purpose of drawing up the programme of the competition and fixing the conditions to be fulfilled by competitors.

This international competition, which is open to all architects nationals of States Members of the League, is being organised in accordance with a resolution of the Fifth Assembly. The hall will be built on a site presented to the League by the Republic, Canton and City of Geneva, adjacent to that occupied by the Secretariat.

The jury, which was composed of six architects appointed by the Council, namely, Sir John J. Burnet (London), M. Joseph Hoffmann (Vienna), M. Victor Horta (Brussels), M. C. Lemaesquier (Paris), M. K. Moser (Zurich), and M. A. Muggia (Bologna) ⁽¹⁾, elected M. Horta to the chair and drew up the programme of the competition. This programme, which raises certain points upon which the competent League organisations will have to be consulted, has been communicated to the Council for consideration at its March session.

(1) The Council has also appointed two substitutes, M. O.-H. Berlage (The Hague), and M. A. Florez Urdapelleta (Madrid).

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FEBRUARY 1925

Vol. V. No. 2

Published on March 15th, 1925.

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FEBRUARY 1925

Vol. V. No. 2.

Published on March 15th, 1925.

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Communications concerning the *Monthly Summary* should be addressed to the Information Section, League of Nations, Geneva.

I. — Summary of the Month.

A series of important meetings of League Commissions and organisations took place in February.

The Permanent Court of International Justice delivered on February 21st its Advisory Opinion on a question relating to the exchange of Greek and Turkish populations; it also dealt with the Mavrommatis Concessions case.

The Opium Conferences came to an end, the first on February 11th with an Agreement on the gradual suppression of opium smoking; the second on February

19th, when it adopted a Convention aiming at a more effective restriction of the production of manufacture of narcotics and the establishment of a closer control and supervision of international trade.

The Co-ordination Commission agreed upon the methods to be adopted for its work in connection with the control of the private manufacture of arms.

The Permanent Advisory Commission for Military, Naval and Air Questions, in its report to the Council, dealt with the question of the application to the Rhine zone demilitarised by the Treaty of Versailles of the investigation scheme drawn up by the Council and with ways and means of ensuring to the Commissions of Investigation the free execution of their duties. The Presidents of the Austrian, Bulgarian, German and Hungarian Investigation Commissions were appointed during the month by the President of the Council.

The Financial Committee, in collaboration with representatives of the Austrian and Hungarian Governments and the League Commissioners-General at Vienna and Budapest, proceeded to a thorough examination of the financial situation of Austria and Hungary. The Committee also considered the question of a loan to be contracted by the Danzig Municipality and that of the gold-standard.

Sub-committees of the Organisation for Communications and Transit met to study questions in connection with the reform of the calendar, the unification of tonnage measurement in inland navigation and the jurisdiction of the European Danube Commission.

A Conference of delegates from the public health administrations of Far Eastern States met on February 4th at Singapore in order to inaugurate the Far Eastern Epidemiological Intelligence Office founded by the League Health Organisation.

Among the communications received by the Secretary-General may be specially mentioned the appeal of the Greek Government to the Council, under Article XI of the Covenant, with regard to the expulsion from Constantinople of the Œcumenical Patriarch.

II. — The Permanent Court of International Justice ⁽¹⁾.

SIXTH SESSION.

The sixth session of the Permanent Court of International Justice, which opened on January 12th, continued throughout February. The *Mavrommatis Case* ⁽²⁾ was heard in public from February 10th to 14th. On February 21st the Court delivered its Advisory Opinion on a question, referred to it by the Council, in connection with the Græco-Turkish exchange of populations ⁽³⁾. The Court also proceeded to the appointment of the President of the Græco-Turkish and Roumano-Turkish Mixed Arbitral Tribunals ⁽⁴⁾.

1. *The Case of the Mavrommatis Jerusalem Concessions* ⁽⁵⁾. — The hearing of the *Mavrommatis* case lasted from February 10th to 14th. The Court was composed as follows :

M. Huber.	(President)
M. Weiss.	(Vice-President)

(1) For all further information concerning the Permanent Court of International Justice enquiries should be addressed to the Registrar of the Permanent Court, The Hague, or to the Information Section, League of Nations Geneva.

(2) See *Monthly Summary*, Vol. IV, No. 8, p. 150.

(3) See *Monthly Summary*, Vol. IV, No. 12, p. 267 and Vol. V, No. 1, p. 5.

(4) See *Monthly Summary*, Vol. V, No. 1, p. 2.

(5) See *Monthly Summary*, December 1924, p. 271.

- M. Loder.
 - Lord Finlay.
 - M. Nyholm.
 - M. Altamira.
 - M. Oda.
 - M. Anzilotti.
 - M. Yovanovitch.
 - M. Beichmann.
 - M. Negulesco.
- } Judges
- M. Caloyanni, Greek National judge.

On behalf of the Greek Government, Claimant, Mr. Purchase, barrister-at-law, stated the facts of the case; M. Politis then presented his Government's legal arguments, leaving it to Mr. Purchase to explain certain financial questions of importance in the case. The case of the British Government, respondent, was stated by Sir Douglas Hogg. M. Politis' reply was followed by a rejoinder from Sir Douglas Hogg.

During the hearing an incident occurred, arising out of the expressed intention of Counsel for the Claimant to read certain extracts from Hansard's Parliamentary Debates. The Court, on being called upon to decide whether this was admissible, decided to authorise the reading, whilst reserving its opinion as to the degree of importance to be attached to the passages read.

A discussion between the Parties as to the admissibility of certain evidence resulted in the withdrawal, by common agreement, of certain documents or certain passages in the written and oral proceedings.

The President, in order to enable the Court, if necessary, to obtain further information from the Parties, did not, when announcing the termination of the hearing, declare the proceedings closed.

- The Court retired to consider its judgment.

2. *The exchange of Greek and Turkish Populations* (1). — At a public sitting held on February 21st, the Court delivered its Advisory Opinion on the interpretation of Article 2 of the Convention of Lausanne (January 30th, 1923) regarding the exchange of Greek and Turkish populations. The conclusions of the opinion were as follows :

The Court is of opinion :

1. That the purpose of the word "established" in Article 2 of the Convention of Lausanne of January 30th, 1923, regarding the exchange of Greek and Turkish populations, is to indicate the conditions in point of time and place on which depends the liability to exchange of Greeks and Moslems who respectively inhabit Constantinople or Western Thrace; that this word refers to a situation of fact, constituted, in the case of the persons in question, by residence of a lasting nature;

• 2. That, in order that the persons referred to in Article 2 of the Convention of Lausanne as "Greek inhabitants of Constantinople" may be considered as "established" under the terms of the Convention and exempted from the compulsory exchange, they must reside within the boundaries of the Prefecture of the City of Constantinople as defined by the law of 1912; have arrived there, no matter whence they came, at some date previous to October 30th, 1918; and have had, prior to that date, the intention of residing there for an extended period.

• It should be added that in the body of the Opinion it was stated that the Court did not consider that it had cognisance of the question of the Oecumenical Patriarchate of Constantinople. This question, though raised in Court by the Greek repre-

(1) See *Monthly Summary*, January 1925, p. 5

sentative in the course of his speech, was not, in fact, included in the Request for an Advisory Opinion presented by the Council (1).

The Opinion has been transmitted to the Council which will examine it at its March session.

Appointment of the Presidents of certain Mixed Arbitral Tribunals (2).

Under Article 92 of the Treaty of Lausanne, provision is made for the establishment between each of the Allied Powers and Turkey, of a Mixed Arbitral Tribunal, the President of which is to be appointed by agreement between the two Governments concerned. Failing such agreement within a time laid down in the Treaty, the President is to be appointed at the request of either Government by the President of the Permanent Court of International Justice, whose choice is however limited to nationals of States which remained neutral during the war.

The Greek and Roumanian Governments having requested the President of the Court to appoint the Presidents of the Græco-Turkish and Roumano-Turkish Mixed Arbitral Tribunals respectively and these two Governments having agreed to the possibility of the two posts being combined, the President appointed Baron Nordenskjöld (Sweden), Counsellor of the Court of Appeal of Svea (Stockholm) and member of the Egyptian Mixed Courts, as President of both the Arbitral Tribunals in question.

Annual Report.

At the Fifth Assembly, a desire was expressed that an annual report on the work of the Court during the preceding year should be received direct from the Court. It will be remembered that preceding Assemblies had received similar reports in the form of a Chapter inserted in the Council's report. The latter having informed the Court of the wish expressed by the Assembly, the Court has decided to add to the four existing series of its publications, a new Series E which will contain an annual account of its work. This series will appear annually, early in August.

III. — Reduction of Armaments and Military Control.

1. — SEVENTEENTH SESSION OF THE PERMANENT ADVISORY COMMISSION FOR MILITARY, NAVAL AND AIR QUESTIONS

The Permanent Advisory Commission for Military, Naval and Air Questions held its seventeenth session from February 5th to February 10th at Geneva, with Admiral de Souza e Silva (Brazil) in the Chair.

The Commission had been requested by the Council :

- a) To submit practical proposals for the application to the Rhine Zone demilitarised by the Versailles Treaty of Chapters I and V of the scheme drawn up last September for the exercise of the Council's right of investigation with regard to Austrian, Bulgarian, German and Hungarian armaments;

(1) See *Monthly Summary*, December 1924, p. 271.

(2) See *Monthly Summary*, January 1925, p. 3.

b) To draw up a report determining, both from a practical and a technical point of view, the ways and means of ensuring to the Commissions of Investigation the free and complete execution of their duties;

c) To study the question of the private manufacture of arms, munitions and implements of war at present before the Co-ordination Commission, on which the Permanent Advisory Commission is represented by six of its members.

On each of these questions the Commission drew up a report which will be examined by the Council at its March Session.

2. — FIRST SESSION OF THE CO-ORDINATION COMMISSION

The Co-ordination Commission of the League of Nations held its first session from February 16th to 18th at Geneva with M. Afranio de Mello Franco (Brazil), Acting President of the Council, in the Chair.

As stipulated by the Council's resolutions of October 3rd and December 9th, 1924, this Commission is composed of the Committee of the Council, assisted by representatives of the League's technical organisations sitting in an advisory capacity.

The first session was attended by the following members :

Committee of the Council : M. L. Dupriez (Belgium), M. Veverka (Czechoslovakia), M. J. Paul-Boncour (France), Mr. R. J. McNeill (Great Britain), M. Garbasso (Italy), M. Matsuda (Japan), M. Cobian (Spain), M. Sjöborg (Sweden), M. Guani (Uruguay).

Members sitting in an advisory capacity :

Economic Committee : M. Wieniawski (Poland), M. Barboza Carneiro (Brazil).

Financial Committee : M. Pospisil (Czechoslovakia).

Advisory and Technical Committee for Communications and Transit : M. Popesco (Roumania), M. Reinhardt (Austria).

Permanent Advisory Commission for Military, Naval and Air Questions. Military Members : Colonel Requin (France), Captain Leone (Italy); *Naval Members* : Rear-Admiral Aubrey C. H. Smith (Great Britain), Rear Admiral J. Kiyokawa (Japan); *Air Members* : Commander E. de Carvalho (Brazil), Lieutenant-Colonel Garcia de Pruneda (Spain).

Employers' Group of the Governing Body of the International Labour Office : M. Hodacz (Czechoslovakia), M. Oersted (Denmark).

Workers' Group of the Governing Body of the International Labour Office : M. Jouhaux (France), M. Oudegeest (Netherlands).

The agenda included the question of the control of the private manufacture of arms, munitions and implements of war and a report on statistical information with regard to the trade in war material. The general discussion during the first session bore mainly on the methods of work to be adopted by the Commission in order to fulfil the duties entrusted to it by the Assembly and the Council.

Control of the private manufacture of arms, munitions and implements of war ⁽¹⁾.

— After an exchange of views at the meeting of the Commission the Council Committee expressed the opinion that it was necessary to prevent all clandestine manufacture of war material and that each State should therefore exercise under its own responsibility the supervision over the private manufacture of arms in its own territory. It further recalled that no agreement could be fully effective unless concluded with the assent of all arms-manufacturing States. In view of the close connection existing between the question of the supervision of the private manu-

1) See *Monthly Summary*, Vol IV, No. 9, p. 173.

facture and that of the trade in arms, the Committee considered that the drafting of a Convention on the control of the private manufacture should be adjourned until it were possible to judge of the results obtained by the Conference on the control of the trade in war material convened for May 1925.

In order to collect information on various subjects in connection with this item of the agenda of the Commission a Committee of Enquiry was set up, composed of three members of the Council Committee, the representatives of Czechoslovakia, Spain and Uruguay. This Committee was instructed:

(1) As soon as possible to request Governments to furnish information with regard to the nature and importance of the "grave objections" from a national or international point of view, to which the private manufacture of arms is open according to Article VIII, § 5, of the Covenant; the legislative and administrative measures existing in each country on the subject of the private manufacture of war material, as well as the facilities or obstacles which the respective constitutions might present as regards the conclusion of an international agreement on the subject, and any suggestions the Governments may consider useful.

(2) To prepare a report, taking into consideration the replies received, as to the best system for the supervision of private manufacture; as to the desirability of securing uniformity of system in the arms-manufacturing countries, and the best methods of achieving this result; and as to whether publicity, national or international, should form part of the system thus established.

The questionnaire drawn up by the Committee of Enquiry will be referred to the organisations represented on the Co-ordination Commission for their observations. Each of these organisations will nominate one member who will be available for consultation, when necessary, by the Committee of Enquiry.

Statistical information on the trade in arms, munitions and implements of war.
— Under a resolution of the Fifth Assembly one of the duties of the Co-ordination Commission is to submit a report on the characteristic features of the trade in arms, munitions and implements of war, as disclosed by the information published by the Secretariat and based on official and public documents.

The debates of the Commission at its first session brought to light that the information published, on account of its variety and the fundamental differences in the preparation of statistics, could not serve as a basis for a comparative study of the questions. The Committee of the Council, therefore, with a view to securing uniformity in statistics, proposed to the Council to appoint a sub-committee of the Commission presided over by a Member of the Council Committee and composed of two members of the Economic Committee, one member of the Committee for Communications and Transit, three members of the Permanent Advisory Commission for Military, Naval and Air Questions, and to entrust it with the preparation of a report on the standardisation of nomenclatures and statistical systems for the trade in arms, munitions and implements of war.

3. — APPOINTMENT OF THE PRESIDENTS OF THE COMMISSIONS OF INVESTIGATION (1)

The Acting President of the Council, M. de Mello Franco, has made the following appointments to the Commissions of Investigation :

General Desticker (French), President of the Commission of Investigation for Germany.

General Marietti (Italian), President of the Commission of Investigation for Austria.

(1) See *Monthly Summary*, Vol. IV, No 9, p. 175.

- • Lieutenant-General Jungstedt (Swedish), President of the Commission of Investigation for Bulgaria, and
- Major-General Kirke (British), President of the Commission of Investigation for Hungary.

These four appointments have been made for one year in accordance with the instructions of the Council at its December session ⁽¹⁾.

IV. — General Questions.

1. — DEATH OF M. BRANTING

On the occasion of the death of M. Branting, the Swedish representative on the Council of the League, on February 24th, the Acting President of the Council, M. de Mello Franco, the Members of the Council and the Acting Secretary-General of the League sent messages of condolence to the Swedish Government.

In the absence of Sir Eric Drummond, Dr. Van Hamel, Director of the Legal Section, proceeded to Stockholm to represent the President of the Council and the Secretary-General at the funeral of M. Branting.

2. — INTERNATIONAL ENGAGEMENTS

a) *Registration.*

Among the treaties and agreements registered in February with the Secretariat may be mentioned :

Four treaties or agreements concluded by the Finnish Government with Italy (Treaty of Commerce and Navigation, Rome, 1924), Germany (Parcel Post Agreement), Russia (Convention for the Maintenance of Order in the Gulf of Finland outside the territorial zones), and Esthonia (Declaration of March 18th, 1924, concerning the reciprocal application of the Convention relating to the establishment of common regulations on certain matters of private international law). These treaties were presented for registration by the Finnish Government;

The Declaration of the accession of the Belgian Government to the financial and economic clauses of the Treaty of Lausanne;

The so-called "Halibut" treaty concluded at Washington on March 2nd, 1923, by the British and United States Governments relating to the upkeep of fisheries in the North Pacific; this treaty was presented for registration by the Canadian Government;

The Finno-Norwegian Postal Agreement of May 1922 and an arrangement modifying this agreement of 1924 presented by the Norwegian Government;

• Two Italo-Czechoslovak Conventions and a treaty presented by the Czechoslovak Government relating to concessions and facilities granted to Czechoslovakia in the Port of Trieste, to financial and legal questions and to questions of commerce and navigation;

• An agreement concluded at London on December 19th, 1924, by Great Britain and Sweden relating to the exemption from income tax in each of these countries of profits made in shipping business by nationals of the other country. This agreement was presented for registration by the British Government;

(1) See *Monthly Summary*, Vol. IV, No. 12, p. 269.

A similar agreement concluded on the same day by Great Britain and Denmark was presented for registration by Denmark;

Three treaties between the Austrian and Turkish Governments—a Treaty of Friendship, an agreement regulating commercial relations and a treaty concerning the establishment of Austrian nationals in Turkey and Turkish nationals in Austria;

The Germano-Polish Convention on questions of option in nationality.

b) *Amendments to the Covenant.*

On February 20th the Minister of Cuba in Switzerland signed on behalf of his Government the Protocol relating to the amendment to Article XVI of the Covenant (Economic Blockade) adopted in September 1924 by the Fifth Assembly.

V. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *Interchange of Public Health Officials.*

The third interchange of public health officials in Great Britain opened in London on February 8th, when a party of fifteen medical officers from Canada, Denmark, Esthonia, France, Germany, Greece, Holland, Italy, Norway, Poland, Russia, the Serb-Croat-Slovene Kingdom and the United States was officially welcomed by the Society of Medical Officers of Health. On February 9th the participants were received at the Health Ministry by Mr. Neville Chamberlain and an address was given by Sir George Newman.

This interchange, which has been arranged by the League Health Organisation, is divided into three periods. The first period, of one month, will be devoted to the study of the central and local health administration in urban and rural areas outside London (Middlesex, Yorkshire and Staffordshire). This investigation will bear mainly on the following points: housing, sanitation, food inspection, industrial and school hygiene, the control and notification of diseases, maternity, child welfare and nursing arrangements, vital statistics and panel practice.

The second period, of a fortnight, will comprise a course of lectures in London and visits to the principal institutions connected with the central health administration and the Port of London. The third and final stage, of four days, will be held at Geneva, where the participants will make acquaintance with the working of the League Health Organisation.

b) *Public Health Conference at Singapore.*

The Conference of Delegates from the Public Health Services of the Far East was opened at Singapore on February 4th by the Governor of the Straits Settlements.

The Conference was attended by delegates from British North Borneo, Ceylon, China, the Straits Settlements, the Federated Malay States, Hong-Kong, the Philippines, India, Dutch East Indies, Cochin-China and Japan.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *Seventeenth Session of the Financial Committee.*

The Financial Committee of the League of Nations held its seventeenth session from February 6th to 13th at Geneva with Mr. C. E. Ter Meulen (Holland) in the

chair. Other members of the Committee were : M. Bianchini (Italy); M. de Chalendar (France, replacing M. Parmentier); M. Dubois (Switzerland); M. Janssen (Belgium); Mr. Leith Ross (Great Britain, replacing Sir O. E. Niemeyer); Dr. Pospisil (Czechoslovakia); Sir Henry Strakosch (South Africa); M. Tornquist (Argentine); M. Usami (Japan, replacing M. Sekiva).

The agenda included the consideration of the progress of the financial reform schemes in Austria and in Hungary, an application from the Municipality of Danzig that the Committee should give its countenance to a loan, the banking policy in Esthonia, and the nomination of members of the Committee to take part in the discussions of the Mixed Committee for the study of Economic Crises, which gave rise to a resolution on monetary policy.

Austria. — The Committee discussed the progress of the financial reconstruction scheme in Austria in the presence of a delegation headed by the Minister of Finance, M. Ahrer, and of Dr. Zimmerman, the Commissioner-General for the League of Nations at Vienna. The discussion bore not only upon the progress of the reconstruction but also upon the execution of the agreement of September 1924. The Committee noted that a number of measures required in the September agreement, not including, however, all the more important measures, had now been taken. It observed that the budget for 1925 had not yet been passed by Parliament and that the laws required to give effect to certain of the financial and fiscal reforms, while presented to Parliament, had also not yet been passed. It observed, moreover, that certain administrative reforms had not yet been effected. The Committee expressed its sense of the extreme importance of the prompt and complete execution of the remaining reforms and agreements, and its hope that the Government would take immediate steps to give effect to the provision in the Geneva Protocol that the bank should be responsible for the cash transactions of the State, should centralise the Government receipts and payments and should furnish periodical financial statements at the dates and in the form which might be determined in agreement with the Commissioner-General. The Committee emphasised this from the point of view of the efficiency of the system of control and the success of the reconstruction. It also noted that the Austrian Ministry of Finance was not yet organised for the exercise of an adequate control over the spending departments. In addition, the Committee pointed out the great advantage of the collaboration of the Audit Office in controlling the accounts not only of State departments but also of enterprises in which the State has an important financial interest.

The Committee remarked on the importance of Austria's developing during the period of the Commissioner-General's control a system giving an assurance of the proper supervision of expenditure by the Government after this control should have ended. For this purpose, effective powers of control by the Treasury, as in other countries, was obviously necessary.

The Committee noted with satisfaction that the Government was to renew negotiations with the Provinces on the financial and fiscal relations between the State and the Provinces. It trusted that the negotiations would not have the effect of any increased encroachment on the present taxable resources of the State, pointing out once again the serious effects upon the economic life of the country of taxation which would strain its fiscal capacity, having regard to the total burdens weighing on the economic life of the country.

The Committee attached greater importance to the measures of reform referred to, as, in addition to their direct effect upon the restoration of Austria, they would increase the confidence of the external world, upon which the successful development of the economic life of the country so largely depended.

The President of the Committee, in thanking the representatives of the Austrian Government for the full replies which had been given to all the questions put to them, said the Committee was convinced of the determination of the Austrian

Government to pursue the execution of the programme still more energetically than hitherto, both in relation to budget equilibrium and to economic development. The Committee did not doubt the happy results of the execution of the programme in the re-establishment of confidence in Austria. This confidence was necessary to all countries, which, like Austria, had need of credit.

Dr. Ahrer, in thanking the Committee for its statement, said that three factors were mainly responsible for the economic difficulties of Austria : in the first place, the lack of long term foreign credits for her undertakings and the conditions of the money market; secondly, the customs barriers and the difficulty of finding markets for her goods; and thirdly, the question of taxation, for the revision of which he was providing. Austrian industry had not only to be adjusted from war-time to peace-time conditions, but also had to be transformed from the industry of a great State into that of a small country. This had made the question of markets and of export the most vital question for Austrian industry. Austria recognised this and had set the example by abolishing all barriers to trade, without, however, up to the present, succeeding in finding appropriate markets.

Dr. Ahrer maintained that the League and the Financial Committee were right in placing their confidence in the Government. If they established the balance of what had been fulfilled and what still remained to be done, if they took into account the firm resolve to achieve what was still undone, if they considered, moreover, the guarantees held by Austria's creditors and her successes in the sphere of finance, he thought they had every reason to be satisfied. He concluded by assuring the Committee that the present Government, in the short time it had been in office, had succeeded in overcoming the grave difficulties which had made the greatest demand on its energy, and he requested the Committee to assist in gaining for Austria that universal confidence which he considered she could rightly claim.

Hungary. — The representatives of the Hungarian Government, Count Bethlen and Baron Koranyi, and the League's Commissioner-General, Mr. Jeremiah Smith jr., described in detail the results so far attained. The Hungarian representatives emphasised the fact that the success of financial reform schemes could only be permanently achieved if, while the balancing of the budget was constantly kept in sight, appropriate measures were taken for the economic life of the country. The attention of the Committee was drawn to the precarious situation of the State officials on account of the fact that no fall in the cost of living had taken place despite the appreciation of the Hungarian change in relation to gold. The representatives observed that it was specially important to increase the production and in the first place the agricultural production, of the country; and requested that the privilege of the home growing of tobacco might be extended during the financial year 1925-1926.

On the last point the Financial Committee, adhering to the provisions of the reconstruction plan and taking into account the interests of the tobacco monopoly, maintained its opinion that this privilege should be suppressed.

With regard to measures for the economic development of the country, the Committee expressed its opinion that, if the closed accounts of the financial year 1924-1925 showed a continued prospect that the budget deficits contemplated in the original plan for the end of the reconstruction period would not materialise, and if the Hungarian Government, in agreement with the Commissioner-General, had arrived at a definite plan for expenditure on capital purposes, the Committee would not be averse to considering whether additional capital expenditure of a clearly productive character could not be included in the budget.

The President of the Committee congratulated Hungary on the great progress already achieved and expressed the Committee's confident hopes for the future. On the particular questions raised, the Committee had forwarded memoranda to the Commissioner-General who would make a communication to the Government. The Committee was glad that, though unable to assent to the precise proposals

submitted on the subject of officials' salaries, it had felt justified in agreeing to some measure of immediate relief, which, it hoped, would meet present difficulties.

Leaving aside these specific questions, the Committee considered Hungary's achievement remarkable that in this fiscal year there had so far been a surplus of receipts over expenditure, and that there was every prospect that the first completed fiscal year (July 1924 to June 1925) after the inauguration of the reconstruction scheme would show no deficit. Meanwhile, the crown had not only remained stable, but had been stable in terms of the pound sterling and had thus appreciated in terms of gold in correspondence with the appreciation of sterling. The level of gold expenditure was indeed higher than that contemplated in the plan, but the Committee recognised that this was largely, though not entirely, due to the appreciation of the crown and the rise in gold prices. The Committee deprecated any further increase in the level of expenditure having regard to the limits of the country's fiscal capacity, and noted the wise and prudent policy of the Bank of Hungary in its control of monetary policy and the maintenance of the value of the currency.

Danzig Loan Proposal. — The Committee took note of information presented to it by the delegation which it had sent to Danzig in connection with the Municipality's desire to raise a loan on conditions which would permit the Committee to recommend the Council of the League to associate the League of Nations with the project. The Committee discussed the matter with the representatives of the Municipality and of the Polish Government and was informed that the proposed loan would be devoted to works of public utility and to the development of the harbour. The Council will no doubt consider this question at its meeting in March when it will have the observations of the Financial Committee before it. In the interval, negotiations will take place between the Danzig Harbour Board and the Municipality regarding the character and administration of the port developments.

Banking Policy in Esthonia. — The Committee also considered a report from the delegation which visited Esthonia at the request of the Government to examine certain questions concerning the banking policy of Esthonia. The Committee is now in correspondence with the Government on this subject.

Question of the Gold Standard. — The Committee expressed its appreciation of the Economic Committee's invitation to take part, with particular reference to financial and monetary questions, in the discussions of the Mixed Committee for the study of Economic Crises. In the short discussion which ensued, M. Pospisil made a statement on behalf of the Czechoslovak Government to the effect that it was the aim of Czechoslovakia to create an independent bank of issue and to stabilise its currency at the present level with a view to determining subsequently the exact gold content of its monetary unit.

The Committee expressed its satisfaction with this statement and took occasion to express its opinion that nothing was likely to be more helpful to the economic recovery of the world than a return to an effective gold or gold exchange standard (as recommended in the resolutions of the Conference of Genoa), at least in those countries which had succeeded in stabilising their currency.

It decided to designate three of its members, M. Dubois, M. Janssen and Sir Otto Niemeyer, to take part in the discussions of the Mixed Committee.

Double Taxation and Fiscal Evasion. — The Government Revenue Experts, which have been studying the problems of double taxation and fiscal evasion, presented their final report to the Financial Committee which authorised its publication. The Committee will examine the report at a later session.

b) *Double Taxation and Tax Evasion.*

Fifth Session of the Committee of Technical Experts.

The Committee of Technical Experts set up by the Council to study the practical and administrative aspects of the question of double taxation and Tax evasion held its fifth session from February 2nd to 7th at Geneva.

The following experts were present :

M. d'Aroma (Italy), Chairman;
M. Blau (Switzerland);
M. Borduge (France);
Mr. Canny (Great Britain);
M. Clavier (Belgium);
M. Sinninghe-Damste (Netherlands);
M. Valnicek (Czechoslovakia).

The Committee drew up recommendations and a report, which it sent on to the Financial Committee (1).

In the introduction to its report, the Committee observed that certain proposals accepted by its members, in their capacity of technical experts, were at variance with the legislation and with the general trend of public opinion of their respective countries. The Committee, however, felt bound to omit consideration of interests of too special a character, and endeavoured to carry out its task in an international spirit, in conformity with the high purpose of the League.

DOUBLE TAXATION

The report of the Committee of Technical Experts begins with a brief survey of the work done in this domain by various organisations, foremost amongst them the International Chamber of Commerce (2), with which the Committee has maintained a close contact. The Committee then goes on to analyse the report drawn up in 1923 by Professor Einandi, Professor Bruins, Professor Seligman and Sir Josiah Stamp. The analysis is followed by examples of treaties concluded recently by various States for the purpose of obviating double taxation.

With the help of this documentation—the theoretical work of economists, opinions of trade and industrial circles, existing laws and treaties the Committee of Government Experts drew up recommendations based on the division of taxes in impersonal and personal taxes (general income tax, death duties, etc.).

Impersonal (or Schedular) Taxes. — As a general rule, the experts recognised that only the State in which the source of income was situated had the right to impose impersonal or schedular taxes. This principle was applied successively to various kinds of income, immovable property, agricultural undertakings, industrial or commercial establishments, mortgages, Directors' fees, earned income, transferable securities, and various credits.

In the case of an industrial or commercial enterprise carried on in several countries, the Committee recommended that each of the contracting States should tax that portion of the net income produced in its own territory. With regard to shipping companies, the Committee admitted an exception to the effect that the tax should, subject to reciprocity, be imposed only by the country in which the real centre of the undertaking was situated.

As regards transferable securities, the Committee considered that the State in which the debtor (the office paying interest) was domiciled should, as a rule, be entitled to levy the schedular tax. The Committee, nevertheless, recommended the conclusion of agreements whereby, subject to certain formalities, the reimbursement of, or exemption from, this tax would be allowed in the case of securities, deposits or current accounts of persons domiciled abroad, or whereby the tax would be levied either wholly or in part by the State in which the creditor is domiciled.

(1) See "Seventeenth Session of the Financial Committee" in this number

(2) See *Monthly Summary*, Vol. IV No. 4, p. 79.

Personal Income Tax. — The Committee recognised that, as a general rule, the general income tax should be levied only by the State of domicile; it admitted, however, certain exceptions to this general principle. The experts recommended the conclusion of bilateral conventions, when, for special reasons, a State, other than the State of domicile, found it necessary to impose a general tax on income, in particular that arising from immovable property and agricultural, industrial and commercial undertakings (exclusive of dividends upon shares therein). The Committee indicated two methods of avoiding double taxation in such cases : (a) the deduction by the domicile State of a certain part of the income tax; (b) the taxation in the State of origin of a portion only of the income accruing therefrom, the other portion to be taxed in the State of domicile of the tax-payer, but at the rate applicable to his total income from every source.

The Committee recommended that the rules adopted for the general income tax should be applied to permanent taxes on the tax-payers' total wealth or capital and to death duties.

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The practical application of these recommendations is dependent upon a preliminary agreement as to the definition of domicile (domicile of the creditor, domicile of the debtor). The Committee considered this question from the exclusive point of view of the *fiscal* domicile, avoiding any suggestions that, in regard to domicile, the various States should modify their conceptions of private, administrative or internal fiscal law.

The Committee considered that the fiscal domicile, for purposes of the general income tax, should be the State in which the individual tax-payer normally resided, the term "residence" being understood to mean a permanent home. Special provisions applied to tax-payers residing or sejourning otherwise than occasionally in different States.

- With regard to death duties, the Committee recommended that the State in which the deceased, at the time of his death, had chosen to take up residence with the manifest intention of remaining there, should be considered as the State of domicile.

For legal entities (companies or corporate bodies) the Committee recommended that the State which has the right to levy the tax is the in which the head office is situated, or, if that office is not the real centre of management, the State in which this centre is situated.

TAX EVASION

The Committee of Technical Experts, after recalling that the examination of the problem of tax evasion, referred to the League of Nations by the Genoa Conference, was an entirely new departure and that there were very few international agreements on the subject, dealt with two aspects of the question : evasion in the assessment of taxes and evasion in connection with the recovery.

- *Assessment.* — A typical case of evasion in connection with the assessment of taxes is furnished by a tax-payer investing his money or collecting revenue abroad, leaving his country in ignorance of his real income.

- The Committee suggested that the effective method of avoiding tax evasion was for the revenue authorities to undertake to supply to other countries, on a basis of reciprocity, in respect of persons or companies domiciled in those countries, such information as might be required for tax assessment. The experts recognised, nevertheless, that this exchange should be limited actually to information in the possession of States, or obtainable in the course of their fiscal administration.

Commenting in its recommendations, the Committee examined the principal obstacles with which measures for combating tax evasion would have to cope, one

of the most important being the "inviolability of banking secrecy". The Committee considered that it would only be possible to carry out its recommendations in any given country if public opinion were sufficiently prepared, and if the Government deemed the measures advocated compatible with public opinion and the requirements of its system of taxation.

Another serious difficulty arose out of the special nature of the frauds perpetrated. It would be possible for two or more States to conclude an agreement on the subject of the exchange of information. There would be no obstacle, however, to a tax-payer's transferring his capital to a non-contracting State. The Committee, therefore, was of opinion that the whole problem could only be satisfactorily solved if the international agreements on the subject were adhered to by most of the States and were concluded simultaneously.

Recovery of taxes. — Tax evasion in connection with the recovery of taxes takes place when taxes cannot be collected on account of the residence abroad of the tax-payer.

The Committee, basing its suggestions on treaties recently concluded by central European States, recommended that the administrative and judicial authorities of a given State might act for other States in the recovery of fiscal debts, the liability of which can be shewn to be *res judicata*.

To conclude, the Committee drew attention to the close connection which existed between the problems of tax evasion and double taxation. Tax-payers, it said, alarmed by proposals for fiscal control, did not understand why, before or during the framing of measures which might prove embarrassing to them, States did not come to some agreement in order suitably to define their respective jurisdictions as regards taxation and to avoid double taxation. On the other hand, if States, in concluding agreements to avoid double taxation, were driven to make sacrifices in the matter of the revenue from taxation, owing to the granting of exemption, relief or reduction of taxes, they might properly endeavour to find compensation in measures against tax evasion. The connection between the two problems was, however, in the opinion of the Committee, essentially a moral one, and the idea of justice in the distribution of taxes had been the predominating consideration in the investigations of the experts.

The Committee further pointed out that measures against fiscal evasion were in the interest of all tax-payers, as States, by recovering the yield on concealed revenues would be enabled to reduce the rates of taxes or to redeem their loans.

Conclusion. — The Committee suggested that the creation of an international organism would be desirable. The duties of such a body would arise out of the procedure of conciliation or arbitration in regard to the interpretation of the conventions concluded by States with regard to double taxation and fiscal evasion.

The Committee further recommended the convocation of a conference of technical experts on broader lines than its own meetings, to include representatives of a larger number of countries, and to examine the possibility of drafting on the basis of the resolutions submitted by the Committee preliminary conventions and the programme of an international Conference to be convened at the proper time.

c) *The Financial Reconstruction of Hungary.*

(Information from the Commissioner-General's Office.)

Financial situation. — The January revenue (over 60 million gold crowns gross) reached the largest total recorded for any one month since the reconstruction plan was put into operation. The rate of progression, rapid during the earlier months, has, however, considerably fallen off of late. The December receipts were less than those for November, which were only about 10 % under the January figure.

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The returns from indirect taxes, to which is due the surplus over the estimates in the reconstruction law, have probably reached their highest point and may be expected to decrease in the course of the next half year.

• This exceptional situation should not be considered as furnishing any certain indication as to the future average revenue of Hungary. The stabilisation of the currency and the removal of import prohibitions, in spite of the introduction of a high protective tariff, have, in conjunction, resulted in large stocks being imported. The rate of the amounts paid on these imports in customs dues, and collected in turnover tax as the goods have been handed on to retailers, has been a characteristic feature of the period following immediately on stabilisation, but it remains to be seen whether these sources of revenue will ultimately produce much more than the reconstruction plan estimated.

Pledged Revenues. — These revenues (from customs dues, tobacco monopoly, sugar tax and salt monopoly) came in during January at a slightly lower rate than that maintained during the second quarter of the fiscal year (October, November and December), but some 60 % higher than the rate for the July-September quarter, and sufficient to cover several times over the service of the reconstruction loan. The steadiness of the revenue from the tobacco monopoly, which has hardly varied during the last six months, at a figure well in excess of the estimate, deserves attention. A permanent increase may be expected from this source from next harvest onwards, when the privilege of producing for their own needs, hitherto accorded to growers, is to be discontinued.

• *States Officials.* — Mention has already been made in these notes of the difficult position of the Hungarian State officials. Prices in gold are considerably above the pre-war level, while salaries are well below it. The Hungarian Government realises that the country, as at present constituted, cannot maintain numbers of officials greatly in excess of its requirements and pay them a suitable salary. At the same time it cannot dismiss large numbers who would be unable to find employment elsewhere in present conditions. The only remedy is, over and above the dismissals provided for in the reconstruction plan, to re-organise the whole civil service, simplifying the administration wherever possible, work out a schedule specifying the numbers finally authorised in each department, and gradually reduce the establishment to this schedule. A commission is at present engaged on this task, and is expected to report in the course of the next few months.

It will then be easier to determine whether the prospects of future reduction are such as to permit a definite increase in the present scale of salaries. In the meantime, it has been agreed that a contribution may be made to help officials in the form of an advance of one month's salary, of which one quarter is to be repaid by the end of the current financial year.

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Commercial Agreements. — Negotiations with Czechoslovak delegates for a commercial agreement are in progress. An interim agreement has been reached with Poland, and an agreement on transit rates with the Serb-Croat-Slovene Kingdom.

d) *The Financial Reconstruction of Austria.*

(Information from the Commissioner-General's Office.)

• The execution of measures of reconstruction proceeded normally in February. The Austrian Parliament began the discussion of a bill for the denationalisation of the exploitation of the Austrian State forests. The negotiations between the Government and the Provinces with regard to the administrative, financial and fiscal relations between State and Provinces have been suspended for the moment.

Dismissal of Officials. — The total number of officials dismissed since October 1st 1922, is 73,571.

Budget estimates. — The Austrian Government has communicated to the Commissioner General the following estimates for February :

	Millions of shillings	Millions of crowns (gold)
Expenditure.	71.37	49.5
Revenue	65.55	45.5
Deficit	5.82	4.0

The expenditure figures include investments to the amount of 6.54 million shillings. The February estimates, without this outlay, would have shown a surplus of 0.72 million.

Yield of Assigned Revenues. — The yield of the revenues assigned for the service of the loan was 36.8 million shillings (Tobacco Monopoly : 21.1, customs : 15.7 millions) in January.

General Situation. — The number of unemployed receiving assistance from the State rose from 154,413 at the beginning of January to 187,070 in February.

Bank and savings bank deposits rose from 25.4 million shillings in January to 29.6 millions in February.

The cost of living index has risen by one point since last month.

The balance-sheet of February 15th of the Austrian National Bank shews note circulation of 3,708 milliard paper crowns (507 million gold crowns) with a 44.4 % cover in gold reserve and foreign monies. If current accounts of 802 milliards paper (55.7 millions gold) be added to this figure, total commitments of 8,110 milliards paper (563.2 millions gold) are shewn to have cover of 40 % in gold and foreign monies.

3. — COMMUNICATIONS AND TRANSIT

a) *Reform of the Calendar.*

The Committee of Enquiry on the reform of the Calendar met at Geneva on February 16th and 17th, for the purpose of hearing the representatives of various religious bodies. The following members were present :

M. von Eysinga, Professor at Leyden University (Chairman); M. Bigourdan, Director of the International Time Office; Mr. Booth, President of the International Chamber of Commerce, and members originally appointed by the Holy See, the Archbishop of Canterbury, and the Oecumenical Patriarch.

The Committee heard M. Israel Levi, Chief Rabbi of France, Dr. J. H. Hertz, Chief Rabbi of the Hebraic Congregations of the British Empire, and mandatory of the Jewish Communities of the United States; M. Furst, Chief Rabbi, delegate of the Rabbinical Council of the Agoudath Israel, Vienna; Dr. F. Löyenstein, Chief Rabbi, Zurich, and M. Lucien Wolf, secretary and delegate of the Jewish Joint Foreign Committee, London.

The Jewish Committees objected strongly to any reform of the calendar based on a system of blank or non-week days, which would interrupt the regular sequence of the days of the week, transform the Sabbath into a movable feast, and render extremely difficult its observance. On the other hand, they presented no objections to any other reform schemes or to the celebration of Easter at a fixed date.

The Committee also heard Dr. A. Keller, European Secretary of the "Federal Council of the Churches of Christ in America", who had been delegated by the American, Belgian, Czechoslovak, Danish, Dutch, Esthonian, German, Hungarian, Irish, Latvian, Lithuanian, Norwegian, Polish, Roumanian, Scottish, Spanish and Swiss Protestant Churches to present their views. Dr. Keller stated that the Protestant churches wished to co-operate in the work of the Committee, and that in the view of these communities the question of the celebration of Easter at a fixed date would not cause any difficulty.

The Committee decided to remain at the disposal of any religious bodies wishing to present their views on aspects or possible consequences of the reform of the calendar which were of special interest to them, and took the necessary measures for pursuing its general investigation.

b) *Tonnage Measurement in Inland Navigation.*

The Technical Committee on Tonnage Measurement in Inland Navigation met on February 26th at Paris with M. Boackaert, Director-General at the Belgian Ministry of Public Works, in the chair.

The Committee, which is composed of representatives of the interested French, German, Lithuanian, Roumanian, Soviet Russian and Serb-Croat-Slovene departments, adopted a draft convention aiming at the facilitation of international communications by inland navigation by means of the mutual recognition of tonnage certificates.

The draft Convention will be submitted to a European Conference to be convened later by the League of Nations.

c) *Jurisdiction of the European Danube Commission.*

The special Committee appointed to inquire into the question of the jurisdiction of the European Danube Commission met at Geneva on February 18th and 19th.

The following members were present :

Professor Burckhardt (Swiss), Chairman.
M. Hostie (Belgian), Secretary-General of the Rhine Commission, and
M. Kroller (Netherlands), Member of the Economic Board of the Netherlands Ministry for Foreign Affairs.

The Committee noted information furnished on behalf of the Roumanian Government by M. Petresco Comneme, Roumanian Minister at Berne, M. Contzesco, Roumanian delegate to the Danube Commission, and M. Popesco, former Secretary-General of the Roumanian Ministry of Public Works, and decided to hold a second session at the end of March or the beginning of April.

VI. — The Protection of Minorities.

BULGARIAN MINORITIES IN GREECE

The Greek Government has informed the Secretary-General that the Greek National Assembly, by a unanimous vote, has rejected the Protocol relating to the protection of Bulgarian Minorities in Greece (Geneva, September 29th, 1924) (1).

(1) See *Monthly Summary*, Vol. IV, No. 9, p. 193.

The Greek Government has at the same time asked that the question of the protection of minorities be placed on the agenda of the forthcoming session of the Council.

VII. — Political Questions.

1. — EXPULSION OF THE ŒCUMENICAL PATRIARCH

The Greek Government, on February 11th, addressed to the Secretary-General a telegram stating that it considered the expulsion from Constantinople by the Turkish authorities of Mgr. Constantine, Œcumenical Patriarch, a serious infringement of the Lausanne Agreements regarding the constitution and activities of the Patriarchate, of Article 12 of the Convention for the exchange of Greek and Turkish populations, of the Mixed Commission's decision of January 28th, 1925, and of the Brussels decisions of October 31st, 1924 ⁽¹⁾.

The Greek Government further appealed to the League in virtue of Article XI, § 2 of the Covenant, and requested the Secretary-General to lay the dispute before the Council as soon as it met.

The Secretary-General has forwarded this communication to all Members of the Council and to the Turkish Government.

2. — COMMUNICATION FROM THE ALBANIAN GOVERNMENT

The Secretary-General has received from the newly constituted Albanian Government a communication, dated February 12th, to the effect that it considers the accusations brought by Mgr. Fan Noli against the Government of the Kingdom of the Serbs, Croats and Slovenes as unfounded, and does not support them ⁽²⁾.

VIII. — Social and Humanitarian Questions.

THE OPIUM CONFERENCES

The two opium conferences, summoned at Geneva by the Council of the League of Nations to deal with the problem of opium and manufactured narcotics, finished their discussions during the month of February. In both cases an international convention was drawn up and adopted.

a) *First Conference.*

The First Opium Conference, which was summoned by the Council of the League to meet at Geneva for the purpose of ensuring the gradual suppression of opium-smoking in the Far East, finished its work on February 11th and signed an Agreement supplementary to Chapter-II of the International Convention of 1912, together with a Protocol and a Final Act.

The Agreement has already been described in the Monthly Summary of December, 1924 ⁽³⁾. By the terms of the Protocol the Signatory Powers undertake to strengthen the measures already taken in accordance with Article VI of the Hague Convention of 1912, and to take any further measures which may be necessary

(1) See *Monthly Summary*, Vol. IV, No. 10, p. 237.

(2) See *Monthly Summary*, Vol. V, No. 1, p. 16.

(3) See *Monthly Summary*, Vol. IV, No. 12, p. 283.

in order to suppress entirely, within a period of fifteen years, the consumption of prepared opium in the territories under their authority. This period is to begin as soon as the poppy-growing countries have ensured the effective execution of the necessary measures to prevent the exportation of raw opium from their territories from constituting a serious obstacle to the reduction of consumption in the countries where the use of prepared opium is temporarily authorised. A Commission appointed by the Council of the League shall decide when these measures are to be considered as effective, and its decision shall be final.

With the exception of China, which had withdrawn from the Conference, all the States represented, that is to say, the British Empire, France, India, Japan, the Netherlands, Portugal and Siam signed the Agreement, the Protocol and the Final Act. Portugal and Siam made reservations on the subject of the system of monopolies.

b) *Second Conference.*

The Second Opium Conference, which met at Geneva on November 17th, 1924 ⁽¹⁾, finished its work on February 19th, 1925 after a session of three months. The agreements reached by the Conference are embodied in a Convention, a Protocol and a Final Act.

On February 6th the Delegation of the United States, feeling that it would be impossible for the moment to realise the whole of its programme, withdrew from the Conference. The Chinese Delegation withdrew on the following day.

Convention. — The Convention, which contains thirty-nine articles, is intended to complete and strengthen the provisions of the Hague Convention of 1912 by a number of measures bringing about a more effective restriction of the production or manufacture of narcotics and establishing a closer control and supervision of the international trade.

After defining the narcotics which it is proposed to control—raw opium, medicinal opium, morphine, diacetylmorphine (or heroin), coca leaves, crude cocaine, cocaine, ecgonine, Indian hemp—the Convention provides for the internal control of raw opium and coca leaves, of manufactured drugs (Articles 4 to 10), and Indian hemp. It also provides for the control of the international trade in these drugs by a system of export authorisations and import certificates, and the appointment of a Permanent Central Board whose task it will be continuously to watch the course of the international trade.

This Central Board will consist of eight members appointed by an electoral body consisting of the Council of the League and representatives nominated by the United States of America and Germany. It will receive periodically from the Contracting Parties estimates of the quantities of narcotics they will need for internal consumption and statistics of their production, or consumption, stocks, imports and exports of these narcotics.

With this information at its disposal, the Board will watch the course of the trade in narcotics and prepare each year for the Council a report, which will be sent to all the Contracting Parties. Should the Board come to the conclusion that excessive quantities of any substance covered by the Convention are accumulating in any country or that there is a danger of that country becoming a centre of the illicit traffic, it will have the right to ask, through the Secretary-General of the League, for explanations from the country in question. Should no explanation or an unsatisfactory explanation be forthcoming, the Board will be entitled to bring the matter to the attention of the Contracting Parties and of the Council of the League, and to make recommendations regarding the temporary restriction of exports to the country concerned, pending the restoration of a satisfactory situation.

⁽¹⁾ See *Monthly Summary*, Vol. IV, No. 12, p. 283.

The Convention will be open for signature until September 30th, 1925, after which date States represented at the Conference, States Members of the League, and States to which the Council of the League has communicated a copy, will be entitled to accede to it.

The Convention will come into force after it has been ratified by ten signatories, including seven of the States by which the Central Board is to be appointed.

Any disputes which may arise regarding the interpretation or application of the Convention and which cannot be settled by diplomatic means, may, before recourse is had to judicial settlement or arbitration, be submitted for an advisory opinion to a technical body appointed by the Council of the League of Nations for the purpose.

Protocol. — By the Protocol, the Signatory States, recognising their obligation, under Chapter I of the Hague Convention, of establishing such control over the production, distribution and export of raw opium as would prevent illicit traffic, agree to take such measures as may be required completely to prevent, within five years from the present date, the smuggling of opium from constituting a serious obstacle to the effective suppression of the use of prepared opium in those territories where such use is temporarily authorised.

Final Act. — The Final Act recalls the Assembly Resolution of September 27th, 1923, inviting the Council of the League of Nations to convene the Conference. It suggests *inter alia* that the Council should examine a proposal, put forward in particular by the Persian Delegation, that a commission should visit certain countries for the purpose of studying the difficulties connected with the limitation of the opium production in those countries.

In his closing speech the President of the Conference, M. Zahle, gave a summary of the work achieved.

“The Conference”, he said, “has greatly strengthened the Hague Convention of thirteen years ago. The general principles enunciated in that document have now been provided with the mechanism for their realisation. The first step has been taken towards the constitution of that international control which will eventually destroy the evil aspects of the drug traffic.”

M. Zahle laid stress on the numerous difficulties with which the Conference had been confronted. In particular, he said, the measure known as the American principle, which consisted in limiting production to medical and scientific needs, had been the subject of lively criticism on the part of the producing countries. With regard to opium-smoking, which did not figure on the agenda list of the Second Conference but which, nevertheless, had been discussed by a joint committee from the two conferences, the solution of this problem had met with the gravest difficulties. Even although all the countries concerned were ready to agree to suppress the practice within their territories within a period of fifteen years, none of them, except Japan, could consent to this period beginning at once, owing to the heavy contraband traffic which at present threatened the success of measures of control. In their opinion, this period should begin to run from the day when some impartial international authority, such as the Council of the League, decided that the danger from smuggling had ceased.

“This result, however”, declared the President, “was unacceptable to the American Delegation which, very largely for this reason, withdrew from the Conference..... No voice was raised, and indeed, I believe, no voice can be raised, against the justice of the principles enunciated by the American Delegation. The only question is as to the moment when they can be realised. The American Delegation contended for immediate action; the other Delegations felt that time was required..... We have tried since the withdrawal of the Delegation not only to take no action which might make its renewed co-operation more difficult, but even to carry out so far as we understood them, the various points of view which they had advanced.”

M. Zahle also expressed his regret at the withdrawal of the Chinese Delegation.

Finally, the President affirmed his conviction that the problem of drug control had entered a new phase.

“It is now caught”, he said, “in the day-to-day machinery of the League of Nations. It cannot escape. Where the Hague Conference adjourned without leaving behind it either organisation or permanent machinery, this present Conference is but the opening step in a movement which will accelerate from day to day and from month to month.”

The Convention, the Protocol, and the Final Act have been signed, up to now, by Albania, Australia, Belgium, Brazil, France, Germany, Great Britain, Greece, Japan, Luxemburg, the Netherlands, Persia, Poland, Portugal, Siam and Uruguay.

Bolivia and Hungary have signed only the Final Act.

IX. — Publications of the League of Nations.

1. — INTERNATIONAL CATALOGUE OF SOURCES OF CURRENT BIBLIOGRAPHICAL INFORMATION

Under this title the Committee on Intellectual Co-operation has published, in one volume, an Index Bibliographicus of periodicals and institutes dealing with current bibliography.

This work, the publication of which was authorised by the Fourth Assembly, is divided into a subject catalogue, an index according to countries, and an alphabetical index. It has been compiled under the supervision of M. Marcel Godet, Director of the Swiss National Library and Member of the Bibliographical Subcommittee of the Committee on Intellectual Co-operation.

2. — CONTROL OF THE INTERNATIONAL TRADE IN ARMS, MUNITIONS AND IMPLEMENTS OF WAR

The League Secretariat, in view of the Conference on the control of the international trade in arms, munitions and implements of war, which will open on May 5th, has published a volume containing all documents relevant to the question.

This volume contains a historical survey of the problem, the text of the draft Convention prepared by the Temporary Mixed Commission (which will serve as a basis for discussion), the resolution of the Fifth Assembly on the subject, extracts from the Minutes of the Council, the Temporary Mixed Commission and the Permanent Advisory Commission for Military, Naval and Air Questions, and various other documents, including the correspondence exchanged with the Government of the United States of America.

X. — Forthcoming Events.

- ° March 16th : Meeting of the Malaria Commission, Geneva.
- March 23rd : Interchange for specialists in industrial hygiene, Geneva.
- March 25th : Final Conference of the British Interchange of Health Officers, Geneva.
- ° April 1st : Meeting of the Committee of Experts for the Progressive Codification
° of International Law, Geneva.
- ° April 2nd : Twenty-sixth session of the Governing Body of the International
° Labour Office, Geneva.

- April 14th : Meeting of the Preparatory Committee on Economic Statistics, the Hague.
- April 20th : Fourth Session of the Health Committee, Geneva.
- April 22nd : Meeting of the Committee for the Allocation of Expenses, Paris.
- April 29th : Meeting of the Supervisory Commission, Geneva.
- May 4th : International Conference on the Control of the Trade in Arms, Munitions and Implements of War, Geneva.
- May 4th : Belgian Interchange of Health Officers, Brussels.
- May 14th : Twenty-seventh session of the Governing Body of the International Labour Office, Geneva.
- May 18th : Seventh International Labour Conference, Geneva.
- May 20th : Meeting of the Advisory Committee on Traffic in women and Protection of Children, Geneva.
- June 4th : Eighteenth session of the Financial Committee, Geneva.
- June 8th : Thirty-fourth session of the Council, Geneva.

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I. — Summary of the Month.

The thirty-third session of the Council, which took place at Geneva from March 9th to 14th, was the principal event in March. The Council was composed as follows :

Mr. Austen Chamberlain (President)	(British Empire)
M. Paul Hymans	(Belgium)
M. de Mello Franco	(Brazil)
M. Benes	(Czechoslovakia)
M. Briand	(France)
M. Scialoja	(Italy)
Viscount Ishii	(Japan)
M. Quinones de Leon	(Spain)
M. Uden	(Sweden)
M. Guani	(Uruguay)

Austria, Hungary, Greece, Lithuania, Poland, Roumania, the Serb-Croat-Slovene Kingdom and Turkey were represented on the Council when questions affecting them came up for discussion.

At the first public meeting, the President paid a tribute to the memory of M. Branting, the Swedish representative thanking the Council for its expressions of sympathy.

The Protocol for the Pacific Settlement of International Disputes, the discussion of which had been postponed to this session at the request of the British representative, was the subject of important declarations by all the representatives attending the meeting, the question finally being referred to the sixth Assembly. The Council also considered the first report of the Coordination Commission and various questions relating to the exercise of its right of investigation under the Peace Treaties into the armaments of certain States.

The Council addressed to the German Government a reply to the communication of the latter of December 12th, 1924, regarding the eventual application of Germany for admission to the League.

As regards the question of the expulsion from Constantinople of the Œcumenical Patriarch, the Council decided to refer to the Permanent Court for an advisory opinion a question regarding its competence in the matter.

In the economic and financial field, the Council examined at length the progress of the reconstruction work in Austria and Hungary, the work of the Greek Refugees Settlement Commission, and the reports of the Economic and Financial Committees on their recent sessions; it sanctioned the issue by the Municipality of Danzig of a loan of £1,500,000 under the auspices of the League and, on the suggestion of the Esthonian Government, authorised the publication of a report on the financial position of Esthonia.

The opinions of the Mandatory Powers on the question of loans, advances and the investment of private capital in mandated territories were examined. The Council authorised an inquiry into the position of the Greek Minority at Constantinople and the Turkish Minority in Western Thrace. In connection with the rejection by Greece of the Greco-Bulgarian Minorities Protocol, it decided to address to the Greek Government an inquiry concerning the position of the Bulgarian Minority.

In the social and humanitarian domain, the Council took note of the results of the First International Opium Conference and authorised certain steps in connection with the Second Conference; appointed an additional assessor to the Advisory Committee on Traffic in Women and Protection of Children, and received information regarding the position of Greek and Armenian Refugees.

The members of the Saar Governing Commission were re-appointed for one year. The Council also dealt with the question of the increase of the Saar gendarmerie force.

Various decisions were taken on questions at issue between the Polish Government and the Free City of Danzig—that of the postal dispute being referred for an advisory opinion to the Permanent Court of International Justice.

Other meetings of the month were those of the Special Committee on Road Traffic, at Milan, and the Malaria Commission, at Geneva. Interchanges of health officials and specialists took place at Geneva, in Cuba and the United States.

The Permanent Court of International Justice, terminated the work of its sixth session on March 26th, when it delivered judgment in the Mavrommatis case.

The Secretary-General, during the last days of February and the beginning of March, paid a visit to Finland, Esthonia, Latvia and Lithuania.

II. — The Permanent Court of International Justice.

SIXTH SESSION

a) *The Mavrommatis Affair.*

The Court on March 26th gave judgment in the affair of the Mavrommatis Jerusalem Concessions ⁽¹⁾.

It will be remembered that, in May 1924, the Greek Government filed an application with the Court, asking for judgment to the effect that the Government of Palestine, and consequently the Government of His Britannic Majesty had, since 1921, wrongfully refused to recognise to their full extent the rights acquired by M. Mavrommatis under contracts and agreements concluded by him with the Ottoman authorities in regard to concessions for certain public works to be constructed in Palestine, and that the Government of His Britannic Majesty should make reparation for the consequent loss incurred by M. Mavrommatis, a loss which was estimated at £ 234,339, together with interest at 6 % as from July 20th, 1923, the date on which this estimate was made. The failure to recognise the Mavrommatis concessions resulted from the grant by the Palestine authorities to a certain M. Rutenberg of concessions in part overlapping those possessed by M. Mavrommatis.

The British Government having filed a plea to the jurisdiction of the Court, the latter, on August 30th, 1924, upheld this plea as regards certain of the concessions, but dismissed it as regards certain others, relating to the town of Jerusalem. The Court reserved the question of the latter for judgment on its merits.

The Lausanne Treaty and the Protocols annexed thereto have come into force since the application was filed. It was in relation to the provisions of Protocol XII, annexed to the Treaty, and concerning certain concessions granted in the Ottoman Empire, that this suit had to be decided.

The Court was asked, on behalf of the Greek Government, to decide as follows :

- (1) That, the Mavrommatis concessions having begun to be put into operation, the British Government, in its capacity as Mandatory for Palestine, is bound (under Article 4 of the Protocol) to maintain them and to agree to their adaptation to the new economic conditions of the country, or to redeem them by paying to the claimant reasonable compensation;
- (2) that, having in fact already made its choice, by rendering impossible, directly or indirectly, the carrying out of the works for which the claimant holds a concession, it must pay him compensation;
- (3) that, taking into account all the various elements of the loss occasioned to the claimant, he shall receive fair and reasonable compensation by means of the payment to him of the sum of £121,045, together with interest at six per cent, from July 20th, 1923, until the date on which judgment was given.

⁽¹⁾ See *Monthly Summary*, Vol. IV., pp. 86, 107, 126, and 150. Vol. V., No. 2, p. 38.

The British Government, in the first place, denied the validity of the concessions and, failing this, claimed that they had been dealt with under Article 6 of the Protocol, which provides that concessionary contracts which have not, on the date of the Protocol, begun to be put into operation, cannot benefit by the provisions relating to re-adaptation, but that they may be dissolved at the request of the concessionaire, indemnity being paid him in respect of survey and investigation work. In no case could the British Government recognise a right for M. Mavrommatis to obtain an indemnity for the concessions as such.

The Court delivered judgment to the effect :

1. That the concessions granted to M. Mavrommatis under the agreement signed on January 27th, 1914, between him and the City of Jerusalem regarding certain works to be carried out at Jerusalem are valid;

That the existence, for a certain space of time, of a right on the part of M. Rutenberg to require the expropriation of the concessions granted to M. Mavrommatis was not in conformity with the international obligations accepted by the Mandatory for Palestine;

That no loss to M. Mavrommatis resulting from this circumstance has been proved;

That therefore the Greek Government's claim for an indemnity must be dismissed;

2. That article 4 of the Protocol signed at Lausanne on July 23rd, 1924, concerning certain concessions granted in the Ottoman Empire is applicable to the above-mentioned concessions granted to M. Mavrommatis.

b) *Application for interpretation of judgment No. 3 of the Court* (1).

On September 12th, 1924, the Court, sitting as a Chamber of Summary Procedure, delivered judgment in the Greco-Bulgarian dispute in regard to the interpretation of the Treaty of Neuilly, Article 179, Annex, paragraph 4 (2).

The Court decided that the provision in question of the Treaty of Neuilly should be interpreted as authorising claims for reparation in respect of acts committed even outside Bulgarian territory as constituted before October 11th, 1915, and in respect of damage incurred by claimants, not only as regards their property, rights and interests, but also as regards their person. The Court further decided that reparation due on this ground came within the scope of reparation contemplated in Article 121 of the Treaty of Neuilly and was consequently included in the total capital sum at which the reparation due by Bulgaria had been fixed.

The Greek Government subsequently asked, in conformity with Article 60 of the Statute, for an interpretation of this judgment, in particular as regards the following points :

a) The possible existence, according to the terms of the judgment, of Bulgarian property in Greece which might be used to realise sums awarded by the arbitrator;

b) the possibility, under the terms of the judgment, of liquidating Bulgarian landed property in Greece with a view to realising such sums;

c) the right of Greece, under the terms of the judgment, to apply to the Reparation Commission with a view to obtaining a redistribution between the Allied Powers of the total amount at which the obligation to make reparation imposed upon Bulgaria was fixed.

The Court, in a judgment delivered in March, 1925, declared that these questions fell outside the scope of the judgment of September 12th, 1924, and that an

(1) Art. 4 reads "subject to the provisions of Art. 6, the provisions of the contracts and subsequent agreements referred to in Art. 1 shall, by agreement, and as regards both parties, be put into conformity with the new economic conditions."

(2) See *Monthly Summary* v. Vol. IV, No. 9, p. 173.

interpretation—to be given in accordance with Article 60 of the Statute—of a judgment could not go beyond the limits of that judgment itself, and that therefore the request of the Greek Government for an authoritative interpretation of the above judgment could not be granted.

c) *Appointment of President of Anglo-Turkish and Italo-Turkish Tribunals.*

The President of the Court, having been requested, in conformity with Article 92, § 3 of the Treaty of Lausanne, to appoint a President of the Anglo-Turkish and Italo-Turkish Tribunals, has appointed Landsdommer *Kai Frederik Hammerich*, Danish subject, as common president for the above Tribunals which are to be established under Articles 92 and 93 of the above Treaty.

d) *Forthcoming extraordinary session of the Permanent Court.*

The Permanent Court of International Justice, whose sixth session came to an end on March 26th, has been convened in extraordinary session beginning on April 14th.

The Court has been requested to give an advisory opinion on a question in connection with the Polish-Danzig postal dispute.

III. — Protocol for the Pacific Settlement of International Disputes ⁽¹⁾.

Important declarations on the subject of the Protocol for the Pacific Settlement of International Disputes were made at the Council meetings of March 12th and 13th by the British, French, Italian, Belgian, Japanese, Brazilian, Spanish, Swedish, Uruguayan and Czechoslovak representatives.

The text of these declarations, the resolution of the Council and a communication from the Canadian Government pertaining to the same subject are given in full at the end of this number.

IV. — Reduction of Armaments and Military Control.

1. — WORK OF THE CO-ORDINATION COMMISSION

The report of the Co-ordination Commission on the work of its first session was considered by the Council on March 11th. This Commission, which has replaced the Temporary Mixed Commission for the Reduction of Armaments, is composed of a committee of representatives of the ten members of the Council and a certain number of experts, who take part in the discussions, but do not vote the resolutions.

On the proposal of the rapporteur, Dr. Benes, the Council formally approved the conclusions of the Committee of the Council with regard to the private manufacture of arms. By virtue of this decision a Committee of Enquiry will be set up to collect information with regard to certain aspects of the question, legislative

(1) Pamphlets published by the Information Section containing the full text of the Protocol, the debates of the Fifth Assembly on the subject and relevant documents may be obtained from all agents for League publications (for list of agents and price of pamphlets see advertisement pages).

and administrative measures on the subject and existing facilities for, or obstacles to the conclusion of an international agreement in this connection. A questionnaire will be drawn up, forwarded for observations to all organisations represented on the Co-ordination Commission and, when finally approved, addressed to Governments.

With regard to the difficulties arising from the different forms of nomenclature and statistical estimates for the trade in war material, the Council decided to invite the Governments taking part in the Conference for the control of the international trade in arms summoned for May, 1925, to give their delegates the necessary instructions and powers for the useful discussion of the question.

2. — RIGHT OF INVESTIGATION OF THE COUNCIL

The Council, at its thirty-third session, dealt with various questions relating to the exercise of its right of investigation according to the scheme drawn up in September, 1924 ⁽¹⁾.

a) Ways and means of assuring the Commissions of Investigation the free and complete execution of their duties.

The Council adopted the report of the Mixed Committee of members of the Permanent Advisory Commission and jurists on measures to ensure the execution of the work of the Investigation Commissions. This report is divided into two chapters, the first dealing with the powers of the Commissions, the second with the facilities which Governments of countries liable to investigation should grant to the Commissions.

The Commissions of Investigation, within the scope of the programme, decided upon in each particular case by the Council, shall have the right and the duty to extend their investigations to all matters dealt with in that programme. The Commissions may proceed to any place in the country where the investigation is in progress, and in the course of any such investigation enter or search any building or premises belonging to the State, to any local or other authority or to a private individual. The Commissions shall be entitled to enter or search war or merchant vessels, fortifications and defences of all kinds and to inspect transport material. The Commissions may further examine books or documents relating to the transport of goods.

The members of the Commissions shall enjoy full diplomatic privileges and immunities and shall furthermore have the right to complete freedom of movement in the discharge of their duties.

With regard to facilities it will be the duty of the Government concerned, on receipt of a notification from the Council, to take all measures to ensure that the Commission appointed by the Council may accomplish its mission to the fullest extent in complete freedom and without encountering resistance, whether active or passive, on the part of any authority or of the local population. The Government concerned shall provide the Commission with the legal means for the accomplishment of its duties.

The Council requested the Secretary-General to cause a study to be made as to whether, and if so to what extent, the system set forth in the report would necessitate legislative measures on the part of the countries liable to investigation, and authorised him immediately to notify the four countries concerned (Austria, Bulgaria, Germany and Hungary) of the decision reached with regard to the organisation and the right of investigation. The object of this notification is to enable

(1) See *Monthly Summary*, Vol. IV, No. 9, p. 174.

these countries to take the necessary measures to ensure that as soon as an investigation is decided upon by the Council the rights recognised to it by the Peace Treaties can be exercised with the collaboration of these countries.

b) *Demilitarisation of the Rhine Zone.*

The Council decided to postpone to a subsequent session, with a view to a more exhaustive study of the question of the system of investigation to be applied to the demilitarised Rhine Zone and to communicate this decision to the Polish Government, at the same time requesting that Government to furnish a full statement of the grounds on which it based its claim for representation on the Permanent Advisory Commission when this question came up for discussion.

The question of the voting procedure with regard to decisions and reports of the Investigation Commissions which had been placed on the agenda at the request of the British Government was withdrawn from the agenda at the request of the British representative.

V. — General Questions.

1. — VISIT OF THE SECRETARY-GENERAL TO FINLAND, ESTHONIA, LATVIA AND LITHUANIA

At the invitation of the Finnish, Esthonian, Latvian and Lithuanian Governments, the Secretary-General of the League, accompanied by the Director of the Political Section and a member of the Information Section of the Secretariat, paid a visit to Helsingfors, Tallin (Reval), Riga and Kaunas (Kovno) from February 19th to March 1st.

In each of the four capitals the Secretary-General was received in audience by the President and conferred with the Prime Ministers, Foreign Ministers, and other members of the Government. At receptions given in his honour he met many members of political, university and journalistic circles.

At Helsingfors the Secretary-General and the Director of the Political Section spoke on the subject of the League and its activities to a largely attended meeting organised at Helsingfors University

The Secretary-General's visit to Tallinn coincided with the celebrations of the Esthonian Independence Day, the Secretary-General speaking at the "Solemn Act" held on the evening of February 24th in the Esthonian national theatre, in the presence of the Esthonian and Latvian Presidents. Speeches were also made by the Secretary-General and the Director of the Political Section at a meeting in Riga University, organised by the Latvian League of Nations Union, of which the Latvian President, M. Chakste, is honorary president. A meeting of 3,000 farmer representatives of Latvia was also addressed by the Secretary-General.

At Kaunas the Secretary-General made a speech at a reception given in his honour by the President of the Republic.

2. — INTERNATIONAL ENGAGEMENTS

a) *Registration.*

Among the treaties and international agreements deposited in March for registration with the Secretariat may be mentioned :

A Polish-Danish Agreement on air traffic between the countries concerned, concluded on December 16th, 1924, at Copenhagen, presented by the Polish Government;

A provisional economic agreement between Siam and Germany, signed on February 28th, 1924, presented by the Siamese Government;

A treaty of commerce and navigation, concluded on September 16th, 1924, by Norway and Hungary, presented by the Norwegian Government;

Three Pan-American conventions and a Treaty, presented by the Brazilian Government, signed on May 3rd, 1923, at Santiago (Chile) on the occasion of the Pan-American Conference. The three Conventions concern economic questions; the treaty aims at the pacific settlement of disputes between American States;

Three conventions, between Denmark and Finland, Denmark and Norway and Denmark and Sweden, relating to the institution of Commissions of Conciliation, concluded at Stockholm on June 27th, 1924. These Conventions provide *inter alia* that the Secretary-General of the League shall be notified of disputes arising between the Contracting Parties, that the report of the Commissions of Conciliation shall be communicated to the Secretary-General, that the meetings of the Commissions shall take place at the seat of the League and that the Commissions may, if necessary, request the assistance of the Secretariat;

A frontier treaty concluded by Panama and Colombia on August 20th, 1924, at Bogota, presented by the Colombian Government;

Two treaties of conciliation and judicial settlement, concluded by Switzerland and Italy, and Switzerland and Sweden, signed on September 20th, 1924, and June 2nd, 1924 respectively; presented for registration by the Swiss Federal Council;

Two Bulgaro-Roumanian Treaties, concerning legal questions and extradition, concluded on April 19th, 1924, at Bucarest;

An agreement concluded by the German Government and the Saar Governing Commission in February, 1925, concerning the application to the Germano-Saar railroad traffic of the Berne Convention on goods transport.

b) *Ratifications and Adhesions.*

Czechoslovakia and the Serb-Croat Slovene Kingdom have signed the Convention drawn up by the Second Opium Conference. The total number of signatories is now twenty.

The Roumanian Government has deposited with the Secretariat the instrument of its ratification of the Protocol relating to Arbitration Clauses in Commercial Contracts, opened for signature on September 24th, 1923, at Geneva.

The International Convention for the Simplification of Customs Formalities and the Protocol relating thereto (Geneva, November 3rd, 1923) have been ratified by Egypt, by the Commonwealth of Australia (not including Papua, Norfolk Island and the mandated territories of New Guinea) and by India.

c) *Amendments to the Covenant.*

Lithuania and Venezuela have ratified the amendments to Articles 4 (Election of the Non-Permanent Members of the Council), 6 (Allocation of Expenses), 12, 13, 15 (arbitration and judicial settlement), 16 (Economic Blockade) and 26 (Entry in force of Amendments) of the Covenant. These amendments were voted on October 5th 1921 by the Second Assembly.

Roumania has ratified the amendment to Article 16 of the Covenant, voted on September 27th, 1924 by the Fifth Assembly.

3. — CONSTRUCTION OF A CONFERENCE HALL

The question of the cost and the site of a new conference hall, the construction of which was decided upon by the Fifth Assembly, was referred by the Council to the Sixth Assembly.

This decision was based on the report of the jury of architects, which met at Geneva in January (1). The jury came to the conclusion that the sum of 4,500,000

(1) See *Monthly Summary*, Vol. V, No. 1, p. 35.

Swiss francs, provisionally fixed by the Fifth Assembly, seemed insufficient to cover the expense of the proposed building. Although the jury was of opinion that no figure could be definitely fixed until a complete plan had been drawn up, it estimated that, allowing for unforeseen considerations, from seven to eight million francs would be a suitable sum to specify to competitors, and one which would enable the League to be reasonably certain of a satisfactory result. From a purely professional point of view the jury suggested a larger site than that contemplated along-side the present Secretariat, and one free from the inevitable restrictions imposed by the vicinity of streets. This would allow of the construction of other League buildings around the nucleus of the Assembly Hall.

The Council appointed M. Berlage (Netherlands), M. Florez Urda Pelleta (Spain) and a Swedish architect, to be named later, members of the jury, thus increasing its membership from six to nine.

4. — TRANSFER BY THE GERMAN GOVERNMENT TO THE POLISH GOVERNMENT OF SOCIAL INSURANCE FUNDS IN UPPER SILESIA TERRITORY CEDED BY GERMANY TO POLAND.

The question of the transfer by Germany to Poland of social insurance funds in Upper Silesian territory ceded by Germany to Poland came before the Council on March 14th in connection with a note from the Polish Ministry of Foreign Affairs regarding the execution by Germany of the Council's decision of December 9th.

The Council decided to place this question on the agenda of its next session. It instructed the Secretary-General to communicate this decision to the German Government, to the Reparation Commission, and to the Agent-General for Reparation Payments, Mr. Parker Gilbert, in Berlin.

VI. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *Meeting of the Malaria Commission.*

The Malaria Commission of the League Health Committee met at Geneva from March 23rd to 26th. At this session the Commission's relations with recognised authorities on malaria were extended by the nomination of Colonel Christophers (British India), Professor Brumpt (France) and Dr. Darling (United States) as new corresponding members.

The greater part of the meeting was devoted to the adoption of the reports of members of the Commission on their journey of investigation last summer in the Balkans, Russia and Italy. In these reports the Commission confines itself to the description of the conditions in the countries visited and does not attempt to draw any general conclusions.

The itinerary for a further investigation in 1925 was adopted and will comprise a visit to Palestine and Syria, where excellent results have been obtained in destroying the malaria mosquito and by the systematic dosing of patients with quinine, as well as to Sicily and Spain.

The Commission adopted recommendations based on a report on malaria in Albania, prepared on the spot by a special investigator sent by the League Health Committee at the request of the Albanian Government. The Health Committee will use this material as a basis for recommendations to the Albanian Government.

The Commission complied with the request of the French Government to appoint

two experts for studying malaria in Corsica, and considered the request of the Turkish Government for the assistance of an expert in organising an anti-malarial campaign in that country. No decision, however, could be taken pending fuller information from Angora. In the meantime, literature bearing on the question of malaria in Turkey is being studied and preliminary reports have been prepared.

Various special reports were also considered, particularly a report on malaria in Brazil; it was decided to print as a separate volume, with a general preface, reports concerning North European countries, where malaria has very markedly declined.

The question of the effect on malaria of the wholesale drainage work in Italy and the system of canals in Holland will be investigated.

In order to improve the technical equipment of malaria experts a plan was considered for enabling such experts to follow a course of special studies on closely similar lines in London, Paris or Hamburg, followed by a period of practical work in two or three districts where malaria is prevalent, in France (Corsica), Italy (Calabria, Sardinia), the Serb-Croat-Slovene Kingdom (Trogir, Skoplje), Palestine, Spain, etc.

The President and some members of the Commission were selected to represent the Commission at the first international conference on malaria, meeting at Rome in October, 1925, at the invitation of the Italian Government.

Finally, the important question of the world's medical needs for quinine was considered on the basis of the reports prepared by experts. It was decided that the international conference suggested by certain governments could not be held before 1926, since the whole problem turned upon the possibility of effectively using the secondary alkaloids of cinchona, which are now treated as waste products of inferior value. A plan for comparative research in a number of hospitals in five different countries was adopted in order to test the therapeutic effect of the secondary alkaloid cinchonine and of the total extract (that is all the alkaloids) of cinchona bark. The investigation will proceed on lines similar to those adopted by the Medical Research Council of Great Britain when pursuing analogous studies, and will be uniform and controlled in all the hospitals where this investigation is conducted.

b) *First Interchange of Specialists in Industrial Hygiene.*

The first interchange of specialists in industrial hygiene, arranged by the League Health Organisation, began on March 23rd at Geneva.

This interchange is attended by ten specialists—mostly labour inspectors—from Belgium, France, Great Britain, Czechoslovakia, Holland, Japan, Poland, Russia, the Kingdom of the Serbs, Croats and Slovenes and the United States.

The Geneva stage of this interchange included a certain number of lectures at the League Secretariat and the International Labour Office on subjects of special interest to the participants, on the International Labour Organisation and on the Health Organisation of the League.

The specialists taking part in the interchange left Geneva on March 28th for a tour in Belgium, France, Great Britain and Holland, where they will study on the spot the methods of hygiene in use in the industries of these countries.

c) *Interchange of Public Health Officials.*

The interchange of public health officials which took place in England in February and March closed at Geneva on March 28th, with a course of lectures on the Health Organisation of the League.

2. — ECONOMIC AND FINANCIAL ORGANISATION

a) *Financial Reconstruction of Austria.*

Proceedings of the Council. — The Council on March 10th adopted the opinions and recommendations of the Financial Committee with regard to the financial reconstruction of Austria. The report of the Committee having previously been thoroughly examined by the Austrian Committee of the Council.

Mr. Austen Chamberlain (Great Britain) in his capacity of Chairman of the Austrian Committee of the Council, drew the attention of the Austrian representative M. Pflügl, to the following passage of the Financial Committee's report :

“The Committee note that a number of the measures required under the September agreement, not including, however, all the more important measures, have now been taken. They observe that the Budget for 1925 has not yet been passed by Parliament, and that the laws required to give effect to certain of the financial and fiscal reforms, while presented to Parliament, have also not yet been passed. They observe, too, that, in general, the administrative reforms have not yet been effected. The Committee desire to express their sense of the extreme importance of the prompt and complete execution of the remaining requirements of the Agreement.”

Dr. Benes (Czechoslovakia) recalled that the Council had recommended that the financial reconstruction of Austria should be accompanied by an economic reconstruction. He analysed the main provisions of the commercial treaty concluded last autumn by Austria and Czechoslovakia, an agreement whose general principles were in conformity with the Council's recommendation. In Dr. Benes' opinion this treaty put an end, to a very great extent as between the two countries to the old system of protection which countries had been more or less compelled to adopt since the war in order to safeguard their industry and commerce. The treaty will be revised after a year has elapsed in order that the Contracting Parties may profit by the experience gained, and be able to judge along what lines the commercial relations between Austria and Czechoslovakia should be developed.

The Italian representative, M. Scialoja, pointed out that it was necessary that all countries, and above all Austria herself, should bring the greatest goodwill to bear on the work of reconstruction. Italy, he said, had made every effort possible to help Austria. The Italian representative laid particular stress on the importance of the action of the Economic Committee in recommending the abolition of import and export licences, a measure which, he considered, the Council should support.

The Austrian representative expressed the opinion that his country would be capable of making a great effort as soon as the barriers to her commercial activity in Central Europe were removed.

Progress of the Reconstruction Work in March.

(Information from the Commissioner-General's Office.)

The Austrian Parliament in the course of the past month voted the budget for 1925 as established by the Geneva Agreement. The Government further took measures for the execution of certain clauses of the Agreement which had not as yet been put into force.

The negotiations with the Provinces in view of the regulation of their administrative, financial and fiscal relations with the State were resumed after a short interruption in February.

Dismissal of Civil Servants. — 73,897 officials have been dismissed since October 1st, 1922.

Budget Estimates. — The Austrian Government communicated to the Commissioner-General the following budget estimates for March :

	Administration (Millions of shillings)	Investments	Total
Expenditure.	79.33	4.95	84.28
Revenues.	72.99	0.39	72.60
Deficit	6.34	5.34	11.68

The March budget shews a deficit of 6.34 million shillings, whereas the January and February budgets shewed a surplus of 1.23 and 1.12 millions respectively. This deficit is due to certain exceptional payments effected during the month, as, for instance, the half-yearly "British clearing" payments in respect of pre-war debts.

Yield of Assigned Revenues. — The yield of the revenues assigned for the service of the loan was 34.6 million shillings (20.2 millions from the tobacco monopoly and 14.4 millions from the customs) in February.

General Situation. — The number of unemployed receiving State assistance rose from 187,100 at the beginning of February to 189,800 at the beginning of March.

Bank and savings bank deposits rose from 29.6 million shillings at the beginning of February to 32.6 millions at the beginning of March.

The cost of living index, for the first time since October, 1923, fell by two points as compared with the index for the preceding month.

The weekly balance sheet of March 15th of the Austrian National Bank shews note circulation of 736 million shillings with 44.7% cover in gold and foreign monies. If current accounts to the amount of 79 million shillings be added to this figure, it will be seen that total commitments of 815 million shillings are covered to the extent of 40.3% by gold and foreign monies.

b) *Financial Reconstruction of Hungary.*

Proceedings of the Council. — On March the Council approved the report of the Financial Committee on the work of its last session in connection with the financial reconstruction of Hungary, and expressed its satisfaction with the progress of the work of reconstruction, which had resulted in the balancing of the budget at the end of 1924. The Council noted, however, that the level at which the budget had been balanced was considerably higher than that contemplated, and drew attention to the importance of radically reforming and reducing the Hungarian administrative services in order to adapt them to the present requirements of the country, and to place the budget on a more sound basis.

The Italian representative, M. Scialoja, in his capacity of rapporteur for the Hungarian Committee of the Council, said that, during the discussions of the Committee, several of the representatives of States bordering on Hungary had presented observations concerning certain items of the budget. The Committee had not been able to examine these observations as the necessary information was not at its disposal. The possibility of further discussion was reserved for such time as the Council should be in possession of more precise information in regard to the items in question.

The Hungarian representative, on behalf of his Government, accepted the resolution of the Council, stating that his Government was firmly resolved to continue

the work of reconstruction, and that his country would continue to make the necessary sacrifices.

Progress of the Reconstruction Work in March.

(Information from the Commissioner-General's Office.)

State Revenues. — The State revenues for February (54.7 million gold crowns) showed a slight decrease as compared with the January figures (61.3 million gold crowns) which were the highest recorded since the beginning of the reconstruction work. It is probable that the figure for March will be lower still, the Spring months being the least favourable from the point of view of Hungarian State finance.

Pledged Revenues. — Receipts from the revenues pledged as security for the Reconstruction Loan (Customs, tobacco monopoly, sugar tax and salt monopoly) although showing a slight decrease as compared with the altogether exceptional figures recorded for the last few months, are higher than is necessary for the service of the Loan.

Foreign Commerce. — The decline in revenue alluded to above was preceded by a decrease in foreign commerce which was very visible in the January returns. Both imports and exports were lower in value than they had been for several months and the adverse trade balance increased 60% over the December figures. In February the downward tendency prevailed and in March it may be expected to continue.

A Treaty of Commerce has been concluded by Hungary and Poland, in virtue of which, in exchange for lower duties on Polish mineral oils, textiles and other articles, Hungarian wine will pay a minimum duty in Poland formerly one of its best markets.

Negotiations for the conclusion of a similar treaty are proceeding with Czechoslovakia.

General Conditions. — The prices of manufactured articles remain high, the duties paid under the new tariff and marketing conditions combining to keep them up.

Bank deposits rose from 76.7 million gold crowns at the end of June 1924 to 263.3 million gold crowns at the end of February.

The retail paper crown price index fell by five points during the first two months of 1925. The fall in the price of wheat for the world market is the main cause of this and of a slight decrease that has recently taken place in the wholesale price index.

Unemployment figures are normally highest in February and this year appears to be no exception to the rule. The figures for Hungary, however, are comparatively low.

c) *Work of the Financial Committee.*

On March 10th the Council adopted the report of the Financial Committee on the work of its seventeenth session. The Committee, it may be remembered, dealt with the affairs of Austria, Hungary, Esthonia and Danzig, and considered important general questions such as banking and monetary policy.

As regards the question of double taxation and tax evasion, the Council authorised the Secretary-General and the Financial Committee, if the latter saw fit, to invite certain Governments to appoint experts with a view to holding a conference on double taxation and tax evasion.

The Council noted with satisfaction that co-operation had been established between the Financial Committee and the Esthonian Government in the form of

advice to be given to that Government, at its request, with regard to the banking and financial policy of Esthonia. It also authorised on the Esthonian Government's suggestion the publication of a report on the financial and currency position of Esthonia, including the views and opinions expressed by the Financial Committee.

d) *Work of the Economic Committee.*

The Council, on March 10th, approved the report of the Economic Committee and the different measures taken by the Committee at its recent session.

The Council authorised the Committee, in response to an invitation from the Netherlands Government, to send representatives with advisory powers to the Conference for the revision of the Paris-Washington Convention on Unfair Competition, which is to be held at the Hague on October 8th, 1925.

It accepted, on the proposal of the Committee, certain reservations made by Roumania when signing the Convention on Customs Formalities.

e) *Settlement of Greek Refugees.*

The Council, on March 10th, noted the fourth and fifth quarterly reports on the work of the Greek Refugees Settlement Commission. Thanks to the successful issue in December, 1924, of a loan of £10,000,000, the scheme of which was drawn up under the auspices of the League in 1923 and 1924, the Greek Refugees Settlement Commission is now provided with the financial means contemplated in the Protocol signed by the Greek Government and accepted by the League of Nations.

The fifth report, which covers the period November-December, 1924, describes the position of the refugee settlement work at the close of 1924. Considerable progress has been made in agricultural settlement, 62,583 families having been established by the Commission in 1924. The question of the urban settlement of refugees was thoroughly investigated during the last three months of 1924, and a new scheme drawn up for the continuation of this work, £1,500,000 of the loan proceeds being set aside for this purpose.

The Commission drew attention to the fact that considerable work of a humanitarian character has still to be done. The task of the Commission, however, is limited under the Protocol to supervising the work of urban and rural reconstruction and settlement. It is not empowered to deal with humanitarian questions. Greece, it is stated, is over-crowded with refugees, numbering, according to the most conservative estimates, at least 1,300,000. The Commission has only been able to deal with 600,000, 500,000 of whom belong to the agricultural class. The rest, if the small proportion which has become self-supporting be deducted, are an enormous burden, not only upon the country and the good-will of the population, but also upon outside charity. The suffering is said to be very great.

The Council, considering that the problem of the Greek refugees required for its complete solution the persevering humanitarian work of the private relief organisations, addressed a fresh and pressing appeal to international charitable institutions.

f) *The Danzig municipal loan.*

On March 14th the Council, on the proposal of the Financial Committee (1) authorised the issue by the Municipality of Danzig of a loan of £1,500,000 under the auspices of the League.

(1) The Council's resolution of March 14th, 1925, was subject to the formal verification by the High Commissioner that the conditions of the loan were in accordance with the Statute of the Free City. The required certificate was signed on March 28th. The condition has therefore been fulfilled.

The Polish Government, the Harbour Board, the High Commissioner, and the Free City have concluded agreements with regard to the issue of this loan which will bear interest at the rate of 7%. The proceeds will be devoted to municipal works of public utility and the development of the harbour.

The Council, appointed a trustee, Mr. ter Meulen, to supervise the execution of the loan contract concluded on February 9th 1925 by the Danzig Municipality, the British Overseas Bank and Messrs Helbert, Wagg & Co. The trustee will address annually to the Council a report which will be communicated to the High Commissioner.

3. — COMMUNICATIONS AND TRANSIT

a) *Second Session of the Special Committee of Enquiry on Road Traffic.*

The Special Committee of Enquiry on Road Traffic met at Milan from March 9th to 14th for the purpose of discussing a draft convention on the international circulation of motor vehicles.

The Special Committee, which was appointed by the Committee on Communications and Transit to carry out the preliminary work in connection with an international conference on motor traffic to be held in Paris in 1925, met for the first time in October 1924, when it agreed upon the text of a draft convention amending that of 1909, the first international agreement on motor traffic.

This draft, which was thoroughly examined and, as regards certain articles, amended at the Milan session, contains the following main provisions :

- It is proposed to introduce an international road certificate divided into two distinct documents valid separately for the vehicle and for the driver, thus enabling the latter to change vehicles with as few formalities as possible. The conditions are laid down for the issue and recognition of international road and driving certificates, and the description is given of international signs already in use in most of the countries parties to the Convention of 1909 to indicate sharp turns, level crossings, cross roads and uneven roads. A sign is added for unguarded level crossings, and another in the form of a red triangle to warn against any other kind of danger.

Motor cars, in order to be allowed to circulate on foreign highways, must be provided with a strong steering apparatus allowing the car to be turned readily and surely, and with double brakes with independent action. If the weight of the vehicle carrying its full load exceeds 3,500 kgms., it must be fitted with a special mechanism capable of preventing, even on steep gradients, any backward movement. Cars must bear, in easily readable characters, particulars of the make and the manufacturer's number of the chassis, and either the manufacturer's number of the engine or its horsepower or the bore of its cylinders and length of stroke. Cars must carry two regulation lamps in front and a red light behind. They must also carry, in addition to a number-plate bearing the marks of identity of the State delivering the international road certificate, a distinctive plate showing the letters by which that State is to be recognised, as for instance : G. B. for Great Britain, F. for France, C. H. for Switzerland, etc.

Drivers must be in possession of an authorisation issued by a competent authority. In order to receive such an authorisation, drivers must be 18 years of age at least, and motor cyclists 16.

- The international certificates for vehicles and drivers shall be valid for one year and be issued either by the authorities of one of the contracting States or by an association empowered by the latter. The certificates shall confer upon holders the full right to drive a car in the countries of all signatories of the Convention and shall be recognised as valid without a fresh examination of the car. Recognition of their validity may be refused should it be evident that the conditions under

which they have been issued are no longer fulfilled. Holders of certificates shall be bound to conform to the laws and regulations in force in the countries in which they may be driving.

The principal modifications proposed in the new draft convention are the division of the certificate into two parts; provision for the compulsory insurance of foreign vehicles against damages caused to third parties in countries where such insurance is obligatory and, of desired, in countries where it is not obligatory; the elimination of the question of the driver's nationality, the establishment of special regulations with regard to heavy torries and the right to enter a foreign country an unlimited number of times as long as the certificate is valid.

b) *Application of Article 107 of the Treaty of Lausanne.*

The Council appointed M. Stablo, chief engineer of roads and bridges in France, to succeed M. Picard as commissioner for the supervision of the execution of the provisions of the Treaty of Lausanne with regard to railway lines lying between the Greco-Bulgarian frontier (Adrianople) and the Greco-Turkish frontier (Kueli-Burges). This appointment was made for a period of one year from the date of M. Stablo's assumption of his duties.

VII. — Administrative Questions.

1. — DANZIG

A large number of questions concerning the relations between Poland and the Free City of Danzig were dealt with by the Council at its thirty-third session. These questions concerned Polish-Danzig relations as a whole, the Polish Postal Service in Danzig, the principles applicable to the conclusion of Polish-Danzig Agreements, the Polish Railway Direction in Danzig, the transfer of certain property of the former Prussian Vistula Administration, the Harbour Police, the transformation of public institutions, the application to Danzig of the Polish Customs Law of July 31st 1924, and the appointment of the President of the Harbour Board.

a) *Polish-Danzig relations.*

A communication from the Polish Government drawing the attention of the Council to Polish-Danzig relations as a whole, the large number of appeals lodged by both parties against decisions of the High Commissioner and the fears expressed by the President of the Danzig Senate with regard to the strained relations between the parties and the grave consequences this tension might entail for the economic interests of the Free City, led the Council to deal with the whole question at its thirty-third session. The Rapporteur, M. Quiñones de Leon, recalled that the general question of the relations between Poland and Danzig had been considered by the Council in July, 1923. On that occasion he had submitted a report containing the following passage :

“The Council is, as hitherto, firmly resolved to enforce respect for Poland's rights in regard to the Free City in conformity with the treaties, and at the same time to maintain the statute of the Free City intact. The Council does not forget that it is a necessity for Poland that she should be able to develop her internal economic life at the same time as her facilities for foreign trade and her free access to the sea through the Free City of Danzig.. The future of

Danzig is closely bound up with that of Poland and all antagonism between Danzig and Poland should be removed by mutual endeavours to understand one another and to co-operate in the common task of developing the port of Danzig to the great advantage of both countries. The authorities of the Free City will certainly endeavour to avoid any justified ground for complaint as regards their attitude towards Poland. I hope that this remark will not be regarded as implying any criticism of the attitude hitherto adopted by the Free City, but I think it essential that the Council should make a clear pronouncement in favour of reconciliation between the Free City and Poland. This is the only condition under which Poland's rights can be realised in their entirety and the Free City's interests entirely safeguarded".

The Council had at that time recommended that the parties should institute direct negotiations under the auspices of the High Commissioner in order to settle their disputes. The negotiations set on foot for the purpose led up to the agreement of September 1st, 1923, by which several disputes were settled. The situation, however, again became serious and a large number of questions were referred to the Council.

On the proposal of M. Quiñones de Leon, the Council on March 13th decided that it was essential to put an end to a state of affairs by which it was constantly obliged to deal with a number of technical details of secondary importance, and which was embittering Polish-Danzig relations. For this purpose it requested M. Quiñones de Leon, while avoiding any infringement of the Treaties, Conventions and special Agreements between Poland and Danzig, to propose some modification of the procedure at present employed for dealing with Polish-Danzig disputes, the object of this measure being to prevent such disputes from assuming a serious character, endangering public security in the Free City, or jeopardising good relations between Poland and Danzig.

The Spanish representative will submit to the Council before its next session a report containing detailed proposals in this connection. The Council, moreover, in order to prevent a dispute between Poland and Danzig from being prejudiced by means of direct action of any kind stated its opinion that the Danzig and Polish Governments should never resort to direct action against one another. By direct action is understood action which might endanger or prove a serious obstacle to the maintenance of public security in Danzig or of good relations between Danzig and Poland.

b) *The Polish Postal Service in the Free City.*

The Polish Government had appealed to the Council against a decision of the High Commissioner on the subject of a dispute between the Free City and Poland with regard to the Polish postal, telegraph and telephone service at Danzig and concerning particularly the installation of letter-boxes and the employment of Polish postmen in the Free City.

In his report, M. Quiñones de Leon observed that the matter in hand was not in itself of very great importance, but that it had given rise to a violent discussion in the press and had finally assumed a certain political importance.

In these circumstances, the Council decided that both Parties must receive fullest assurance that all aspects of the question would be thoroughly considered and that to this end the Permanent Court of International Justice should be requested for an advisory opinion on the following points :

1) Is there in force a decision of General Haking which decides in the manner stated in paragraph 18 of the present High Commissioner's decision of February 2nd, 1925, or otherwise the points at issue regarding the Polish Postal Service, and, if so, does such decision prevent reconsideration by the High Commissioner or the Council of all or any of the points in question?

2. If the questions set out at *a)* and *b)* below have not been finally decided by General Haking :

a) Is the Polish Postal Service at the Port of Danzig restricted to operations which can be performed entirely within its premises in the Heveliusplatz, or is it entitled to set up letter boxes and collect and deliver postal matter outside those premises?

b) Is the use of the said service confined to Polish authorities and officials, or can it be used by the public?

As the matter demanded an early solution, the Council requested the Permanent Court to deal with it at an extraordinary session and expressed the hope that the maintenance for a few weeks of the present position would not give rise to new incidents.

An extraordinary session of the Court has been convened to deal with this question on April 14th.

c) Principles applicable in the conclusion of Agreements between Danzig and Poland.

The Polish Government had appealed against the decision of November 7th, 1924, of the League High Commissioner on the grounds that this decision contained a general ruling on the international status of the Free City, in particular by referring to Danzig as a State, whereas the question originally submitted was whether or not the Polish-Danzig Agreement of July 22nd, 1922, should be ratified.

With regard to the term "ratification" the Council decided that there was no reason why this expression should not be made use of in the relations between Poland and Danzig. With regard to the Agreement of July 22nd, 1922, the formalities of ratification, the Council considered, should be observed if Poland desired definitely to give effect to that agreement.

The Council was of opinion that the expression "State was" used in such a general sense and was applied under such different conditions that it was not necessary to examine this term in its application to Danzig. The international status of the Free City, the Council added, was defined in the Treaty of Versailles.

d) The Polish Railway Direction in Danzig.

With regard to the question of the Polish Railway Direction in Danzig, the Council upon at the advice of a specially appointed Committee of Jurists, confirmed the decision of the High Commissioner according to which Poland had no right to establish on Danzig territory a railway direction dealing with the administration of railways other than those situated within the territory of the Free City, except by agreement with the latter. The Council expressed the wish that direct negotiations should immediately be opened between the Parties in view of the conclusion of such an Agreement. The High Commissioner, Mr. MacDonnell, drew attention to the fact that the establishment of the Railway Direction in another centre would be disastrous for the Free City.

e) Transfer of property of the former Prussian Vistula Administration.

The Council was of opinion that the allocation to the Harbour Board of the property of the former Prussian Vistula Administration made by the Co-reparation Commission on March 9th, 1923, was not final. It decided that a further distribution should take place by agreement between the parties with a view to allocating to Poland and the Harbour Board the proportion of this property corresponding to the part of the administration attributed to them.

• • The Council further decided that in the event of the two parties not being able to agree, they or the High Commissioner should appoint an arbitrator whose decision should be final.

f) *The Harbour Police of the Free City.*

The Council adopted for a trial period of two years a plan submitted by the Chairman of the Harbour Board, Colonel de Reynier, constituting a compromise between the Polish and Danzig points of view.

With regard to the *transformation of public corporations* and the *application to Danzig of the Polish Customs Law of July 31st, 1924*, the Council confirmed the decisions of the High Commissioner.

g) *Appointment of the President of the Harbour Board.*

As the Polish Government and the Free City had not been able to reach an agreement regarding the choice of the successor to Colonel de Reynier, the Council in accordance with the Polish-Danzig Convention of November 9th, 1920, proceeded to this nomination. It appointed Colonel Hugues de Loës (Swiss) President of the Harbour Board for three years.

2. — THE SAAR

a) *Appointment of Members of the Governing Commission.*

The term of office of the five members of the Governing Commission expiring on March 31st, the Council at its thirty-third Session, re-appointed for one year the present Chairman and members of the Commission: M. Rault (French), M. Lambert (Belgian), M. Kossmann (Saar), Mr. Stephens (Canadian), M. Vezensky (Czechoslovak).

The rapporteur, M. Scialoja (Italy), stated that these re-appointments should in no wise prejudice the Council's entire freedom of action when, in a year's time, it had to take a fresh decision with regard to the Chairman and the other members of the Commission.

The Swedish representative, M. Uden, who had suggested that, in appointing the Chairman, the Council should as far as possible bear in mind the advantage in having this post held by all the members in turn, said that, in view of the explanations given by M. Scialoja, which in a large measure satisfied his Government, he would not insist on his proposal.

• • The Council requested the Secretary-General to convey to the Chairman and members of the Commission its thanks for the services they had rendered to the League.

b) *Increase in the Saar gendarmerie and question of the French troops.*

The Italian representative, M. Scialoja, on March 13th, presented to the Council a general statement on the question of the increase of the Saar Gendarmerie and the presence of French troops, including the views of the German Government and the explanation of the Governing Commission on the subject.

M. Scialoja recalled the successive withdrawals of French troops, the progressive increase in the gendarmerie and the conclusion reached by the Governing Commission, namely, that the gendarmerie could not possibly count on effective assis-

tance from other police forces in the Territory. The rapporteur further informed the Council that the Commission was of opinion that the recruiting and maintenance of 500 new gendarmes would, in present circumstances, prove too heavy a burden on the budget of the Territory. The Commission had accordingly decided to provide for an increase of 250 men only. The gendarmerie force would, in consequence, number 1005 men on March 31st, 1926.

Finally, M. Scialoja recalled that the German Government, in a note dated February 19th had once more urged that the question of the withdrawal of the French troops from the Territory should be definitely settled.

The Chairman of the Governing Commission furnished information to the Council on the financial situation of the Territory in regard to which there were difficulties owing to mining and customs deficits and the increase of the salaries of civil servants.

M. Rault further announced that the repair workshop of Saarlouis had been transferred outside the Saar Territory. Only eighteen French gendarmes were at present in the Territory and the French Government had decided to withdraw on March 25th a battalion of *chasseurs à pied* mustering 500 men.

The Council approved the Governing Commission's proposal to increase the local gendarmerie by 250 men during the financial year 1925-1926. At the suggestion of Mr. Chamberlain, it requested the Governing Commission to submit a report on the manner in which it would be possible, in the absence of troops, to carry into effect sub-paragraph 3 of paragraph 30 of the Saar Annex to the Versailles Treaty which lays down that the Governing Commission shall provide in all cases for the protection of persons and property in the Saar Territory. The Council invited the Governing Commission, when preparing its report, to take into account the possibility of obtaining assistance from troops stationed outside the Territory.

The text of the Council's resolution on this question was communicated to the German Government in reply to the latter's note of February 19th, 1925.

3. — LOANS, ADVANCES AND THE INVESTMENT OF PRIVATE CAPITAL IN MANDATED TERRITORIES

On March 9th and 11th the Council noted the replies of the Mandatory Powers (Australia, Belgium, France, Great Britain, Japan, New Zealand, South African Union) with regard to the question of loans, advances and the investment of private capital in Mandated Territories.

The Council had requested the Governments concerned to express their views on certain questions raised by the Permanent Mandates Commission, which had been impressed by the fact that the mandated territories appeared to suffer from economic disadvantages. These disadvantages, the Commission stated, were due to the following circumstances.

“The opinion appears to be held in some quarters that the mandate is revocable, and this, together with the possibility of its voluntary rendition or transfer, is by some regarded as a defect of title which presents an obstacle to the investment of private capital in the country. It may, on the other hand, deter the mandatory Power from guaranteeing loans, or advancing large sums, for the development of a territory under mandate, without a tangible security which would give it a permanent lien on railways, ports or other works vital to the interests of the territory.”

The Permanent Mandates Commission was of the opinion that a pronouncement of the Council tending to dispel this lack of confidence would greatly improve the economic prospects of the mandated territories.

The questions raised by the Commission concerned the right of the Mandatory to mortgage to itself as security for a loan works constructed in a mandated area, and the responsibility of a new mandatory, in the very remote contingency of the

transfer of the mandates, as regards guarantees for loans and engagements entered into by the retiring Mandatory or by a territory under its sovereignty to which the mandated area might be attached.

The Council, on the report of the Swedish representative, M. Sjöborg, requested the Permanent Mandates Commission to prepare a draft decision based on the replies of the mandatory Powers.

VIII. — The Protection of Minorities.

1. — THE BULGARIAN MINORITY IN GREECE

The question of the protection of the Bulgarian minorities in Greece, at the request of the Greek Government, was examined by the Council on March 14th, in co-relation with the rejection by the Greek National Assembly of the Greco-Bulgarian Minorities Protocol of September 1924. The Council, while expressing its regret at having proceeded to sign, through its President, an instrument which it felt justified in regarding as a contract between itself and the Greek Government, stated that it did not desire to impose on Greece any new obligations which were not provided for in the Treaties. The Council considered it, however, advisable to draw the attention of the Greek Government to its engagements and obligations arising out of the Treaty for the Protection of Minorities, a treaty which the Greek Government had signed and ratified, and to express reservations on certain statements in the Resolution of the Greek National Assembly, which had rejected the Protocol on the ground that it was at variance with the obligations regarding minorities entered into by Greece, and also with the fundamental law and practice of that country.

The Council decided to address to the Greek Government a questionnaire bearing on the three following points :

1. What has been done by the Greek Government since the 29th September 1924, up to date, in order to execute in practice the stipulations of the Minorities Treaty?

2. What is the programme for the future action of the Greek Government if it has not been possible up to now completely to execute in practice the stipulations of the Treaty?

3. What, in the opinion of the Greek Government, are the needs of the Slav-speaking minority in the matter of education and public worship, and what special measures has Greece taken, or does she propose to take, in order to satisfy these needs?

M. Venizelos, who on this occasion represented the Greek Government, assured the Council that his Government intended to respect the engagements it had entered into in virtue of the Minorities Treaty, and expressed his conviction that the reply of his Government to the questions of the Council would give complete satisfaction.

— THE GREEK MINORITY IN CONSTANTINOPLE AND THE TURKISH MINORITY IN WESTERN THRACE

The question of the situation of the Greek minority in Constantinople and the Turkish minority in Western Thrace was examined by the Council on March 13th. This question first came before the Council at its extraordinary session in October,

1924, when the Greek and Turkish delegates agreed to an eventual investigation by the Council of the position of the minorities in question (1).

At the December session (2) of the Council both delegates agreed, on behalf of their Governments and pending further action by the Council, to refrain from any measures which might be prejudicial to the personal and material well-being of the populations concerned. In the meantime both Governments presented detailed statements to the Council.

At its March session the Council decided to follow in this case the same procedure as in that of the Moslems of Albanian origin in Greece. It requested the neutral members of the Mixed Commission for the exchange of Greek and Turkish populations to undertake, on behalf of the League, an enquiry into the position of the Greek minority in Constantinople and the Turkish minority in Western Thrace, as regards their rights under Article 16 of the Convention on the Exchange of Greek and Turkish populations.

The Greek and Turkish representatives, on behalf of their respective Governments, agreed to the proposal of the Council. The Chairman of the Mixed Commission for the Exchange of Greek and Turkish populations, M. Widding, who attended the meeting, accepted for himself and his colleagues the mandate conferred upon them by the Council.

3. — EXCHANGE OF GREEK AND TURKISH POPULATIONS

On March 11th the Council took note of the advisory opinion delivered by the Permanent Court of International Justice upon a question relating to the interpretation of Article 2 of the Lausanne Convention on the compulsory exchange of Greek and Turkish populations (3). Viscount Ishii, reporting on the question, expressed the hope that this action of the Court would greatly facilitate the task of the Mixed Commission, as he had no doubt that the latter would attribute to the Court's opinion the high value and authority ascribed to such opinions by the Council. The Greek and Turkish representatives having declared themselves in agreement with Viscount Ishii on this point, the Council adopted the report and decided to add Viscount Ishii's observations to the letter to be forwarded to the Mixed Commission.

4. — THE POLISH MINORITY IN LITHUANIA

The question of the Polish minority in Lithuania was dealt with by the Council at its March session, when the Lithuanian representative, M. Sidzikauskas, furnished explanations on points raised in petitions from the minority concerning the use of the Polish language, education in Poland, and the agrarian reform in Lithuania.

This question had been brought before the Council by the British, Czechoslovak and Spanish representatives, who were guided by the consideration that an exchange of views with the Lithuanian Government might thereby be facilitated. The Council requested its Rapporteur, M. de Mello Franco, to examine the information furnished by the Lithuanian Government and to communicate the results of this examination in due course to the members of the Council.

(1) See *Monthly Summary*, Vol. IV, No. 10, p. 237.

(2) See *Monthly Summary*, Vol. IV, No. 12, p. 282.

(3) See *Monthly Summary*, Vol. V, No. 1, p. 2.

IX. — Political Questions.

THE EXPULSION OF THE ŒCUMENICAL PATRIARCH FROM CONSTANTINOPLE

The Turkish Government in a letter dated March 1st had requested the Council not to consider an application of the Greek Government under Article 11 of the Covenant to the effect that the question of the expulsion of the Œcumenical Patriarch might be placed on the Agenda of the 33rd Session. The Turkish Government declared that the question of the Patriarchate was a purely domestic one for Turkey and that the exchange of Mgr. Constantine was a matter to be dealt with by the Mixed Commission for the Exchange of Populations. Accordingly, the Turkish Government much regretted that it could not agree to these two questions being submitted to the Council.

On March 14th the Council heard the Greek representative, M. Caclamano, who stated that in his opinion the question of the Patriarchate was an international one, inasmuch as it had been the object of special agreements at the Conference of Lausanne. As the Turkish Government had raised a legal question which, as it concerned the competence of the Council, would have a heaving upon subsequent proceedings, the Council decided to ask the Permanent Court of International Justice for an advisory opinion on the following point :

“Do the objections as to the competence of the Council raised by the Turkish Government in its letter of March 1st, which is communicated to the Court, preclude the Council from being competent in the matter brought before it by the Greek Government by its telegram to the Secretary-General of the League of Nations dated February 11th, 1925?”

The Council, on the proposal of Viscount Ishii, expressed its sincere hope that it would be possible for the question at issue to be settled by private negotiation, perhaps with the good offices of the neutral members of the Mixed Commission.

X. — Social and Humanitarian Questions.

1. — THE OPIUM CONFERENCES

The Council of the League of Nations was informed, at its March session, of the work done by the First and Second Opium Conferences (1).

As regards the First Conference—on the suppression of opium-smoking in the Far East—the Council merely took note of the Agreement, the Protocol, and the Final Act signed on February 11th, 1925.

As regards the Second Conference—on the production and manufacture of, and traffic in narcotics—the Council took certain action. Articles 33 and 35 of the Convention adopted by the Conference provide that the Convention may be signed or acceded to by any Member of the League of Nations, by any State represented at the Conference, and by any State to which the Council of the League of Nations shall have communicated a copy for the purpose. In order that the application of the Convention may be as wide as possible, the Council has requested the Secretary-General also to send a copy to the Governments of Afghanistan,

.. (1) See *Monthly Summary*, Vol. V, No. 2, p. 54.

Andorra, Ecuador, Hedjaz, Iceland, Liechtenstein, Mexico, Monaco, San Marino, the Union of Soviet Republics, and the Sudan. Up to September 30th, 1925, therefore, any State has the right to sign the Convention or, after that date, to accede to it.

Further, the Council requested the Health Committee of the League of Nations to consider immediately, in conformity with a recommendation made in the Final Act of the Second Conference, whether it would be expedient to consult the International Health Office regarding the products mentioned in Articles 8 and 10 of the Convention. Article 8 deals with the omission from the control provided under the Convention of certain preparations containing narcotic drugs, which, in the opinion of the International Health Office, cannot give rise to the drug habit owing to the medicaments with which the drugs are compounded. Article 10 provides for the inclusion of drugs at present not mentioned in the Convention, but which, in the opinion of the International Health Office and the Contracting Parties, are liable to abuse similar to the substances already under control.

Finally, the Council noted the suggestion in the Final Act of the Second Conference, that a commission should be appointed to visit certain opium-producing countries in order to study the difficulties connected with the limitation of opium production. Owing to the importance of the questions involved, however, it decided to postpone full consideration of the matter until its next session in June.

2. — PROTECTION OF CHILDREN

A request from five international women's organisations to be represented on the Advisory Committee on Traffic in Women and Protection of Children when questions concerning child welfare were discussed was considered by the Council on March 13th.

The Council decided to accede to this request and to appoint the nominee put forward, Miss Eleanor Rathbone, J. P. as an additional assessor to serve on the Committee in the group of assessors dealing with child welfare.

The five organisations were the International Council of Women, the International Suffrage Alliance, the International Federation of University Women, the Women's International League for Peace and Freedom and the World's Young Women's Christian Association.

At the same meeting the Council considered a request of the Swiss Government to be represented on the Advisory Committee on Traffic in Women and Protection of Children.

Mr. Austen Chamberlain, reporting on the subject, submitted that the Council would desire on this occasion to express its appreciation of the interest which the Swiss Government had always taken in the question of child welfare. He was however of opinion that the Government representation on the Committee was already large and that the Council would find difficulty in refusing further possible requests for representation, if it acceded to this one.

The Council, after carefully considering the request, endorsed the opinion of its rapporteur that compliance might give rise to similar requests, from other quarters which it would be equally difficult to refuse; trusting that the Swiss Government would not press a proposal that might prove embarrassing to the efficient discharge of the duties of the Committee.

3. — DEPOSITS BY GREEK AND ARMENIAN REFUGEES IN CERTAIN BANKS (1)

Two letters from the Greek Government concerning the deposits made in certain banks by Greek and Armenian refugees were considered by the Council on March 11th.

(1) See *Monthly Summary*, Vol. IV, No. 9, p. 197.

This question was first raised in September, 1924, when, at the request of the Greek delegate, the Fifth Assembly invited the Council to enquire into confiscations effected in certain banks to the detriment of the refugees. In its letters to the Council the Greek Government made known that it had applied to the Mixed Commission for the Exchange of Greek and Turkish populations with a view to obtaining the withdrawal of all restrictions on the rights of refugees in this matter. The Greek Government reserved its right to forward to the Council any further information at its disposal, should action by the Mixed Commission prove unavailing.

The Council noted the statements of the Greek Government.

XI. — Memorandum Forwarded by the Council to the German Government in Reply to its Note of December 12th, 1924.

On March 14th, the Council, on the proposal of M. Quiñones de Leon (Spain), examined and unanimously adopted the text of a memorandum to be addressed to the German Government in reply to its note of December 12th to the Secretary-General (1).

The memorandum, the text of which is given below, has been communicated by the Secretary-General to the German Government.

The Council of the League of Nations has given careful consideration to the communication of the German Government dated December 12th, 1924, regarding Germany's entry into the League.

The Council notes with satisfaction the declaration, with which that communication opens, that the German Government are of the opinion that the "political developments during the past year have rendered it possible for Germany to join the League", together with the statement in the enclosed memorandum that the German Government have "decided to seek the early admission of Germany" to the League of Nations.

The German Government have already consulted the ten Governments who are represented on the Council and have received authoritative replies from all of them. Any observations which can now be made by the Council, composed as it is of representatives of these same Governments, will obviously not be at variance with those replies. The Council is glad, therefore, to learn that, with one exception, which is dealt with later, the replies are satisfactory to the German Government.

The Council observes that the German Government state with reference to the conditions in which Germany desires to enter the League, that they have no intention of "claiming special privileges for Germany", but that they expect she shall enter on a footing of equality.

The Council notes that all the ten Governments are in complete agreement with this condition.

The Council indeed regards this principle of equality, involving as it does both equal rights and equal obligations for all, as being of the essence of the League's constitution.

At the same time it feels bound to point out that this principle has an important bearing on the special question which the German Government raise with regard to Article 16 of the Covenant. Though it is only in relation to this one article that Germany asks for an exceptional position this article is of capital importance for

(1) See *Monthly Summary*, 1924.

the whole structure of the League, comprising as it does an important part both of the safeguards enjoyed, and the responsibilities accepted, by all the Members.

The German Government, in stating its position on this subject, call attention to the military position of Germany resulting from the Treaty of Versailles and express the fear that if the measures provided for in the article lead to hostilities, she would be incapable of protecting her territory against a military invasion. The Government add that in their view, there is only one way out of the difficult situation in which Germany would be placed : "Should international conflicts arise, Germany ought to be at liberty to determine how far she will take an active part in them." Later in the communication, the Government express Germany's objection to being compelled, by virtue of entry into the League "to waive the right to neutrality".

The Council considers that the following observations on this point may serve a useful purpose. The character and extent of a Member's active co-operation in military measures undertaken by the League in pursuance of the Covenant, must vary with the military situation of the Member in question. Under the existing provisions of the Covenant, it is the duty of the Council to recommend what effective military, naval or air forces the Members of the League shall contribute to the armed forces to be used to protect the covenants of the League, and it would be for Germany herself to say to what extent she was in a position to comply with the recommendations of the Council. The Council would further remind the German Government that a Member of the League, and of the Council, would always have a voice in deciding the application of the principles of the Covenant.

As regards economic measures, the States Members of the League themselves decide, either separately or by prior agreement, the practical steps to be taken for the execution of the general obligation which they have undertaken. But the provisions of the Covenant do not permit that, when action is undertaken in pursuance of Article 16, each Member of the League should decide separately whether it shall take any part in that action. The Council feels bound to express its clear opinion that any reservation of this kind would undermine the basis of the League of Nations and would be incompatible with membership of the League. It seems to the Council impossible that a Member of the League, and of the Council, should, in the event of operations undertaken against a covenant-breaking State, retain a status which would exempt its nationals from the general obligations imposed by the Covenant. The Council need hardly point out that other countries whose military forces have also been limited by the provisions of the existing Treaties, have, on entering the League, accepted the obligations of the Covenant without reservation.

The Council trusts that those observations may be of use in elucidating the attitude of its Members with regard to the questions raised by the German Government.

The general conditions of entry of new Members are contained in Article 1 of the Covenant, which leaves the decision to the Assembly, which has on repeated occasions declared itself in favour of the universality of the League. Only by active co-operations as a Member can a country have its due influence in the decisions of the League—decisions which cannot fail to be of far-reaching importance.

In conclusion the Council wishes to express to Germany its sincere wish to see her associated in its labours, and thus play, in the organisation of peace, a part corresponding to her position in the world.

XII. — Forthcoming Events.

April 20th : Fourth session of the Health Committee, Geneva.

April 22nd : Meeting of the Committee on Allocation of Expenses, Paris.

April 29th : Meeting of the Supervisory Commission, Geneva.

- May 4th : International Conference on the Control of the Trade in Arms and Munitions, Geneva.
- May 4th : Interchange of Public Health Officials, Brussels.
- May 14th : Twenty-seventh session of the Governing Body of the International Labour Office, Geneva.
- May 19th : Seventh session of the International Labour Conference, Geneva.
- May 20th : Advisory Committee on Traffic in Women and Protection of Children, Geneva.
- May 25th : Meeting of the Mixed Sub-Committee on Economic Crises, Geneva.
- May 25th : Meeting of the Committee on Mutual Assistance in the Relief of Peoples Overtaken by Disaster.
- May 25th : Fifteenth session of the Economic Committee, Geneva.
- June 4th : Eighteenth session of the Financial Committee, Geneva.
- June 8th : Thirty-fourth session of the Council, Geneva.
- June 23rd : Meeting of the Permanent Mandates Commission, Geneva.

Annex.

PROTOCOL FOR THE PACIFIC SETTLEMENT OF INTERNATIONAL DISPUTES

I. — Proceedings of the Council

at its thirty-third session.

(March 12th and 13th, 1925.)

M. Austen CHAMBERLAIN (British Empire),

Secretary of State for Foreign Affairs.

His Majesty's Government have given the most anxious consideration to the Protocol which was provisionally accepted last October by the Assembly of the League of Nations and submitted by the Council to the various States Members of the League. It is unnecessary to lay stress upon the sympathy felt throughout the British Empire with any effort to improve the international machinery for maintaining the peace of the world. Arbitration, disarmament and security are the main themes of the Protocol, and on all these great subjects the British Empire has shown, by deeds as well as words, that it is in the fullest accord with the ideals which have animated the Fifth Assembly of the League. Successive administrations in Great Britain, with the full approval of the self-governing Dominions, have not only favoured arbitration in theory; they have largely availed themselves of it in practice. They have not contented themselves with preaching disarmament; they have disarmed to the limits on national safety. They have taken their full share in creating and supporting the League of Nations and the Court of International Justice; while the immense sacrifices they have been content to make in the cause of general security are matters of recent history.

If, therefore, His Majesty's present advisers, after discussing the subject with the self-governing Dominions and India, see insuperable objections to signing and ratifying the Protocol in its present shape, this is not because they feel themselves out of harmony with the purpose which it was intended to serve, or are opposed in principle to schemes for clarifying the meaning of the Covenant or strengthening its provisions. Amendment and interpretation may in themselves be desirable; but His Majesty's Government cannot believe that the Protocol as it stands provides the most suitable method of attempting that task.

II.

The declared object of the Protocol is to facilitate disarmament, and it proposes to attain this most desirable end : (1) by closing certain gaps in the scheme originally laid down in the Covenant for peaceably settling international disputes, and (2) by sharpening the "sanctions", especially the economic sanctions, by which, under the existing system, aggression is to be discouraged and aggressors coerced. These two portions of the scheme are intimately connected, and it may be desirable on the present occasion to consider them together.

It was, of course, well known to the framers of the Covenant that international differences might conceivably take a form for which their peace-preserving machinery provided no specific remedy; nor could they have doubted that this defect, if defect it was, could in theory be cured by insisting that every dispute should, at some stage or other, be submitted to arbitration. If, therefore, they rejected this simple method of obtaining systematic completeness, it was presumably because they felt, as so many States Members of the League have felt since, that the objections to universal and compulsory arbitration might easily outweigh its theoretical advantages. So far as the Court of International Justice is concerned, this view was taken in 1920 by the British Delegation, while the British Delegation of 1924 made a reservation in the same connection which, so far as Great Britain is concerned, greatly limits the universal application of the compulsory principle.

Into this branch of the controversy, however, His Majesty's Government do not now propose to enter. It suffices to say that, so far from their objections to compulsory arbitration being diminished by the provisions of the Protocol, they have rather been increased, owing to the weakening of those reservations in clause 15 of the Covenant, which were designed to prevent any interference by the League in matters of domestic jurisdiction.

His Majesty's Government are now more immediately concerned to enquire how far the change in the Covenant effected by the Protocol is likely to increase the responsibilities already undertaken by the States Members of the League. On this there may conceivably be two opinions. Some have held that, although in the language of the First Committee "there are numerous fissures in the wall of protection erected by the Covenant round the peace of the world", there is in fact but little danger that through these "fissures" any serious assaults will be attempted. The changes made by the Protocol are, in their judgment, formal rather than substantial; they aim at theoretical completeness rather than practical effect. On this view no material addition is made to responsibilities already incurred under the Covenant, nor (it must be added) is anything of importance accomplished in the cause of Peace and Disarmament.

But this (it need hardly be said) is not the view of the framers of the Protocol. They regard themselves as the authors of a "new system" through which alone can be realised "the great ideal to which humanity aspires". The last thing they contemplate is the possibility that their proposals will leave things very much as they stand under the Covenant. And in this His Majesty's Government are entirely of their opinion. How, indeed, can it be otherwise? Fresh classes of disputes are to be decided by the League; fresh possibilities of defying its decisions are thereby created; fresh occasions for the application of coercive measures follow as a matter of course; and it is therefore not surprising that, quite apart from the problem of disarmament, the question of "sanctions" should be treated at length in the clauses of the Protocol.

III

It seems necessary to preface the comments called for by this part of the new scheme by recalling certain historic facts which, though very relevant to the subject, are never referred to in the documents by which the Protocol is justified and explained.

As all the world is aware, the League of Nations, in its present shape, is not the League designed by the framers of the Covenant. They no doubt contemplated, and, as far as they could, provided against, the difficulties that might arise from the non-inclusion of a certain number of States within the circle of League membership. But they never supposed that, among these States, would be found so many of the most powerful nations in the world; least of all did they foresee that one of them would be the United States of America.

It is no doubt true that there are many points of view from which these unfortunate facts have not proved to be of vital importance. The work of the League goes on, beneficent and full of promise. Though the United States remains in friendly aloofness, individual Americans have freely helped both by sympathy and service, while the gene-

rosity of the American public has greatly aided some causes in which the League is deeply interested. Could, therefore, attention be confined to the present and the past, it might be said with truth that the problems which even a weakened League has had to face have never overstrained its machinery.

The hope may be justified that this good fortune will continue. But surely it is most unwise to add to the liabilities already incurred without taking stock of the degree to which the machinery of the Covenant has been already weakened by the non-membership of certain great States. For in truth the change, especially as regards the "economic sanctions", amounts to a transformation. The "economic sanction", if simultaneously directed by all the world against a State which is not itself economically self-sufficing, would be a weapon of incalculable power. This, or something not very different from this, was the weapon originally devised by the authors of the Covenant. To them it appeared to be not only bloodless, but cheap, effective and easy to use, in the most improbable event of its use being necessary. But all this is changed by the mere existence of powerful economic communities outside the limits of the League. It might force trade into unaccustomed channels, but it could hardly stop it; and, though the offending State would no doubt suffer, there is no presumption that it would be crushed or even that it would suffer most.

Were this the occasion for entering into a detailed discussion of the subsidiary provisions of the Protocol, it would be necessary to dwell at length on all those which, in the opinion of His Majesty's Government, are open to serious objection. But for the purposes of the present communication the following observations may suffice.

Articles 7 and 8 of the Protocol are designed for the purpose of preventing a State which has a difference with a neighbour from making any preparations for war between the moment when a dispute arises and the moment when proceedings for a pacific settlement have been concluded. The intentions of these provisions are most laudable. But the framers of the Protocol have not perhaps sufficiently considered that it may embarrass the victim of aggression even more than the aggressor. The aggressor is at liberty to select his own date for picking a quarrel. Until that date arrives he may distribute his armies as he pleases—provided only that he neither mobilises them nor adds to them. When the distribution is as favourable to his designs as he can hope to make them, he starts the dispute. Immediately, the military position becomes temporarily unalterable. His troops, which are more or less in the right position for attack, may (indeed must) be kept there till he wants to use them. The troops, on the other hand, of his prospective victim are (by supposition) in the wrong position for defence. But there they must be kept, or the victim may find himself charged with a breach of the Protocol. Is this a tolerable situation? Is it one that could possibly survive the day of trial?

It may be replied that, if the aggressor attempts to concentrate troops for attack before the dispute arises, means may be found to stop him. Grant that such means exist, which is extremely doubtful, how does the Protocol deal with the case where the peace distribution of the troops belonging to the aggressor is normally more suitable for attack than the peace distribution of the troops belonging to its opponents is suitable for defence? If a dispute were to arise, would the defender be counted as an aggressor solely because he endeavoured to redress this accidental inequality?

These are some of the difficulties suggested by Articles 7 and 8 of the Protocol as these affect forces on land. But these articles raise even more embarrassing problems when applied to the case of forces at sea. The whole value of a fleet depends on its mobility. Its distribution is in all probability quite different in time of peace from what it would be under threat of war. To suggest that, directly a dispute arises which in any way concerns a maritime Power, its ships are to remain immovably fixed on the stations where the chance conveniences of peace may happen to have placed them, is asking the threatened State to make a surrender of its inalienable right of self-defence, to which it is never likely to submit.

It may be desirable to add that, besides the obvious objections to those clauses already indicated, their great obscurity, and the inherent impossibility of distinguishing, in any paper definition, military movements genuinely intended for defence, and only for defence, from movements with some ulterior aggressive purpose, must always make them a danger to the unwary rather than a protection to the innocent. They could never be accepted as they stand.

There is one other article in the Protocol which cannot be passed over in complete silence, namely, Article 15.

This contains two provisions. By the first, the aggressor State is required to pay all the costs of the war for which it is responsible, and full reparation for all damages, public or private, which the war has caused. By the second, it is protected from any alteration of its frontiers and all interference with its internal affairs.

With the sentiments which have dictated these two provisions there will be general sympathy. His Majesty's Government, at all events, have no desire to relieve the aggressor

of the duty of repairing to the utmost of his ability the damages for which he is responsible; they hold strongly to the view that frontiers are neither to be lightly made nor lightly violated; and they, of course, accept the broad principle that sovereign States should be left to manage their own affairs. But they cannot think it wise to embody these generalities in dogmas of inflexible rigidity, designed to control the actions of the League in all circumstances and for all time. In the sternest codes of law, mitigating circumstances are allowed to modify the judgments of the courts; and His Majesty's Government fail to see why the League of Nations should deliberately deprive itself of a discretion which all other tribunals are free to exercise.

Moreover, there is a certain want of harmony between the two provisions of the Article, which in rare and extreme cases (and it is for rare and extreme cases, among others, that we are asked to legislate) might well shock the conscience of the world. These cases cannot, indeed, be foreseen, but they may be imagined. Is it impossible (for example) that, in a war arising out of some very complicated situation involving perhaps a State not a member of the League, the guilt of the combatants might be fairly matched though only one of them was technically the aggressor? In such circumstances, would the League feel no misgivings when they found themselves compelled to throw all the cost of the war upon one party and none at all upon the other? Would not the universal verdict be that, under the first half of Clause 15, the aggressor had in this case been hardly treated?

But now consider the second half of Article 15. This protects the aggressor, whatever his misdeeds, from losing anything under any circumstances but money or the equivalent of money. Is this quite satisfactory? The aggression may have been utterly unprovoked; it may have been barbarously conducted; it may be the work of a corrupt and tyrannical administration; and it may be the inevitable result of cruel mis-government on the aggressor's side of an illdrawn frontier. Are we to lay it down for all time that, in such a case, the League shall do nothing to prevent a repetition of the offence but ask for money? This may, indeed, be all that is possible; but would it not be wise to let the League itself resolve this problem, if unhappily the occasion should ever arise?

There is one general reflection which His Majesty's Government venture to add to the specific criticisms they have made in the preceding paragraphs. The Protocol purports to be little more than a completion of the work begun but not perfected by the authors of the Covenant. But surely this is a very inadequate description of its effects. The additions which it makes to the original document do something quite different from merely clarifying obscurities and filling in omissions. They destroy its balance and alter its spirit. The fresh emphasis laid upon sanctions, the new occasions discovered for their employment, the elaboration of military procedure, insensibly suggest the idea that the vital business of the League is not so much to promote friendly co-operation and reasoned harmony in the management of international affairs as to preserve peace by organising war, and (it may be) war on the largest scale. Now, it is unhappily true that circumstances may be easily imagined in which war, conducted by Members of the League, and with its collective assistance and approval, will become a tragic necessity. But such catastrophes belong to the pathology of international life, not to its normal condition. It is not wholesome for the ordinary man to be always brooding over the possibility of some severe surgical operation; nor is it wise for societies to pursue a similar course. It is more likely to hasten the dreaded consummation than to hinder it. And it certainly seems to His Majesty's Government that anything which fosters the idea that the main business of the League is with war rather than with peace is likely to weaken it in its fundamental task of diminishing the causes of war without making it in every respect a satisfactory instrument for organising great military operations should the necessity for them be forced upon the world.

IV

It may perhaps be urged that these objections to the Protocol, whatever be their value, are far outweighed by the blessings of the disarmament which would immediately follow its acceptance. But why should disarmament immediately follow its acceptance? Why should the new scheme succeed when the old scheme has so lamentably failed? It no doubt claims to have closed some "fissures in the wall of protection erected by the Covenant round the peace of the world." But it is not the possibility of an attack through these (alleged) weak places in the Covenant which haunts the imagination of those who hesitate to disarm. They do not doubt that the Covenant, if kept, would be sufficient to protect them, at least from attack by those who have signed it. What they doubt is whether, when it comes to the point, the Covenant *will* be kept. Either some faithless Member of the League will break its pledges or some predatory nation outside the League will brush Covenant and Protocol ruthlessly aside, defying all the sanction by which they

are protected. Brute force is what they fear, and only brute force enlisted in their defence can (as they believe) give them the security of which they feel the need.

His Majesty's Government fail altogether to see how this situation is bettered by the Protocol. Is it to be supposed that the "security" promised by the new system will be so complete that no armaments capable of being used or improvised for offensive purposes will remain in being? If not, is the balance of power between the States which desire peace and those which are plotting war to be adjusted in favour of the former? If so, on what principle? If not, then how are we advanced? How will the unscrupulous aggressors be relatively weakened? How will their potential victims be rendered more capable of defence?

And if the particular case of aggressors who are outside the League be considered, is not the weakness of the Protocol even more manifest? The aggressors within the League are traitors in the sight of all mankind. Their moral position in the face of any opposition within their own borders will be immensely weakened, while in neutral countries they will find none to plead their cause. However low the practical importance of moral considerations such as these may be rated, the eagerness of competing propaganda in times of international crisis may convince the most cynical that a good cause counts at least for something. If so, aggressors outside the League will have a smaller load of infamy to carry than aggressors within it, and will be by so much the more formidable. How does the Protocol deal with them? It requires them to treat the situation as if they were members of the League, to accept its methods and conform to its decisions. If they refuse they are counted as aggressors, they become the common enemy, an every signatory State is bound to go to war with them. They may be in the right and have nothing to fear from impartial judges. Yet national pride, in some cases perhaps the sense of power, dislike of compulsory arbitration, distrust of the League (to which presumably they have already refused to belong)—all these motives, or any of them, may harden their objections to outside interference. If so, the Protocol, designed to ensure universal peace, may only extend the area of war—a possibility which, if realised, will not improve the chances of general disarmament.

V

It may perhaps be replied that, while every scheme of sanctions is open to criticism, some scheme of sanctions is certainly necessary. Without it a League of Nations would be as insecure as a civilised society without magistrates and police. International engagements which cannot be internationally enforced are little better than a sham. Those, therefore, who object to the plan proposed in the Protocol are bound to suggest a better.

To this challenge His Majesty's Government might be content to reply that, as between the Covenant unamended and the Covenant amended by the Protocol, they have already given reasons for preferring the former. But they are unwilling to conclude their argument on a purely critical note and, though they cannot believe that "security" can be reached by the route so carefully explored by the First and Third Committees of the League in 1924, they are willing to consider whether some approach to it may not be made from the side unsuccessfully attempted in 1923.

They do not agree, indeed, that without "sanctions" the League is powerless and treaties no better than waste paper. Doctrines like these seem to them not only mischievous but self-contradictory. Every "sanction" referred to either in the Covenant or the Protocol depends on treaties; and if no treaties are of value, all sanctions must be worthless. Do what we will, we have no choice but, in the last resort, to depend upon the plighted word.

But this, it must be admitted, does not settle the question whether the sanctions contemplated by the Covenant cannot in certain cases and for certain purposes be supplemented with advantage to the general scheme of the Covenant itself. That scheme may no doubt be trusted in ordinary cases to work smoothly and effectively. The mere threat to employ sanctions will commonly suffice. And if, unfortunately, it does not, their effect, when put into operation, will doubtless be speedy and conclusive. But it is easy to imagine extreme cases, about which we dare not speak with the same assurance; and it is precisely the possibility of these extreme cases, remote though that possibility may be, which fosters international suspicion, makes Governments hesitate to disarm and keeps the world on edge.

His Majesty's Government do not share these alarms, but they recognise their serious effect, and believe them to be the main obstacles to the complete recovery of our shaken civilisation from the disasters of war. How are they to be allayed?

The first expedient that naturally suggests itself is to strengthen the provisions of the Covenant. If the Covenant, as it stands, does not supply an adequate machinery for preserving peace in all conceivable cases, why not alter it till it does?

The futility of this plan is, in the opinion of His Majesty's Government, abundantly proved by the Protocol. For whatever else its proposals give us, they do not give us

security. They multiply offences, but do nothing to strengthen remedies. They increase the responsibilities undertaken by individual Members of the League, but do nothing to readjust their burden.

What expedient remains? How is security and, above, all, the feeling of security, to be attained? In answering this question it is necessary to keep in mind the characteristics of the "extreme cases", to which reference has already been made. The brooding fears that keep huge armaments in being have little relation to the ordinary misunderstandings inseparable from international (as from social) life—misunderstandings with which the League is so admirably fitted to deal. They spring from deep-lying causes of hostility which, for historic or other reasons, divide great and powerful States. These fears may be groundless; but if they exist they cannot be effectually laid by even the most perfect method of dealing with particular disputes by the machinery of enquiry and arbitration. For what is feared in such cases is not injustice but war—war deliberately undertaken for purposes of conquest or revenge. And, if so, can there be a better way of allaying fears like these than by adopting some scheme which should prove to all the world that such a war would fail?

Since the general provisions of the Covenant cannot be stiffened with advantage, and since the "extreme cases" with which the League may have to deal will probably affect certain nations or groups of nations more nearly than others, His Majesty's Government conclude that the best way of dealing with the situation is, with the co-operation of the League, to supplement the Covenant by making special arrangements in order to meet special needs. That these arrangements should be purely defensive in character, that they should be framed in the spirit of the Covenant, working in close harmony with the League and under its guidance, is manifest. And, in the opinion of His Majesty's Government, these objects can best be attained by knitting together the nations most immediately concerned, and whose differences might lead to a renewal of strife, by means of treaties framed with the sole object of maintaining, as between themselves, an unbroken peace. Within its limits no quicker remedy for our present ills can easily be found or any surer safeguard against future calamities.

That, gentlemen, is the declaration which His Majesty's Government have instructed me to make.

His Majesty's Government have found it impossible, in the time at their disposal, to confer personally with the representatives of the Dominions and of India, who are also Members of the League, but we have been in telegraphic communication with them, from which it appears that the Governments of the Dominion of Canada, of the Commonwealth of Australia, of New Zealand, of the Union of South Africa and of India are also unable to accept the Protocol. Their views will be made known in such a manner as they may think fit either by a communication to the Secretariat, or to the Assembly, or otherwise.

I am not yet in possession of the views of the Irish Free State.

M. Aristide BRIAND (France),

Former Prime Minister.

Gentlemen, you cannot have failed to realise that the statement which our President read to us this morning on behalf of the British Government is of exceptional importance and will produce a profound impression in every country.

We are passing through a time of crisis. The events in which we are taking part are of vital importance for history, and after the catastrophe which burst upon us some years ago we may be sure that when matters of peace and war are under discussion the peoples of the world are stirred to the depths.

I only became familiar with the contents of the British statement when I heard it read this morning. It is a lengthy, weighty and well-considered document, and you may perhaps think me over-bold in venturing to discuss it, if I may say so, at first sight. I ask you to excuse me for my rashness, convinced as I am that you will grant me all the indulgence that I need. I must speak now, however, because I must fulfil my mission; I must speak, the more so because—whether it is a matter for congratulation or not—I am one of its authors. I was publicly honoured by being the first to sign the Protocol, without reservation, in the name of my Government, and for that reason I bear, at any rate, a moral responsibility, and I can hardly ignore the criticisms which we have heard without attempting to produce at least some kind of reply.

The document which has been read to us is instinct with a serene aloofness and a gentle philosophy which I hesitate to affront in the discussion which I am about to initiate. I too, like yourselves, feel and appreciate the nobility and the gentle ess of the spirit of this philosophy, and I ask myself whether my own philosophy, which is necessarily somewhat more of this earth, is worthy to place beside it. The general objections raised against the Protocol this morning are indeed inspired with the noblest

spirit. The objection to the Protocol is, above all, that it speaks much of war. In the document which we have just heard read, it is considered that the League spirit turns rather towards peace, and it is desired that that watchword should contain an ideal strong enough to impose itself upon mankind without any need to make provision for future contingencies. Perhaps so, but, in my view, peace is for all practical purposes no more than the absence of war, and when we are trying to ensure peace we cannot but remember that at certain times there have been wars and that it is just conceivable that there may arise in future other wars and, after all, an institution which aims at peace must, if it is determined to maintain peace, explore every avenue and every means best calculated to prevent war. It was in view of this unfortunate and somewhat humdrum necessity that the authors of the Protocol felt obliged to speak of war much more often than they would have wished.

When we are well it is very unpleasant to have to think of illness; but when someone says that war is a case of international pathology, and if it is admitted that the disease is not absolutely incurable, we must also agree that proper physicians and remedies must be found.

That is the secret of the work which the fifth Assembly accomplished. If war is to be averted, the Protocol must find the means. Has it succeeded? That is one of the questions which is raised in the British Government's declaration. At any rate it was earnest and sincere in its attempt to succeed. We must not forget that the fifth Assembly met in an atmosphere of exceptional solemnity. The attention of the whole world was focussed on its work. A peaceful settlement had just been found for certain material questions, all minds were in harmony, all hearts cherished high hopes. It was said: "Now that certain material anxieties are removed and can no longer give rise to war, we can turn our weapons against war itself; we can declare war on war; we will organise ourselves for that purpose".

Remember, gentleman; that forty-seven nations met at the fifth Assembly at Geneva in order to study the Protocol with the aid of the most distinguished jurists—and I use the word "distinguished" without irony, though of course the word "jurist" is usually attached to the word "distinguished", because in this case the jurists really were distinguished. They worked hard for days and weeks; each of the articles of the Covenant was examined by two Committees, for the Protocol, we must remember, is simply a development of all the ideas contained in the Covenant: conciliation, mediation, arbitration, precautionary measures against war, methods of warfare, economic, financial and military—the germ of all these exists in the Covenant.

The fifth Assembly had constantly to take care not to injure the foundations of the Covenant; it merely attempted to fill up the gaps, to repair the omissions. But, I repeat, it adhered throughout strictly to the spirit and letter of the Covenant.

We are told: "Yes, you did all that. Your intentions were quite sincere and nobly inspired. All your work was laid down for you by two Governments who drew up your programme: the Governments of Great Britain and France; for these were the two countries which placed the scheme of work before the fifth Assembly. When the work was completed, almost indescribable enthusiasm, it is true, prevailed among the forty-seven nations represented at the Assembly and resulted in unanimity for recommending the Protocol to the various Governments. These manifestations certainly had a certain importance and were nobly inspired. We appreciate them, but, after all, what is the final result? Do you think you have found anything new? And, if so, is what you have found worth finding? Surely the fact that you speak of war so often in almost every article of the Protocol may perhaps itself provoke war".

Putting a lightning conductor on a house does not produce lightning. I have always regarded a lightning conductor as simply a desirable precaution.

What we attempted to do in the Protocol was to provide lightning conductors on all the danger-spots of the building—such conductors as we human beings are capable of putting up to avert the terrible thunderbolt of war. But to say that we have not succeeded is, I think, going too far. Far be it from me to say that what we have created is perfect or that it protects the nations against all possibility of war. If we had been able to do so, at one stroke the League's future would indeed be black. The League has a very long career in front of it, and I am sure that it will find many future occasions on which to employ its activities in preventing possible wars. But to say that what has been done is negligible is, I submit, hardly true.

What we are attempting to do is to reach the aggressor, to attempt to define him. But, if this is so, are we not according him an undue advantage? He will take every step to hide his misdeed while the victim will shelter behind the security of the Protocol, and when the aggressor carries his threats into effect the unfortunate victim will be unprepared. That, I submit, is a small error which might well be amended.

The Protocol deals with the question of legitimate defence. It recognises that an unsuspecting victim should not be left to his fate and that he should employ every possible means of resistance, so that a State with aggressive designs will be faced by another State

which will be able to utilise all its normal resources of strength. The Protocol even adds all the combined resources and the mutual aid which the League of Nations can bring—a fact which might well give pause to any State which intended to commit an act of aggression.

The British document says : “Have you reflected that the League, owing to its very constitution, has not at its disposal all the forcible means which it might desire? Remember that the absence of a great nation like the United States constitutes a weakening of its authority”.

Who among us does not deplore the absence of the United States? Who among us does not ardently and wholeheartedly desire to see the United States enter the League of Nations?

This absence seriously hampers the work of the League. Must it be regarded as a permanent factor? The League possesses an authority and a force which have been very frequently and most happily proved. This authority has increased. If the League of Nations desires to expand, it must first of all have confidence in itself as it stands to-day. This confidence must spur it on to persistent and determined activity, and it is through the extension of this determined and unrelaxed activity that it will exercise the power of growth and attraction that will eventually draw all nations within its orbit. It is certain that the absence from the League of great nations, one of which I have just mentioned—I do not wish to name the others, will always constitute a source of weakness to the League itself. But the greater the confidence it shows in itself the more will it exercise that pressure upon peoples and Governments which, little by little, will force them to join those who are already Members. Accordingly, while associating myself with the regret expressed in the British document at the absence of the Government of the United States from our midst, I do not cease to hope that, under the influence of a high ideal, that Government will join us. No country responds more quickly to the call of an ideal than the United States. Moreover, in entering the League of Nations, the United States will be acting on a logical interpretation of their own interests. To-day, gentlemen, the continents are not far removed one from the other, and the peoples too must come closer together, drawn by an interdependence of interests. The truth of what I say—the British document has done well to recall this—is proved by the fact that the United States, although not belonging to the League, has often participated unofficially in some of its work—a cause of rejoicing to us all.

There is therefore in this statement no criticism which I will call “destructive”. Nothing must check our progress. Nothing must be allowed to make us hesitate or to paralyse us; on the contrary, we must get on with our work.

It is said, however, that this work is prejudicial to the enforcement of certain sanctions. Economic sanctions, for example, are difficult to apply. They are certainly liable to arouse resistance. On every occasion, in the event of any conflict, the application of these sanctions has entailed difficulties and aroused resistance. Finally, however, rules have been drawn up and even applied, and the desired result has thus been obtained. Why should it not be the same in the future? Here, too, I see nothing absolutely discouraging in the situation, the importance of which I do not, however, overlook, but it must not be allowed to arrest our progress towards peace.

One of the greatest features in the Protocol is, in the first place, that it does not discriminate between large, small or middle-sized nations. It regards them all as having the same right to security. It seeks to give them that security, irrespective of their size or importance, in order that they may be able to work for peace completely independent and completely united. It was this feature in the Protocol which was the determining cause of my country's adherence.

Well, gentlemen, we must not in the future, on the pretext that war is a matter of international pathology, regard ourselves as reduced to such a point of impotence that we have to renounce all possibility of obtaining guarantees among the nations against war.

Another important aspect of the Protocol is that it makes war a crime and the party attempting war a criminal. The Protocol denounces and pursues both and aims by every means in its power to prevent the recurrence of such crimes.

Is this an impossibility? No; the League of Nations, in view of the nature of the tasks which it has undertaken, and of the time when it has been called upon to undertake them, and in view of the terrible events which brought it into existence, must not be allowed to say to the nations of the world : “War is an abomination and a crime. In society, criminals are prosecuted, the courts try them, the police arrest them and they are cast into prison. These are even means of destroying them, but in the case of war criminals, we are forced to put up with them”. Such a thing is not possible. Such an undertaking by the League of Nations must not end in failure; it must not conclude such a series of attempts with a confession of powerlessness. It owes it to itself to continue to encourage the peoples to hope, and only then will war become no longer possible.

That is the simple and plain belief of my Government. The Protocol prepared by the League of Nations includes a number of precautionary measures which are calculated to

prevent aggression. The nation which attempted aggression would be faced with so many threats and so many provisions that it would be made to see the danger of such an undertaking. I could recall in the past—I do not wish to take the most recent case—occasions on which, if certain nations had known that a combination of other peoples would rise against them, they might have hesitated. The Protocol embodies this combination of provisions and threats, which will induce a country nurturing evil designs to renounce them, and in the statement of our British friends I do not think that there is anything absolutely final and decisive against the Protocol.

As I am not by nature a pessimist and as I, too, have a little philosophy suited to my means and my nature, and am, in fact, something of an optimist—I have often been called a blind optimist—I listened to this document intently. I have read it and re-read it. I may say that the first pages gave me a rather uncomfortable feeling, qualified, however, by my pleasure in reading them, for they are good to read. But when all is said and done, I should be wrong if I did not confess that the substance was somewhat distasteful. I had the impression of being in the dark, in a sort of tunnel, and of a feeling that I should never see the light again. As I went on, however, I seemed to see a little light far away. I moved slowly towards it and I found a kind of timid appeal to hope. We are told that, perhaps, all the same, the Covenant is not sufficient in itself, that it might have to be amended in certain respects, and that, even in 1923, a movement in this direction would perhaps have achieved results—might, indeed, still do so if it were resumed.

I seem to recognise this reassuring light as coming from a proposal that had been prepared by two nations—the same two which prepared the Protocol: France and Great Britain. It constituted a kind of appeal to a procedure of mutual assistance, which in any case is not the same as absolute powerlessness and absolute negation. My Government, gentlemen—and I make this statement in its name—remains definitely attached to the Protocol, but it does not refuse to enter into any discussion for improving it.

The system of covenants and alliances is, moreover, provided for in the Protocol. If it is the best method of ensuring peace, well and good, provided it does not victimise or, by its egoism, push on one side certain nations which have also the right to protection against war, provided that the fresh study of the question—if any such study is made—results in a solution applicable to all and able to give peace to all. This gives a possibility of retaining our hope.

I hope that no gesture of discouragement will be made, for such a gesture would have a powerful effect on the nations. I should be glad if they were still allowed to believe in the League of Nations. The nations have confidence in the League; they see that when it acts as an arbitrator the results are often fortunate. It may be said that since it has been in existence certain questions and disputes which it has settled would possibly have grown and assumed a much more serious character if it had not been there.

The League of Nations must retain and increase its strength. The nations not only regard it as an institution capable of settling the petty current disputes of international life; they have gone further: they have responded to the appeal of those who have realised peace after the great war; they have responded to this appeal in the idea that they were attaining to higher levels. Were they wrong to regard the League of Nations as the germ of definite peace, the possibility of organising definite peace? They place their hopes in the League of Nations.

We must not destroy this hope. It must be kept alive; we must not abandon the work which the fifth Assembly has set on foot, however much we revise it, whatever new and different methods we may propose. Now that this work has been begun, it is inadmissible that the League of Nations should come to the world and say: "We can do nothing". There are certain theoretical considerations upon which we can work and which we can unceasingly proclaim in the hope that the strength of the ideal that is in them will be sufficient eventually to become a reality.

But must we therefore abandon any precautionary measure to prevent war? I think not, and in saying this I am speaking for my Government.

Here is the declaration which, on behalf of my Government, I am instructed to read:

After having given her adherence to the Treaty of Mutual Assistance which branded a war of aggression as an international crime, France, at the Assembly of the League of Nations in September 1924, co-operated with all her heart in drawing up the Protocol to afford peaceful solutions for all international disputes.

France thought and still thinks that this work, which was eagerly awaited by the nations, is merely a development of the ideas contained in the Covenant and that it is the essential object of the work of the League of Nations. Faithful to the spirit of the Covenant, Article 8 of which closely combines the ideas of security and disarmament, and convinced that the nations cannot be brought to disarm until their security is guaranteed. France feels that, in doing this work, she was seeking the only really practical and effective solution of the problems raised by international disputes. She also believes that she is thereby helping to realise the great ideal which, during the late war, united all the Allies

and was the basis of their most solemn engagements. One of the objects of the Protocol was to introduce as the very centre of international law the idea of compulsory arbitration to lead to a secured peace. In this way international solidarity would become an accomplished fact and would be at the service of all nations, both great and small. It would make no distinction between nation and nation but would open to all an area of peaceful work in the midst of security, independence and dignity.

As a result of long endeavour, the fruits of which must at all costs be preserved for humanity, on the Franco-British proposal and with the hearty co-operation of all the peoples, a document has been drawn up.

This document is itself only the application of the system provided in the Covenant of the League of Nations. It claims to protect the rights of all peoples who will accept it. It therefore has this immense historic importance, namely that for the first time it gives practical effect to the conception of international solidarity and to the high principle of arbitration, upon the application of which the fate of peace among the nations undoubtedly depends. By extending for the first time the doctrines of private law to public law, it converts a war of aggression into a crime which is the equivalent of murder. On behalf of all nations, it organises a permanent system of international justice, thereby achieving further progress. But it does not confine itself to these assertions of principle, great as they are. As regards arbitration, which is in future to provide a solution of conflicts, the Protocol organises it, fixes its procedure, takes the necessary measures to ensure that it shall not be a snare for nations of good faith. It defines the aggressor and, above all this, it organises preventive action against war.

If, in spite of the precautions which it has taken, there is reason to resort to sanctions, either economic, financial or military, the Protocol only applies obligations already imposed upon Members of the League of Nations by Article 16 of the Covenant, which received the solemn adherence of all the signatory Powers of the Treaty of Versailles. The Protocol therefore imposes no fresh obligations on the States which signed the Covenant : it has simply fixed the conditions for their application.

France, in order to conclude the work undertaken by the different Assemblies of the League of Nations, and in order to establish peace on the three associated principles of arbitration, security and disarmament, has at all times been, and still remains, ready to welcome all suggestions which may improve such work. Moreover, she admits that the Protocol is capable of varied applications according to circumstances and geographical considerations. She does not scout the idea of regional agreements provided for by the Covenant and the Protocol. Nevertheless, France, convinced that only the adherence of the nations to a common protocol can induce them to renounce the competition in armaments, and convinced that, if the principles on which the Protocol rests are abandoned, the nations will gradually revert to their old habits and to solutions by force, remains faithful to the signature which she was the first to give with the object of henceforth sparing herself and other nations the horrors of war from which she suffered so terribly.

M. SCIALOJA (Italy),

Former Minister of Foreign Affairs.

The great ideals which inspired the Assembly that adopted this Protocol will not be effaced, either in our memory or in the memory of the other Members of the League which took part in it, even by the criticisms which the British Government has presented to-day in regard to several important points of the Protocol. A certain number of these criticisms are concerned with a fundamental question which I pointed out myself when the Protocol was submitted to the Assembly. This Protocol was intended to effect a technical improvement in those parts of the Covenant which seemed indefinite, and it perhaps endeavoured to hasten too much the historical process by which ideals attain their full development as a result of laborious tests and experience. To-day we see one of the States which promoted the Protocol pointing out after mature reflection the defects in something which had been regarded as an improvement. The too-rigid legal structure of the judicial procedure for the definition of disputes between States is certainly a defect, for these disputes are not always essentially legal disputes. Other grave defects are the provisions relating to the executions of judgments; for their execution can be easily designed and organised when the disputes arise between States which are subject to a superior authority possessing forces of its own, but it is much more difficult to organise the execution in the case of associated States situated in different economic, political and geographical circumstances. The difficulties are enormously increased, as has been correctly pointed out, by the fact that the League does not yet include certain Powers which are among the greatest in the world.

The remedies against the danger of war, if they are conceived in too legal a sense, can hardly afford a radical cure for the evils which may be the greatest causes of the greatest

wars. Up to now, no effective remedy has been found for this serious defect in the system defined in the Protocol, all the more as the points which appeared to certain States to be defects in the Protocol appeared to other States to be defects in an exactly contrary sense.

I am therefore prepared to admit the force of much, if not of all, of the criticisms made by the representative of Great Britain. These criticisms, however, relate only to the technical structure of the Protocol and partly to what may be premature in it. I nevertheless retain my faith in the principles on which it is founded.

The progress of history, I repeat, should continue gradually within the bounds of reality.

With this in his mind, the representative of Great Britain to-day states that, in his view, the best possible solution in the present circumstances is, with the co-operation of the League, to supplement the Covenant by making special arrangements in order to meet special needs; that these arrangements should be purely defensive in character; that they should be framed in the spirit of the Covenant, working in close harmony with the League and under its guidance; that they should knit together *the nations most immediately concerned*, and whose differences might lead to renewal of strife, by means of treaties framed with the sole object of maintaining as between themselves an unbroken peace.

I desire to state that I fully adhere to these ideas, which were upheld by the Italian delegates to the League of Nations when they stated in 1923 that they could not accept such alliances between groups of nations as might result in causing internal schism within the League and in perpetuating the old system of rival alliances which in the past created an atmosphere of distrust and of suspicion injurious to the maintenance of peace.

Obviously, the idea put before the Council to-day must, if it is to be realised in the domain of politics, be taken up and examined by the various Governments in order to give it practical form corresponding with the necessities of the situation.

The problem of security is a peace problem and any effort made to ensure the maintenance of peace will always meet with the most active support from Italy.

VISCOUNT ISHII (Japan),

Ambassador.

Having listened to the observations of my colleagues, I am not going to enter into the merits or the force of the Protocol of Geneva. I shall confine myself to advising my colleagues of the attitude of my Government on the question that is now before us.

The Japanese Government has not yet completed its study and examination of this all-important question of the pacific solution of international conflicts. It is therefore not yet in a position to define its attitude one way or another.

On the one hand, the more important an international accord, the more thorough and exhaustive must be its examination before a definite conclusion can be reached. The Protocol of Geneva, constituting, as it does, an international accord of perhaps highest importance, cannot be too thoroughly examined and does not admit of a hasty decision.

On the other hand, the Japanese Government is next to none in appreciating the noble and lofty idea which prompted the remarkable achievement of the fifth Assembly of the League of Nations.

It is therefore with the spirit of cordial sympathy and sincere co-operation that the Japanese Government will continue its study and examination of the question now under consideration.

M. PAUL HYMANS (Belgium),

Minister of Foreign Affairs.

On behalf of Belgium, I voted for and signed the Protocol, which up to the present however, the Belgian Chambers have not been called upon to ratify.

After the London Agreements had given a practical solution to the reparation problem that had been weighing on Europe, and had thus cleared the atmosphere, Mr. MacDonald and M. Herriot solemnly appealed to the Assembly of the League of Nations to make a great effort to solve the problem of security. After three weeks' unremitting labour by the most eminent jurists and statesmen, the Assembly unanimously adopted a Protocol for the Peaceful Settlement of International Disputes, which establishes compulsory arbitration supported by collective sanctions.

It was hoped that this system would be instrumental in re-establishing a spirit of confidence and peace and in preventing and checking offensive wars. The Protocol contains a remarkable innovation, *i.e.*, the definition of the aggressor, and provides for regional agreements. It represents a great political and juridical progress: a considerable advance in the technical organisation of peace.

But, from the outset, I have never deceived myself by thinking that so complex and delicate a piece of work, completed in a few weeks, however conscientiously it may have been prepared, could possibly be perfect. I venture to recall the observation which I made in this connection at the last Assembly. I said it would be a mistake wrongly to give public opinion the impression that the problem of security had been definitely solved. I shall not discuss the arguments carefully considered and set forth in detail in the British Government's Note. It would unduly prolong the discussion and would require careful preparation. But whatever the ultimate fate of the Protocol may be, I feel convinced that the principles it laid down will remain in the conscience of the world, and that a day will come when the political situation and a changed mentality will make their full application possible.

The world cannot continue to live in anxiety and in a fever of doubt and uncertainty.

Security is the dominant factor in Belgian public opinion and inspires the foreign policy of my country, which has no desire but to live honourably and in peace.

The Covenant, however, remains untouched and, as was pointed out last September, its guarantees must not be under-estimated. But the British Government recognises that in certain extreme cases they are not sufficient, especially where certain nations are concerned whose geographical and political position undoubtedly exposes them to great perils. It recommends "the making of special agreements to meet special needs", such agreements to be of a defensive character in the spirit and within the framework of the League of Nations.

I would point out that this is an idea which, ever since the Armistice, the Belgian Government has constantly advocated. The idea of special agreements was contained in the mutual assistance scheme drawn up by the Assembly in 1923 and it is found again in the shape of regional agreements in the Protocol adopted in 1924.

Pending the time when the study of a general security pact can be taken up again, it should be possible on the lines thus laid down to seek concrete and positive solutions which will stabilise Europe and consolidate peace.

M. DE MELLO-FRANCO (Brazil),

Ambassador, Permanent Delegate to the League of Nations.

Sir, the statements you have made in the name of the Government of His Britannic Majesty, whatever effects they may have on the fate of the Geneva Protocol, should not dash the hopes which the world at large possesses in the active and powerful participation of the British Empire in the common work of organising a system of which the object is to guarantee universal peace.

As our distinguished colleague has reminded us, the successive Administrations in Great Britain, with the full approval of the self-governing Dominions, have not only favoured arbitration in theory; they have availed themselves of it in practice. During the session of the Council at Brussels, we received notable proof of this. Great Britain submitted to the arbitration of the Council the delicate question of Iraq.

I respectfully bow to the reasons which the British Government has given, with so much frankness, for its inability to accept, in the detailed and precise form in which it was first of all drafted, the Protocol for the Pacific settlement of International Disputes and the effective application of sanctions provided as a means for the coercion of States violating the principles proclaimed by it.

At the basis of all the motives brought forward by the British Government to support its point of view is to be found the present condition of the League of Nations—the fact that it is not universal. This position, and no one can deny it, makes it difficult to realise to the full the great objects of the Covenant.

The application of sanctions, in view of the present constitution of the League, might, in effect, suffer from the objections which the principle of universal and compulsory arbitration could not alone avoid.

Besides the precarious position resulting from the composition of the League of Nations, account must be taken also, when regarding the Protocol, of another problem: that of the sovereignty of States as defined by the public international law of our time in connection with the moral and actual authority of the League of Nations. Hence arise the restrictions imposed on the principle of compulsory arbitration upon the principle of the extension of the jurisdiction of the Permanent Court of International Justice to cover all the legal or political disputes which might arise between States.

Brazil, which has always marched in the vanguard of those States which have not contented themselves with adopting mere platonic resolutions in regard to arbitration and which has inserted the principle of compulsory arbitration in its political constitution, a principle which it has very largely applied in practice, Brazil, I should remind you, Sir, has voted for the Protocol and has signed it. We were persuaded that in doing so,

and in, thus responding to the desires of the representatives of the great Powers in the Assembly of September last, we were giving our help to the establishment of a universal system of which the foundation had already been firmly laid in America.

I should like to remind the Council that sixteen American nations, among which is to be found the United States, signed in May 1923 a Continental Convention for the peaceful settlement of any disputes which might arise between American States. Assuredly the resolutions of the committees of investigation set up by the Convention will not have the value nor the force of judicial sentences or arbitral awards. They will, however, prove useful in preventing the outbreak of hostilities and in giving an opportunity, thanks to the calming influence of time, for reflection to prevail, for peaceful feelings to re-awaken and for conciliatory measures to be taken by States with a view to maintaining peace.

In regard to the question of disarmament and security, I reaffirm the statement which I made in the Assembly in the name of my Government when the Protocol of Geneva was discussed :

“We are not forgetting what is most essential : the establishment, either with or without complementary regional treaties, of a treaty of mutual assistance and guarantee between all nations. This is a condition which is vital for disarmament. It is, in fact, not enough that this assistance and guarantee should be based entirely upon Continental assistance. They must be based on a worldwide organisation, for the right to security—to that real security which should now be the final object of our endeavour—is the sacred right of all the peoples of the earth.”

Brazil, as a signatory of the Protocol, will never cease to help in the continuous progress of the idea of arbitration and in the ever-increasing consolidation of the authority of the Permanent Court of International Justice.

M. QUINONES DE LEÓN (Spain),

Ambassador.

I shall confine my remarks to reiterating the declarations which I was privileged to make to the September Assembly, on behalf of the Spanish delegation, respecting the delicate problems which arose at the time when the Protocol was to be discussed.

Although Spain had no immediate direct interest at stake, but was only impelled by considerations connected with the common interests of Europe and of the world, and by a great feeling of solidarity, she showed from the start her willingness to co-operate in any work representing a guarantee of peace, and she was happy to give effective help in solving some of the difficulties attaching to the definition of aggression by framing a legal formula which secured general agreement.

My country, which, as shown by its record in the history of political thought and in history itself, is a convinced advocate of arbitration, was happy that this should be accepted as one of the fundamental principles of the Protocol.

For all these reasons, and after a careful examination of the international instruments which the Assembly had unanimously approved, the Spanish Government signed the Protocol, reserving to itself the right to ratify it at the proper moment.

The difficulties which the plan drawn up by the Assembly has since, for various and complex reasons, encountered, which I shall not stop to examine, have not changed the views nor the underlying motives which guided Spain on this occasion. To-day, as before, we categorically declare that the League of Nations will always find us ready to co-operate resolutely and loyally in any attempt to secure a guarantee for world peace and to promote the welfare of mankind.

M. UNDEN (Sweden),

Minister of Foreign Affairs.

The Swedish Government has submitted the Geneva Protocol to a thorough examination by a sub-committee appointed for this purpose. This committee, which was instructed to study the question both from the legal and political points of view, has not yet finished its work. My Government, which attaches the greatest importance to the work which was done at Geneva last autumn, and especially to the introduction of the principle of compulsory arbitration into the framework of the Covenant, cannot give a final opinion on the Protocol before the report of the committee has been delivered. My

Government, in taking its decision, will, of course, be obliged to take into account, to a considerable extent, the attitude of the other Powers, and particularly of those whose adherence to the Protocol would be necessary in order to make it wholly effective.

In the event of a further discussion of the whole problem during the next Assembly, the Swedish Government reserves the right to submit such amendments to the Protocol as it may deem desirable.

M. GUANI (Uruguay),

Minister Plenipotentiary.

I do not think that the Council is being asked to express its views or to take a decision on the substance of the important statement made at the morning meeting by our distinguished President, the representative of Great Britain. It will be for the sixth Assembly to resume this difficult task. I shall accordingly confine myself to a short declaration.

The Government of Uruguay regards the question of the Protocol as one which affects the establishment of peace in the whole world. Incidentally, I would point out that, for my country, as for the majority of South American countries, the problem does not arise in its political aspects, as in the case upon the European Continent, but purely and simply in a moral aspect. It has been possible to realise a condition of peace among ourselves, thanks to our historical traditions and to the kinship of the South-American races. This harmony has enabled us to exclude any germ of hatred from our international relations, but the moral factor has doubtless contributed most effectively to the creation of the sentiment of peace which prevails among the States of South America. This sentiment has been further strengthened and consolidated to a very great extent by the organisation of an international legal system with a procedure of conciliation and arbitration, which render extremely remote the possibility of a resort to force in the settlement of any international conflict.

Latin America has co-operated, and will continue to co-operate, with loyalty and enthusiasm in the work of the League of Nations, in the firm hope of seeing the principles of solidarity and international justice, to which I have just alluded, become universal. Such a hope explains our adherence to the Protocol which was approved by the fifth Assembly and which contains, as an essential basis for its various provisions, the principle of compulsory arbitration which no one in South America to-day would think of questioning.

Whatever may be the modifications of form or of application which the great European countries deem it desirable to introduce into the scheme of the fifth Assembly for various reasons, my Government cannot cease to believe that the idea of settling international conflicts by means of international justice will sooner or later prevail throughout the world as the only system calculated to eliminate for ever the wickedness of resorting to war, and, finally, to consolidate friendship among the nations.

The League of Nations must be the proper instrument to extend and apply these ideas. As has already been said, it is under the auspices of this great organisation that international life must develop along the lines of an effective and progressive respect for legal order.

My country was among the first to sign the Arbitration Conventions of The Hague. It also adhered to the Covenant of the League of Nations, especially in view of the creation of a new international order, founded on the peaceful co-operation of all nations. Finally, it has adhered to Article 36 of the Statute of the Permanent Court of International Justice, thereby accepting the compulsory jurisdiction of the Court. For these reasons, my Government desires to remain faithful to its traditions and to the sentiments now prevailing in the public opinion of the country. It desires to declare once more that the Protocol of Geneva, even though its articles are submitted to modification, represents in its essential principle the most complete international system of organised peace which will be at the disposal of the peoples in future to establish their security, effect their material and moral disarmament and thus bring in a new era of peace and happiness for mankind.

Dr. EDWARD BENES (Czechoslovakia),

Minister of Foreign Affairs.

Mr. President: Allow me first of all to make a declaration on the subject of the Protocol for the Pacific Settlement of International Disputes, not as Rapporteur but as the representative of Czechoslovakia on the Council of the League.

I had the honour to take an active part in the framing of the Protocol last September. I did so with enthusiasm, for the foreign policy of my country, for which I have been

responsible since the war, has always been inspired by the great principles incorporated by the fifth Assembly in the Protocol. It will continue to be so inspired in the future.

I therefore ask you to excuse me if I affirm once more that the policy of the Czechoslovak Government remains deeply attached to the ideas of the Protocol, and if I undertake to defend the Protocol in a few brief and hastily framed remarks.

Like many other delegates, I and the whole Czechoslovak delegation, as you may remember, and as I repeated before our Parliament at Prague when I gave a report on our work at Geneva, were in no way unconscious of the fact that there were some rather important imperfections and shortcomings in the work that had been performed so rapidly in a few short weeks of feverish labours.

It was quite clear to me that there would be criticism and that it would perhaps be necessary to discuss and rediscuss the various articles and probably that we should be obliged to re-examine all these questions and see how the solutions arrived at might be improved; to consider what could be done immediately and what could only be done by degrees. In short, we realised that time would be needed to complete the work we had undertaken and see it applied in practice.

From this point of view, I consider that the declaration and criticisms made by the British Government have rendered a very great service both to the League and to the idea of the Protocol. We indeed undertook a work of tremendous importance—certain critics even think that this work was beyond our powers—and this work must be considered from every point of view in order that it should not fail and thereby entail the failure of the League. But, at the same time, I have the impression that the more the Protocol and its principles are criticised, the more the ideas and principles it incorporates appear necessary to everyone and display their moral force, their vitality and their great significance for the political life of human society after the war. These were my feelings both when listening to Mr. Chamberlain, to M. Briand, to M. Scialoja, and the other members of the Council.

His Excellency Mr. Chamberlain made some important criticisms of various ideas in the Protocol. He criticised—I think rightly—certain details of the Protocols on the one hand and certain general principles in the Protocol on the other. The second class of objections is evidently of considerable importance, since it is directed at the essentials of the Protocol. As examples and criticisms of the first class, I shall quote a few :

The provisions of the Protocol requiring parties to a dispute not to take military or naval measures might react against the victim of aggression and give advantages to the aggressor.

Or another example : The only punishment of an aggressor admitted by the Protocol is the paying of financial damages for his act of aggression. This appears impossible, insufficient, disadvantageous and unjust.

We remember, no doubt, that these objections were raised at the last Assembly. There would certainly be no difficulty whatever in overcoming objections on points of detail of this sort. The objections of a general nature are infinitely more important, and I shall ask permission to say a few words on this subject too.

I understood from the President's declaration that he considered the rigid and universal application of compulsory arbitration to be impossible. This undoubtedly is a serious objection, since it rests on a very important circumstance, namely : the diversity of social, ethnic, geographical and other characteristics of the human groups that would be subject to the procedure of arbitration.

But I shall take the liberty of putting opposite these important facts certain other facts which are of no less importance and whose significance seems to me prophetic for the future : the war destroyed four great empires in Central and Eastern Europe, demolished ancient frontiers, established some ten new States, upset dynasties, unchained social revolutions, destroyed communications and financial systems, put down whole ruling classes and so forth, and produced a most incredible intermingling and incredible cross-currents in the interests of States, nations and classes. The war set nations against each other in this part of the world and created problems of hitherto unknown complexity. From Finland in the north through the Baltic Republics, Poland, Germany, Czechoslovakia and Austria, down the valley of the Danube to Constantinople and Southern Greece, you have regions where thousands of conflicts may break out, beginning to-day by the murder of a frontier-guard or the desecration of a flag and easily ending to-morrow in a terrible war.

To-day all these countries are tired of this state of affairs. They long to be at last delivered from this intolerable position. They know that they have many problems that are almost insoluble psychologically through direct negotiations and have wished to find methods other than violence and direct action to solve these problems. In general, they are small nations of whom M. Briand yesterday spoke so eloquently; they want nothing but peace and security, and that is why the Czechoslovak Government, as one of these nations, insisted so urgently upon the idea of arbitration and the policy of the Protocol. If you notice, gentlemen, it is a striking and extremely symptomatic fact that the majority of the signatories of the Protocol belong to the States inhabiting this danger zone of Europe—

States which hitherto have been considered as politically unripe, intolerant and quarrelsome in comparison with Western Europe. It is these States which to-day ask for compulsory arbitration, put their signature to such arbitration and wish to make it general.

I repeat that there can be no more striking fact and no fact which can show better how rapidly nations may ripen and become ready to realise the highest aims and political ideals. Would anyone have dared to believe this ten years ago?

I agree that no principle—and *a fortiori* the principle of arbitration—should be applied too rigidly. But yesterday we heard the statements of M. Mello-Francò and M. Guani when they spoke of the way arbitration worked on the American Continent. It seems to me quite possible to apply it by degrees to the European Continent while taking into consideration all the special circumstances. I do not despair of the future. Furthermore, we were of the opinion that arbitration will always constitute a powerful guarantee for all who co-operate to give security to States that are particularly threatened, since arbitration will prevent their being drawn lightly into conflicts.

But here we meet one more serious general objection made in the President's statement: the Covenant is quite capable of settling a certain number of less serious cases, but it could not prevent the extreme case: that is the case of a deliberate and intentionally provoked war. For, in the last resort, there is no other guarantee but the plighted word which is either respected or not respected. With the Protocol and with arbitration we are in precisely the same position; they may settle a certain number of less serious conflicts for which incidentally the Covenant is sufficient, but they cannot prevent the extreme case of war.

Here, a misunderstanding, or rather an inaccurate interpretation, of the meaning of the authors of the Protocol has crept into the argument contained in the British statement. This statement, indeed, maintains:

(1) That the Protocol is in the same position as the Covenant because it cannot settle conflicts other than those provided for in the Covenant itself; and

(2) That what the authors of the Protocol were concerned with was not the incompleteness of the Covenant *but the fact that it would not be observed*—that is: the question of *whether the signatures affixed to it would be requested or not*. Now, if the Covenant is not lived up to, the Protocol will not be lived up to either. And, since in these circumstances the Protocol gives us nothing more than the Covenant, it is useless.

I should like to establish the fact—and it may be confirmed by consulting the minutes of the debates of the Assembly committees last September—that the one concern of the authors of the Protocol was precisely the *incompleteness of the Covenant*—that is: the fact that there are gaps in the Covenant creating special facilities for signatories to escape their obligations and not to fulfil their duties—gaps which could serve as pretexts for not giving the security and assistance which would otherwise have to be given.

It was solely for this reason and to make less easy the non-fulfilment of the Covenant that the latter was completed in the Protocol by technical procedure and special machinery calculated to remove all pretexts for non-observance and to force the signatories to carry out their obligation without fail, in order to increase the feeling of security and let it operate in the direction of pacification and general tranquillity.

Consequently, the Protocol constitutes a real step in advance in the minds of those who framed it. If, through the Covenant and the system based on it, it will be possible to settle, say, 50 out of 100 disputes, thought the authors of the Protocol, it will be possible to settle many more through the Protocol and the system of arbitration, and perhaps to settle just those conflicts which would otherwise degenerate into war.

That was our aim; we knew very well that we could not make the extreme cases (that is: wars disappear, but we knew that we could improve the Covenant and, by means of the Protocol, settle a greater number of disputes; we knew that the idea could not be carried out at one blow, but we were convinced that we could at least move a step nearer our distant goal.

We at least made this attempt—an imperfect attempt certainly, for we did not wish to embark on a policy of all or nothing and merely note the necessity or the existence of war. For it is a truism that perfection is not of this world, and it is not possible to realise in three or four weeks what thousands of years have not been sufficient to accomplish. In short, we wished to take a step forward, and we were of opinion that, in spite of everything, this step would constitute a considerable progress and that some day it would be realised that it was worth the trouble of attempting. I do not lose my faith in this progress.

There is the third objection of principle in the declaration of the British Government.

In its statement, the British Government expresses the belief that in the Protocol the spirit and balance of the Covenant are destroyed; the Protocol is too much concerned with military sanctions and becomes a war machine instead of an instrument of peace.

It would be very difficult for me to share this opinion. It is true that in the Protocol we have added some details concerning the organisation of military sanctions, but on the

other hand we have also added a whole machinery of arbitration and have thus balanced the two elements already completely contained in essence in the Covenant.

But I think this objection falls before another argument contained in the statement itself : at the end, the statement admits that the best methods of avoiding extreme cases—that is : war—would be to constitute special defensive agreements under the auspices of the League Covenant agreements whose logical corollary would eventually be military arrangements for the defence of peace. If and when a number of such agreements are formed under the auspices of the League, what would be the difference from this point of view between a system such as the Protocol, containing the minimum of military organisation, and the Covenant, completed by a whole system of more or less numerous regional agreements possessing a military side?

I do not see any difference. But the question of regional agreements raised in the British Government's statement, is undoubtedly extremely fruitful. I am very happy to find it again in this document, whose importance has surely escaped no one. For five years I have been championing this idea and particularly in the three last Assemblies. And the approval with which it has been met by M. Scialoja, M. Hymans and other colleagues further confirms my point of view.

But I have a doubt—or, if you will, I cherish a secret hope—which I will confess to you immediately : when the idea of a regional agreement placed under the guidance of the League and of the Covenant comes to be studied seriously, I am almost certain that if it is desired to build up something lasting, solid, and giving real security, it will inevitably become necessary to return to the idea of some kind of protocol, a restricted and partial protocol if you will, a protocol perhaps more elastic than ours and more immediately applicable, but all the same a system analogous to that of the present Protocol. From the moment the League Covenant is adopted as a guide, it becomes impossible to escape the inevitable logic of this admirable document, particularly as this would require the presence of all the Members of the League.

But what is extremely important and gratifying in spite of everything is the fact that the necessity of re-affirming and completing the Covenant in order really to establish peace and security is to-day recognised by everyone. I believe that this aim can finally be attained only by a system containing the principles we have incorporated in the Protocol; but I do not in any way exclude any other kind of consideration, and particularly not the considerations put forward in the British declaration, and I am convinced, as I have said, that criticisms such as those we have here render invaluable service to our labours and to the League.

We want peace and security, and, as I have already said, I think we shall get it sooner or later through some system applying in one form or another the leading ideas of the Protocol. Meanwhile it is perfectly possible to begin by other attempts, for in the end we shall reach the same result.

The only question that remains is how and when we shall reach it. Ways of attaining the end may be different, as we have seen in our discussions, and I hope that the debates in the next Assembly on arbitration will take us a further step forward towards our aim.

I am not pessimistic either as to the time when the aim will be realised; it is obvious that time is necessary for an undertaking of this sort. We must be patient, but at the same time work sincerely and devotedly without ceasing, without becoming weary or discouraged.

The Government of my country will continue, as before, to be guided by the ideas that I have presented here; it is moved by a profound desire to co-operate in and through the League with all other nations in order to realise the high ideals of the Protocol and thus bring its small and modest contribution to the welfare of humanity.

RESOLUTION ADOPTED BY THE COUNCIL

“The Council, having heard the statement of the representative of the British Empire on the Protocol for the Pacific Settlement of International Disputes, and also the declarations of the other Members of the Council;

“Considering that the fifth Assembly, by a resolution unanimously adopted on October 2nd, 1924, decided to recommend to the earnest attention of all the Members of the League the acceptance of the said draft Protocol, and that in the same resolution it invited the Council to undertake certain preparatory work provided for in various articles of the draft Protocol;

“And considering that the Council decided on October 28th, 1924, to undertake itself the work of preparing for the Conference on the Reduction of Armaments, which it had originally asked the Council Committee to undertake at a meeting to be held on November 17th, 1924 :

“Decides :

“a) To refer to the sixth Assembly the above-mentioned declarations of the representative of the British Empire and the other Members of the Council, together with any declarations on the same subject which may be communicated to it by the Governments of the Members of the League, and instructs the Secretary-General to place this question forthwith upon the agenda of the sixth Assembly;

“b) To postpone the work of preparation which it had decided to undertake until the sixth Assembly has given a decision on the question submitted to it.”

Mr. AUSTEN CHAMBERLAIN (British Empire) :

In expressing my concurrence in the resolution which has just been adopted, I desire only to summarise in a sentence what I said yesterday : that the British Government remains firmly attached to the principles of arbitration and disarmament and is anxious to do its share in giving peace and security to the world. If we find ourselves obliged to reject the Protocol it is because we think that in present circumstances the Covenant itself better serves those great objects to which all the countries represented at this Council have, in their discussions of yesterday and to-day, again pledged their support.

II. — Communication from the Canadian Government.

Ottawa, March 10th, 1925.

In response to your communication of October 27th, 1924, enclosing certified true copy of Protocol for the pacific settlement of international disputes and noting that it is open for signature by representatives of all Members of the League, the Government of Canada desires to state that after careful examination of the subject it has come to conclusions which may be summarised as follows :

(1) That Canada should continue to give whole-hearted support to the League of Nations and particularly to its work of conciliation, co-operation and publicity.

(2) That we do not consider it in the interests of Canada, of the British Empire or of the League itself, to recommend to Parliament adherence to the Protocol and particularly to its rigid provisions for application of economic and military sanctions in practically every future war. Among the grounds for this conclusion is the consideration of the effect of the non-participation of the United States upon attempts to enforce the sanctions and particularly so in the case of a contiguous country like Canada.

(3) That as Canada believes firmly in the submission of international disputes to joint enquiry or arbitration and has shared in certain notable undertakings in this field we would be prepared to consider acceptance of the compulsory jurisdiction of the Permanent Court in justiciable disputes with certain reservations, and to consider methods of supplementing the provisions of the Covenant for settlement of non-justiciable issues, including method of joint investigation, reserving ultimate decision in domestic issues and without undertaking further obligations to enforce decisions in case of other States.

(4) That Canada would be prepared to take part in any general conference on reduction of armaments which did not involve prior acceptance of Protocol.

(Signed) W. L. MACKENZIE KING,

Prime Minister and Secretary of State for External Affairs.

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I. — Summary of the Month.

• Plenary meetings of the Committee for the Progressive Codification of International Law, the Health Committee, the Supervisory Commission and the Committee for the Allocation of Expenses; an extraordinary session of the Permanent Court of International Justice; and meetings of special committees of inquiry and sub-committees on questions of wireless telegraphy, the manufacture of arms and

the jurisdiction of the Danube Commission were among the principal events of the month.

The Permanent Court of International Justice met on April 14th to prepare its advisory opinion on the Polish-Danzig postal dispute.

The Committee for the Progressive Codification of International Law, which met in Geneva for the first time, drew up its programme of work.

The fourth plenary session of the Health Committee was devoted to the examination of a large number of questions, including the work of its Epidemiological Intelligence Service and its Malaria Commission.

In the domain of international communications, progress was made in inquiries as to jurisdiction of the European Commission of the Danube and on navigation problems on the Rhine and the Danube. The question of the international regulation of wireless telegraphy and, especially, the forthcoming conferences on the subject at Paris and Washington, were discussed by a special committee. The constitution and entry in functions of the Memel Harbour Board were notified to the Secretariat.

The Governing Body of the International University Information Office held a short session at Geneva for the purpose of making arrangements for the preparation of an annual international list of the most important works published.

The Saar Governing Commission forwarded to the Secretary-General its twenty-first periodical report.

II. — The Permanent Court of International Justice.

THE POLISH POSTAL SERVICE AT DANZIG

The Permanent Court of International Justice met on April 14th in extraordinary session, in order to give an Advisory Opinion on certain questions concerning the Polish postal service at Danzig. The Court was composed as follows : M. Huber, President; Dr. B. C. J. Loder, former President; M. Weiss, Vice-President; Viscount Finlay, G. C. M. G., M. Rafael Altamira, M. Yorozu Oda, Commendatore D. Anzilotti, M. Yovanovitch, M. Beichmann, M. D. Negulesco and M. Wang.

At its early meetings the Court had to decide, whether there was any occasion for the moment to hold a public hearing. In accordance with the practice followed in connection with previous advisory opinions, the Registrar had informed the interested States that, should they wish to furnish information either in writing or orally, they should notify the Court to this effect.

Hitherto this step had invariably led to the holding of a public hearing at the beginning of the session at the request of the interested parties. On this occasion, however, as no request for permission to make an oral statement had been received at the expiration of the time fixed, the Court decided not to hold a public hearing, but reserved the right, if necessary, to ask for any oral information which might subsequently appear desirable for the preparation of its opinion.

Up to the present the two interested States have only submitted written statements, that is to say memoranda and counter-memoranda.

III. — Reduction of Armaments.

THE PRIVATE MANUFACTURE OF ARMS

The Committee of Enquiry appointed by the Co-ordination Commission to address an enquiry to Governments on the subject of the private manufacture of arms met at Paris on April 21st.

The Committee, which was composed of M. Cobian (Spain), M. Guani (Uruguay) and M. Veverka (Czechoslovakia), drew up a draft questionnaire to be sent to Governments. In accordance with the Council's decision, the draft will be forwarded in the first place to the organisations represented on the Co-ordination Commission, thus enabling them to present their observations, which the Committee will examine at its next session.

IV. — General Questions.

1. — FIRST MEETING OF THE COMMITTEE FOR THE PROGRESSIVE CODIFICATION OF INTERNATIONAL LAW

The Committee of experts which was appointed last December by the Council, in conformity with a resolution of the Fifth Assembly, to study the question of the progressive codification of international law, met from April 1st to 8th at Geneva with Mr. Hammarskjöld (Sweden), in the chair.

At this meeting, which was attended by all the members, with the exception of Mr. Botella (Spain) and the expert in Moslem Law, who has not yet been nominated, the Committee traced the outlines of its activity and agreed upon its methods of work.

In his opening speech, the Chairman recalled that international law derived its essential force from a general sense of justice rather than from formal written texts. Although the formulation of law in writing might appear, he added, in certain cases, to hamper its continuous and organic development, codification on the other hand was obviously of the greatest value in securing certainty and clearness. These advantages were especially valuable in international law. In this domain the facilities for lawmaking could not be compared with those provided by national legislation. Mr. Hammarskjöld further declared that the codification of international law, which could never be regarded as complete or final, could only progress slowly and by stages. After passing in review the achievements of authoritative bodies in this domain, such as the Institute of International Law and the International Law Association, Mr. Hammarskjöld pointed out that the task which the Committee was called upon to fulfil was not to draw up a code of international law, but to prepare a provisional list of subjects, the regulation of which by international agreement would seem most desirable and realisable. This list, he added, should not consist in a simple enumeration of chapters, but should be sufficiently detailed to enable Governments to decide upon which points efforts for the development of international law should be concentrated.

The Committee was of opinion that the word "codification" should be taken in its widest sense, and that experimental methods should be made use of, without entering into the question of codification in the abstract. The Committee will deal with questions of public international law as well as with questions of private international law.

The Committee postponed to its second session, which will take place in December or January next, the examination of questions of private international law. Questions relating to war and neutrality were reserved for later examination. It appointed a number of sub-committees to study certain subjects and requested them to report before October 15th, 1925.

• • The Committee further requested the following international associations to co-operate in its work : the Institute of International Law, the American Institute of International Law, the International Law Association, the *Institut ibérique de Droit comparé*, the *Union juridique internationale*, the American Society of International Law, the International Maritime Committee and the *Société de Législation comparée*.

Eleven Sub-Committees were appointed by the Committee to study the following questions :

- 1) *Nationality*. — Rapporteur: M. RUNDSTEIN (Poland); Members: M. MAGALHAES (Portugal), M. SCHUCKING (Germany).
- 2) *Territorial Waters*. — Rapporteur: M. SCHUCKING (Germany); Members: M. MAGALHAES (Portugal) and Mr. WICKERSHAM (United States).
- 3) *Diplomatic privileges and immunities*. — Rapporteur: M. DIENA (Italy); Member: M. MASTNY (Czechoslovakia).
- 4) *Legal status of ships owned by the State and used for Trade*. — Rapporteur: M. MAGALHAES (Portugal); Member: Mr. BRIERLY (Great Britain).
- 5) *Extradition and criminal Jurisdiction of States with regard to crimes perpetrated outside of their territories*. — Rapporteur: Mr. BRIERLY (Great Britain); Member: M. DE VISSCHER (Belgium).
- 6) *Responsibility of States for damages suffered within their territories by foreigners*. — Rapporteur: M. GUERRERO (Salvador); Members: M. DE VISSCHER (Belgium) and M. WANG (China).
- 7) *Procedure of International Conferences and the conclusion and drafting of Treaties*. — Rapporteur: M. AMSTNY (Czechoslovakia); Member: M. RUNDSTEIN (Poland).
- 8) *Suppression of Piracy*. — Rapporteur: M. MATSUDA (Japan); Member: M. WANG (China).
- 9) *Limitation*. — Sole Member: M. DE VISSCHER (Belgium).
- 10) *Exploitation of the Produce of the Sea*. — Sole Member: M. SUAREZ (Argentine).
- 11) *List of subjects of private international law*. — Rapporteur: Mr. BRIERLY; Member: M. DE VISSCHER (Belgium).

2. — INTERNATIONAL ENGAGEMENTS

a) *Registration.*

Among the treaties and international engagements deposited for registration in April figure :

A Treaty of Friendship between Persia and Afghanistan, signed at Teheran on June 22nd, 1921;

An Agreement between Great Britain and Germany concerning amendments in the method of administering the German Reparation Recovery Act 1921, signed at Berlin on April 3rd, 1925;

An exchange of notes between the British and the Belgian Governments relating to the adhesion of Southern Rhodesia and New-Foundland to the Anglo-Belgian Convention signed on June 21st, 1922;

An exchange of notes between the British and French Governments relating to facilities to be granted to members of the British and French Navies when passing through French or British Territory;

An exchange of notes between the British and the Belgian Governments confirming the provisional Agreement of August 19th, 1922, signed at Nairobi and relating to the postal order and parcel post traffic between Belgian Congo and the Protectorates of Kenya and Uganda;

An Agreement between Great Britain and the United States relating to parcel post traffic, signed at Washington on October 1st, and at London on October 27th, 1924;

The Convention of the Pan-American Postal Union signed at Buenos-Aires on September 15th, 1921.

b) *Ratifications, adhesions etc.*

The Danish Government has deposited at the Secretariat the instrument of ratification of the Protocol relating to Arbitration Clauses in Commercial Contracts (Geneva, September 24th, 1923).

The British Government has forwarded to the Secretariat the Act of Adhesion by Great Britain on behalf of Newfoundland and Southern Rhodesia to the Transit Conventions of December 9th, 1923 (Convention and Statute on the International Regime of Railways, Convention and Statute on the International Regime of Maritime Ports, Convention on the Transmission in Transit of Electric Power and the Convention on the Development of Hydraulic Power).

The Hungarian Government has deposited at the Secretariat the instruments of ratification of the International Convention for the Suppression of the Traffic in Women and Children.

The Secretariat has been notified of the adhesion of the Irish Free State, Lithuania and Tanganyika to the International Wireless Convention of 1912.

The Saar Governing Commission has informed the Secretariat of the adhesion of the Saar Territory to the International Motor Traffic signed at Paris on October 11th, 1909.

3. — APPOINTMENT OF REPRESENTATIVES TO THE LEAGUE OF NATIONS

a) *Appointment of a Chilean Representative.*

The Chilean Government has notified the Secretary General of the re-organisation of its delegation to the League.

Mr. Emilio Bello Codesido has been appointed President of the Delegation, with an ambassador's rank. He will arrive at Geneva at the beginning of May and will represent Chile at the Seventh International Labour Conference. To the Delegation will be attached a permanent secretariat whose chief will be Mr. G. Valdès Mendeville, Chilean Chargé d'Affaires in Switzerland.

Mr. Emilio Bello Codesido, formerly Foreign Minister and President of the Council, was during the last few months the chief executive authority in Chile. Before this he was a member of the Chilean Parliament and represented his country at the Pan-American Conferences.

b) *Appointment of a Lithuanian Representative.*

The Lithuanian Government has informed the Secretary General that it has accredited Mr. Dovas Zaunius, its Minister in Switzerland, as its permanent delegate to the League of Nations.

4. — MEETING OF THE SUPERVISORY COMMISSION

The Supervisory Commission met on April 29th, at Geneva with M. Stefan Osusky (Czechoslovakia) in the chair. The other members present were: Lord Meston of Agra (India), M. Réveillaud (France), M. Nederbragt (Netherlands) and M. Luis Waddington (Chile).

The Commission examined the audited accounts for the past fiscal year and the draft budget for 1926, which will be submitted to the Sixth Assembly. It also considered financial and administrative questions referred to it by the Assembly and the Council.

5. — VISIT OF A DELEGATION OF THE INTERALLIED FEDERATION OF EX-SERVICEMEN

On April 25th, a delegation of the Interallied Federation of Ex-Servicemen representing ex-servicemen's organisations in nine Allied countries, paid an official visit to the Secretary General of the League, for the purpose of discussing the possi-

bility of closer co-operation between the League and Ex-Servicemen's Organisations, as advocated at the London Congress of the Federation in 1924.

The Delegation was presided over by Colonel T. W. Miller, President of the Federation and a member of the National Executive Committee of the American Legion. Colonel Miller was accompanied by Lieutenant-Colonel George Grosfield, D. S. O., Vice-President of the Federation and Vice-Chairman of the British Legion, and by Mr. P. V. Stoughton, adjutant of the Paris headquarters of the Federation.

The Federation, through its component organisations in Belgium, the United States, France, Great Britain, Italy, Poland, Roumania, the Kingdom of the Serbs, Croats and Slovenes, and Czechoslovakia, has a membership of roughly four million ex-servicemen and is organising a Women's Auxiliary with a membership of about one million women.

The results of this visit will be embodied in a general report on the effective application of the resolutions of the London Congress to be made by officers of the Federation to the next general meeting, which is to be held in Rome on September 10th, 1925, at the invitation and under the auspices of the Italian Government.

V. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *Fourth Session of the Health Committee.*

The Health Committee held its fourth session from April 20th to 25th at Geneva, with Dr. Madsen (Denmark) in the chair. The other members present were : M. O. Velghe, vice-president (Belgium), M. Léon Bernard, vice-president (France), M. Lutrario, vice-president (Italy), Sir George Buchanan (Great Britain), M. J. Cantacuzene (Roumania), M. Carrière (Switzerland), M. Chodzko (Poland), M. Jitta (Netherlands), M. R. Jorge (Portugal), M. Tsurumi (Japan), M. Nocht (Germany), M. Ottolenghi (Italy), M. Pittaluga (Spain), and M. Raynaud (France).

Interchanges of Public Health Officers. — The first question dealt with was the approval of the programme of interchanges for 1926, providing for collective interchanges in Great Britain, Germany and Denmark, the continuation of the participation of Latin-American countries in the interchanges, a collective study tour to be organised in Africa in accordance with the recommendations of the Congress of Tropical Medicine held in Loanda in 1923, an interchange of specialists in child-welfare, a conference of port health officers from the Mediterranean and Black Sea, a number of individual fellowships and a first interchange of sanitary engineers.

Epidemiological Intelligence Service. — In pursuance of its central task of establishing co-operation between the national health administrations, the Health Committee devoted considerable attention to the development and perfection of its international service of epidemiological intelligence. Postal information is now being received regularly from all European countries (except Albania and Portugal), from all the countries of North America, Australasia, and from such African and Asiatic territories as possess a statistical service. By means of the Far Eastern Bureau of the Epidemiological Intelligence Service just established at Singapore, wireless information is now being received weekly on the incidence of cholera and plague in Far Eastern ports. The Health Committee authorised endeavours to obtain from the health administrations concerned similar telegraphic infor-

mation from Mediterranean and Black Sea ports. All this material is worked up into regular epidemiological bulletins, which will eventually be wirelessly to all health administrations.

Public Health Instruction. — The work of the Commission on Public Health Instruction was approved and the Committee gave instructions to proceed on the same lines, namely to ascertain which of the factors in the teaching of hygiene in different countries may be utilised to the best advantage for promoting human welfare and to analyse the different kinds of instruction in hygiene in relation to general medical education and to the habits of the public.

Tuberculosis enquiry. — It was decided to continue the work of the Tuberculosis Commission on the incidence of tuberculosis with the principal object of ascertaining the cause of the general decline in tuberculosis and the reasons for the great differences in tuberculosis mortality and morbidity in different countries. It is hoped that this investigation will throw light on the relative importance of the different causes of tuberculosis.

Cancer Commission. — The Cancer Commission of the Health Committee is for the moment confining itself to the investigation of the specific problem of the difference in cancer mortality in various countries. The cancer mortality in certain cases, for example, is twice as great in England as in Italy. The work done so far has established the fact that this difference is real, and not an apparent difference due to such causes as better diagnosis or more accurate statistics. Future investigations will comprise work in the United States and Switzerland, under the direction of the national health authorities.

Abuse of patent medicines. — The Health Committee further decided that two of its members should present a preliminary report for the next session in regard to abuses arising from the use of patent medicines.

Enquiries and Investigations. — The Health Committee adopted the report of its Permanent Standards Committee on the standardisation of sera and serological tests. It requested its Portuguese member to study and report on certain questions concerning the epidemiology of smallpox, and two other members to make a preliminary study of Mediterranean leishmaniosis, and adopted the report presented by its Opium Commission asking the Permanent Committee of the *Office international*, in accordance with Article X of the Opium Convention of 1925, to state whether two new medical preparations derived from morphine and codeine should be added to the preparations dealt with by the Convention.

The Health Committee decided to collect information, as suggested by the International Emigration Conference held in Rome in May, 1924, on sanitary regulations concerning emigration and immigration, and to refer to the Permanent Committee of the *Office international* the question of the advisability of inserting special articles relating to emigrants in the International Sanitary Convention.

The Malaria Commission. — The Health Committee approved the report of its Malaria Commission (1). It recommended to the Albanian Government, on the basis of the report prepared by its special investigator at the request of that Government, that the latter should start an anti-malaria campaign on the lines suggested in the investigator's report, taking into account the necessity for the co-operation of the inhabitants, especially of the professional classes, as well as the advisability of availing itself of the help offered by the League of Red Cross Societies with regard to educational anti-malaria propaganda.

(1) See *Monthly Summary*, Vol. V, No. 3, p. 67.

A request of the Turkish Government for the recommendation of a competent malariologist to organise an anti-malaria campaign in Turkey was noted, but it was decided to take no action until further information had been received from the Turkish authorities.

The report of the investigator sent to Persia at the request of the Persian Government was approved. The Committee advised the Persian Government to develop its municipal health organisation and to institute a modern system of health supervision on its more exposed frontiers. The Health Committee further recommended that facilities should be given for a medical representative of the Municipal Health Service of Teheran to undertake a study tour for five or six months in certain selected Western States where municipal health administration was efficient.

Representation at Conferences and Congresses. — The Health Committee agreed that its Malaria Commission should be represented at the Rome Malaria Conference in October. It noted the report of its representative at the Pan-American Sanitary Conference at Havana last November and requested its Far Eastern Bureau to keep in touch with the Director of the Pan-Pacific Union regarding the summoning of a Pan-Pacific Red Cross Conference in 1928. The Committee decided to send a representative to the meeting of the International Council of Nurses in Helsingfors (July 20th to 25th) and forwarded to the Permanent Committee of the *Office international* a proposal of its Japanese member for the formation of a preparatory Committee to compare the texts of the conventions for submission to the International Sanitary Conference to be convened by the French Government.

Contact with Governments. — Lastly, the Health Committee expressed its appreciation to the governments of Czechoslovakia and Roumania for the proof they had given of their interest in the work of the Health Organisation by establishing special Bureaux in their respective health administrations to facilitate co-operation with the Health Committee and its Advisory Council (the Permanent Committee of the *Office international*).

b) *The Singapore Conference* (1).

The Singapore Conference for the inauguration of the Far Eastern Epidemiological Intelligence Bureau, which met from February the 4th to 13th, was attended by delegates from the Public Health Administrations of British North Borneo, Ceylon, China, Dutch East Indies, Federated Malay States, French Indo-China, Hongkong, India, Japan, the Philippine Islands and the Straits Settlements. The League Health Section was represented by Dr. Norman White of the League Epidemics Commission.

The Governor of the Straits Settlements, in his opening speech, drew attention to the fact that the early collection and transmission of accurate information on the incidence of infectious disease was a prime factor towards its prevention. The systematic collection of epidemiological intelligence, the sharing of information concerning the sanitary laws and measures against infection in each country, the pooling of common knowledge, all, he added, would conduce to effective action against the common enemy. The Conference discussed plans for the operation of the Far Eastern Epidemiological Intelligence Bureau, the best methods of gathering and transmitting information to Governments and to the Health Office at Geneva, and methods of co-operation with the various governments. All present insisted on the primary importance of prompt and complete notification of epidemics as the basis of an effective and intelligent port health procedure.

(1) See *Monthly Summary*, Vol. V, No. 2, p. 44.

Subject to the approval of the Governments concerned, the Conference made provision for the telegraphic notification to the Bureau of the first appearance in any port in Asia, east of Suez, or in Australasia, of cholera, plague, smallpox, yellow fever or other infectious diseases, of the total of deaths from plague, cholera or smallpox in important ports, of instances of rat-plague and particulars of any unusual epidemics in the countries interested. The Conference further decided that weekly letters should be sent to the Bureau giving relevant supplementary information including reports from ports of secondary importance. It was also decided that endeavours should be made to obtain and distribute regular reports from Camaran, El Tor, Jeddah and Mecca during the annual pilgrimages, as well as regular information from Egypt and the East coast of Africa as far south as Cape Town.

The Bureau in its turn will telegraph to all Far Eastern Governments and the Health Section at Geneva a weekly summary of all telegraphic information received. It will confirm its weekly telegram by a leaflet in which health news from any source of interest to eastern countries will be incorporated, and will issue monthly and annual publications.

The Conference decided that any of the administrations concerned should have the right to apply to the Bureau at any time for information, and that the Bureau should be authorised to send in urgent cases emergency telegrams communicating, if necessary, direct with any port health officer in Eastern waters (all territories between longitudes 20 and 160 east of Greenwich and latitude 40 north and 40 south). In such cases a duplicate telegram should be addressed simultaneously to the central administration.

- The weekly telegram sent by the Bureau will be cabled to Saigon; from Saigon, by the courtesy of the Government of French Indo-China, the telegram will be broadcast every Thursday at 8.30 a.m., local time; it will be picked up by the Far Eastern Administrations as well as by the French wireless station of Ste. Assise near Bordeaux, taken down in Paris, telephoned to Geneva and there incorporated by the Central Epidemiological Service with news received from other sources by cable and wireless. From Geneva, the complete Health Bulletin will be wirelessly to all the Health Administrations of the world.

The Conference recommended that every facility should be given by the Bureau to medical officers deputed by any of the Far Eastern Administrations to study the work of the Bureau, or to carry out investigations with the material available therein, and expressed the opinion that an Advisory Council, composed of technical representatives of the countries concerned, would be of great value in the development of the activities of the Bureau. This Council might meet once a year, deal with urgent questions in the intervals of the sessions by correspondence, and function as a special Commission of the League Health Committee, to which it would report.

- The budget for the initial expenses of the Bureau is being met by the generous contribution of the sum of 125,000 dollars for five years, given by the Rockefeller Foundation on the condition that not more than 50,000 dollars shall be used in any one year. It is expected that, when the utility of the Bureau shall have been demonstrated, its cost of maintenance will ultimately be met by the local Governments concerned.

The representatives of Siam and the Straits Settlements stated that their Governments were willing to bear a reasonable share of the expenses of the Bureau and the other representatives expressed the general willingness of their administrations to give this matter favourable consideration when experience had shown the value of the Bureau.

After the Conference the Bureau was set up with Dr. Gilbert Brooke, of the Straits Settlements' Medical Service, as Director. The first Bulletin was broadcast on April 4th.

Before returning, Dr. Norman White paid a short visit to Saigon in order to thank the Government of French Indo-China for its generous assistance and to make the final arrangements for the broadcasting of the Bulletin.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *The Financial Reconstruction of Hungary.*

(Information from the Commissioner-General's Office.)

With the month of April the first year of the League's reconstruction work in Hungary came to an end. A brief survey of the results achieved is given below.

When the Hungarian Parliament, on April 17th, 1924, voted the Reconstruction Act by which the League Scheme became part of the law of the land, the crown had fallen to about one fifteen-thousandth of its pre-war value. The most obvious method of arresting the downward course and making it once more possible to balance the budget seemed to be a loan out of which deficits might be met without having recourse to inflation. The cardinal point of the scheme was thus a long-term foreign loan, secured by certain revenues, the yield of which was placed in the hands of a Commissioner-General appointed by the League to supervise the carrying out of a far-reaching programme of reform. The scheme also provided for the establishment of a Bank of Issue independent of the Government, under rules strictly limiting the note circulation.

The Commissioner-General took up his duties in Budapest on May 1st 1924. Negotiations for the foreign loan began soon afterwards, and led, in June, to the successful placing of the amount of 250 million gold crowns contemplated in the scheme. The new Bank of Issue opened for business on June 24th. The crown, which had declined still further while there was any uncertainty as to the result of the loan negotiations, began to recover and soon reached a point (346,000 to the pound sterling) at which it has remained stable, in terms of sterling, ever since.

Provision had been made in the League Scheme for meeting deficits out of the loan proceeds up to the end of the financial year closing June 30th 1926, by which time the budget was to balance. The amount set aside for the first half of the calendar year 1924 has been spent. Since then, the July, August and September deficits were more than offset by surplus revenue in the ensuing months. At the present time deficits are once more being estimated in the preliminary monthly budgets, as the revenues during the spring are lower than at any other time of year. There is however a prospect that the financial year will close on June 30th next without recourse being made to the loan proceeds to meet deficits, although 100 million gold crowns were available within the limits laid down by the plan. *Thus the Hungarian budget is actually balanced at the present moment, more than a year in advance of the programme*, a situation which it may be possible to maintain if the Government is able to prevent expenditure from rising unduly.

As regards the general situation there is a great need of long-term credits both for agriculture and industry, and interest rates remain high. Wages in the aggregate have improved to approximately the 1913 gold level, though they would have to show a further increase of some 30% in order to have the same purchasing power as then. Prices have been slowly but steadily declining, and bank and savings bank deposits have increased fourfold in the course of the year.

What remains for the Hungarian Government to do is by no means the lightest part of the task that has to be accomplished before it can be said that the country has been placed on a sound footing financially. At present some 60% of the budget is spent in salaries, but as the number of state officials in present Hungary, especially those of the higher classes, is larger than the country requires, the individual salaries are low. The reduction of staff will have to be gradual. A select committee is at work on this problem and much depends on the result of its labours.

b) *The Financial Reconstruction of Austria.*

(Information from the Commissioner-General's Office.)

• During the past month various measures were taken in execution of the Agreement of September, 1924. A decree dated March 24th re-established the free exchange traffic; decrees prohibiting the export of Austrian money and the granting of credits in Austrian money to foreigners were repealed, and the tax on profits was reduced from 36% and more to 25%.

The Austrian Parliament passed a new law concerning the reduction of the number of civil servants with a view to the effective application of the provisions of the reconstruction plan. The total number of officials dismissed since October 1st, 1922, was 73,963 on April 18th.

Budget Estimates. — The Austrian Government communicated to the Commissioner-General the following estimates for April :

	Administration	Investments (Millions of shillings)	Total
Expenditure	71.85	6.11	77.96
Revenues.	<u>73.81</u>	<u>0.45</u>	<u>73.36</u>
Deficit.		6.56	4.60

(or a *surplus* of 1.96 without the investments)

Assigned Revenues. — The yield in March of the revenues assigned for the loan service was 35.3 million shillings (20.5 millions from the tobacco monopoly and 14.8 millions from the customs).

General Situation. — The number of unemployed fell from 189,000 at the beginning of March to 176,440 at the beginning of April.

Bank and savings bank deposits increased from 32.6 million shillings at the beginning of March to 34.7 millions at the beginning of April. The cost of living index fell by two points during the same period.

The weekly balance-sheet (April 15th) of the Austrian National Bank shews note circulation of 741.1 million shillings with 46.2% cover in gold and foreign monies. If current accounts for 75.6 millions be added to this sum, it will be seen that total commitments of 816.8 shillings are covered to the extent of 42% by gold and foreign monies.

c) *Distribution of the Ottoman Public Debt.*

On April 18th, the Arbitrator for disputes in connection with the distribution of the Ottoman Public Debt, M. Eugène Borel, who was appointed by the Council in conformity with the Treaty of Lausanne, deposited his arbitral award at the League Secretariat and notified his decision to the interested parties.

The Treaty of Lausanne provides for the distribution of the Ottoman Public Debt among Turkey, States in whose favour territory has been detached from the Ottoman Empire since 1912, and States created since the war in territories formerly belonging to Turkey in Asia. The distribution concerns both the annual charges and the capital of the debt.

The Council of the Ottoman Public Debt had already determined the annuities payable by the States concerned. Several States, however, having made use of the right conferred upon them by the Treaty to appeal against the decisions of the Council of the Debt, the Council of the League appointed M. Borel as Arbitrator.

M. Borel, who took up his duties on January 20th, was called upon to give his decision in three months. After hearing the representatives of the interested parties—Syria and Lebanon (territories under French mandate), Iraq, Palestine

and Transjordan (territories under British mandate), Bulgaria, Greece, Italy and Turkey—who appeared before him at Geneva in March, M. Borel settled all the points at issue, including questions as to dates, assigned revenues and the scale to be applied for the allocation of revenues.

As certain decisions of the Arbitrator confirmed the views of the appellants, M. Borel took steps for the revision of the plans drawn up by the Council of the Debt, in so far as this was necessary.

The distribution of the capital, which will follow shortly upon that of the annuities, is entrusted by the Treaty to a Commission, which will meet in Paris. In the event of failure to reach agreement, M. Borel will also be called upon to give an award on the distribution of the capital of the debt.

3. — COMMUNICATIONS AND TRANSIT

a) *Meeting of the Special Committee of Enquiry on Telegraphic Questions.*

The Committee on Telegraphic Questions of the League Organisation for Communications and Transit met at Geneva on April 14th and 15th for the purpose of examining the situation of wireless communications in the light of the convocation of an international telegraphic Conference in Paris and of the approaching convocation of the Washington Conference for the revision of the Convention of 1912.

The question of telegraphic communications was in the first place brought before the Organisation for Communications and Transit in the form of provisional instructions from the Conference for the re-establishment of postal, telegraph and telephone services, which was held in Paris in July, 1920, on the initiative, and with the co-operation of the Communications Section of the Supreme Economic Council.

Subsequently, on the proposal of the Italian representative, the Council of the League, in April, 1923, invited the Advisory and Technical Committee for Communications and Transit to appoint a committee of experts to assist in drawing up, as soon as possible, new regulations for international wireless.

This Committee, at its sessions in July, 1923, in London and in November, 1923, at Geneva, endeavoured to bring about the meeting of a general conference on electric communications on the basis of the decisions taken at Washington in 1920.

At its April session, the Committee came to the conclusion that it would be desirable to summon in 1926 a preliminary Radio-Telegraphic Conference of all European States. The object of this preliminary conference would be to assist in preparing the work of the conference for the revision of the London Convention of 1912 which the American Government proposes to summon in Washington. For this purpose, the preliminary conference would be able to utilise the work of the telegraphic conference summoned by the French Government to meet in Paris on September 1st, 1925.

In this connection, the Committee expressed the opinion that it would be desirable for the Washington Conference to be convened in 1927 in order to be able to appreciate the practical bearing of the decisions of the Paris Conference, in so far as they might concern wireless telegraphy between fixed stations.

The preliminary conference might also, if necessary, examine all questions not included in the agenda of the Washington Conference, or which might be considered suitable for the conclusion of international agreements, such as questions of wireless telephony. The Committee considered that the conference might be summoned on the initiative of the League Organisation for Communications and Transit in agreement with the administrations concerned.

The Committee further decided to draw the attention of the Washington Conference to a resolution of the Sub-Committee on Ports and Maritime Navigation,

emphasising the urgency of drawing up international regulations in respect of radio-telegraphic communications relating to safety at sea and the protection of shipping. The Sub-Committee on Ports and Maritime Navigation had also recommended that any conference considering these questions should be organised in such a way as to take into account not only the technical point of view, but also the effects which the settlement of the question would have on international maritime trade.

The Committee also decided to draw the attention of administrations, members of the International Wireless Union, to the fact that the excessive communication of wireless press telegrams to large passenger ships might, in certain cases, interfere with the receipt of signals of distress.

Finally, the Committee noted that the States Members of the League had taken the necessary steps to place on the agenda of the Paris Conference the resolution of the Fifth Assembly regarding the use of Esperanto as a language *en clair* in telegraphic and wireless communications.

The resolutions of the Committee will be communicated to the States Members of the International Telegraphic Union and of the International Wireless Union, to the central offices of these Unions and to the President of the International Wireless Conference at Paris.

b) *The Memel Harbour Board.*

The Chairman of the Memel Harbour Board has informed the Secretary General that the Harbour Board has taken up its duties and is composed of Mr. Thomas Norus-Narusevicius (Chairman), appointed by the Lithuanian Government, Mr. Endrius Borchertas, appointed by the Memel Directorate, and Mr. Yngvar Kjelstrup (Norwegian), appointed by the Chairman of the League Committee for Communications and Transit.

By the Memel Convention, which was drawn up by a special Commission presided over by Mr. Norman Davis, former Under-Secretary of State at Washington, adopted by the Council on March 12th 1924, and signed at Paris on September 27th of the same year, the administration, operation, upkeep and development of the Port of Memel are entrusted to a Harbour Board of three Members representing Lithuanian economic interests, the economic interests of the territory of Memel and the international economic interests served by the Port and particularly those of the districts for which the Port is the natural outlet.

c) *Jurisdiction of the European Commission of the Danube.*

The Special Committee of Enquiry on the jurisdiction of the European Commission of the Danube with regard to the Galatz-Braila section, met at Geneva from March 30th, to April 2nd, when it terminated plans for an enquiry to be conducted later on the spot.

At this meeting, the British Government was represented by Sir Cecil Hurst, legal advisor to the Foreign Office; Mr. Basdevant, legal advisor to the French Foreign Ministry, and Mr. Chargueraud-Hartmann, Secretary of the French Delegations to the River Commissions, represented the French Government; the Italian Government was represented by Mr. Rossetti, Minister Plenipotentiary, Italian Delegate to the Danube Commission, and the Rumanian Government by Mr. Contzescu, Minister Plenipotentiary, Rumanian Delegate to the Danube Commission.

d) *Danube and Rhine Navigation.*

Mr. Walker D. Hines, former Director General of the United States' Railways and later Arbitrator for questions raised in the Peace Treaties concerning the ton-

nage distribution on European waterways, arrived at Geneva in April 1924, in order to begin the investigation of navigation problems on the Danube and the Rhine, for which purpose he had been appointed by the Committee for Communications and Transit.

Mr. Hines first considered the report of his colleague, Major Somervell of the United States' Engineer Corps, who had been granted leave of absence in order to assist him. Major Somervell had already carried out on the spot a preliminary investigation of the navigation conditions on the Danube.

Mr. Hines then drew up detailed plans for a further enquiry to be conducted by Major Somervell during the next few weeks, and drafted the programme for his own investigation when he returns to Europe in June. At that moment he proposes to establish relations with the competent authorities and to visit the principal Danubian ports, including Vienna, Bratislava, Budapest, Belgrade, Orsova, Rustchuk, Galatz and Sulina, after which he will prepare his report.

4. — INTELLECTUAL CO-OPERATION

Meeting of the Governing Body of the International University Information Office.

The Governing Body of the International University Information Office met on April 6th at Geneva.

There were present : M. Julein Luchaire, inspector general of education in France (chairman, in the absence of M. de Reynold); M. Castella, professor at Geneva University (substitute for M. de Reynold); M. Halecki, professor at Warsaw University; Dr. Carrington Lancaster, director of the American Universities, Union in Europe; Dr. Hagbert Wright, director of the London library and Dr. Nitobé, professor at Tokio University.

The Governing Body approved reports on the distribution of the Bulletin of the International University Information Office and on the increase of the number of national University' Offices with which the International Office is in contact. The main purpose, however, of the meeting was to make arrangements for carrying out Dr. Hagbert Wright's plan for the establishment of the list of the best works published in various countries (1).

The yearly publication of a concise list (which should not exceed some 600 volumes) of the best works appearing in various countries would, it is recognised, meet the requirements of a certain number of librarians who consider such a list as the most practical method to enable the different countries to keep in touch with foreign literary and scientific production.

In July 1924, when the Committee on Intellectual Co-operation approved Dr. Hagbert Wright's plan, it expressed the desire that this list should be drawn up with the assistance of the national committees in various countries and that the sole responsibility for the national lists should rest with the persons furnishing the names of the works.

The Governing Body noted that a certain number of the national committees had agreed to appoint qualified persons to draw up the lists for their countries; others had decided to consult librarians and to compose a standard national list based on the co-ordination of the various proposals. It further fixed for each country the maximum number of works to be placed on the list. Countries publishing yearly more than 10,000 works may select 40, those publishing from 5,000 to 10,000 works may select 20, those publishing from 2,500 to 5,000 works may select 10, and countries publishing less than 2,500 may select 5.

The works chosen may deal with the following subjects : history, law, social science, theology, philosophy, belles-lettres, art, geography and travels, philology

(1) See *Monthly Summary*, Vol. V, No. 1, p. 13.

and literary history, exact, natural and applied sciences. They should further be chosen from among works which deal with important subjects, or which have a personal character and are accessible to the educated public.

The general list will be co-ordinated by Dr. Hagbert Wright before its publication in the Bulletin of the International University Information Office; the names of the persons furnishing the national lists will be given.

The Governing Body also had to complete the distribution of a sum of 100,000 lire, which the Italian Red Cross had placed last year at the disposal of the Committee on Intellectual Co-operation in order to assist necessitous Russian intellectual workers.

This sum had been distributed in Belgium, Germany, Esthonia, France, the Netherlands, Poland and in the Kingdom of the Serbs, Croats and Slovenes.

The Governing Body, on the suggestion of M. de Reynold, decided to adress a letter of thanks to the Italian Red Cross and also to professor Einstein and Mr. Ehrerfest who have been of the greatest assistance in distributing the sum placed at the disposal of the Committee.

VI. — Administrative Questions.

TWENTY-FIRST REPORT OF THE SAAR GOVERNING COMMISSION

The Saar Governing Commission has forwarded to the Secretary General its twenty-first periodical report covering the first three months of 1925. The main features of the report are given below.

ECONOMIC AND SOCIAL SITUATION

On January 10th, 1925, the French Customs regime, in conformity with the Treaty of Versailles, was introduced into the Saar Territory. Certain fears which had been expressed with regard to this measure proved groundless. Thanks to the arrangements made by the Governing Commission, all duty free consignments to or from Germany passed the Saar-German frontier before midnight on January 10th.

Despite the inevitable, but transitory, disorganisation attendant on a change of regime, the situation during the first three months of 1925 was satisfactory, the production remaining normal. The number of unemployed fell from 1,700 in December last to 1,318 in March, one of the lowest figures on record since 1920. The yield of the mines was 1,309,010 tons in January, 1,223,675 in February and 1,349,408 in March.

The Governing Commission is of opinion that the Franco-German negotiations for the conclusion of a commercial treaty will have considerable bearing on the economic life of the Saar Territory and hopes that the results will contribute to its prosperity. The Commission has done all in its power to defend the interests of the population and to make known to the French Government the *desiderata* of the Territory.

Thanks to the good offices of the Commission, various delegations of the Saar tradesmen, industrials and syndicates have been able to approach the French Government and to present their views.

POLITIC SITUATION

The Advisory Council and the Technical Committee were in session during the whole period covered by the report. They examined draft decrees concerning *inter alia* the constitution of a Labour Chamber, the re-organisation of direct taxes, the revaluation of debts and the organisation of State assistance.

ADMINISTRATION

Development of the local gendarmerie. — The plans for the increase of the local gendarmerie in 1924 have been entirely carried out. During the first 3 months of 1925, 185 men entered the corps, so that on March 31st, its numerical strength was 755 men.

Subsequent to the withdrawal in April of a battalion of *chasseurs à pied*, the French garrison will be composed of an infantry regiment, a cavalry regiment and a bataillon of *chasseurs*.

Re-introduction of Central European Time. — The occupying authorities in the Rhine province having authorized the introduction on the Rhenish railways of Central European time, the Governing Commission took similar measures in the Saar Territory, thus complying with the wishes of the population.

Administration of Justice. — A High Court of Justice has been constituted for the settlement of disputes between the legal and administrative authorities.

BUDGET

The general budget for 1925 from April 1st 1925 to March 31st 1926 has been submitted to the Governing Commission. This is the first time that a budget has been approved prior to the beginning of the fiscal year. The items are as follows :

	1925		1924
Ordinary expenditure	Frs. 202,646,335	Cf.	Frs. 161,459,960
Extraordinary expenditure.	» 2,881,505		» 3,192,000
Railway deficit	» 14,129,500		» 16,469,000
Postal deficit.	» 3,726,200		» 1,500,187
	Frs. 223,383,540	Cf.	Frs. 182,621,147

Careful estimation of the revenues shews that the budget is balanced.

PUBLIC WORKS

As a result of the incorporation of the Saar in the French Customs Territory on January 10th, 1925, the railway traffic between Germany and the Saar increased considerably during the month preceding the change of regime, decreasing after that date. The situation, in the opinion of the Commission, is at present normal.

In order to extend the market for Saar industrial produce, an inquiry was undertaken in co-operation with foreign railway companies with a view to introducing common tariffs for coal and metal consignments for neighbouring and more distant countries.

As the result of this inquiry, a common goods tariff has been introduced for the Saar, France and countries reached through France. The introduction of similar measures is contemplated with regard to the Saar-German traffic.

The construction of a port and a customs warehouse, which is nearly finished, will, it is hoped, contribute to the prosperity of the Saar river traffic.

The figures for up and down traffic in 1924 were respectively 917,436 and 900,357 tons.

EDUCATION

Subsequent to the decision of the Council with regard to the attendance by German children of the French mines' schools, the Commission published in the Official Journal of the Territory (February 23rd, 1925) a declaration explaining

the scope and the meaning of the decrees authorising such attendance. The Commission further stated that children whose parents were not employed in the mines and who had therefore to obtain an authorisation from the Department of Education in order to attend the French schools, would in future only receive such authorisation if the parents were able to give very good grounds for their request.

As there had been some opposition among the teachers with regard to optional instruction in the French language in the primary schools of the Territory, the member of the Governing Commission in charge of the Department of Education addressed to all teachers a circular to the effect that the introduction in primary schools of optional instruction in French did not interfere with individual liberty, and was on the other hand of great advantage for the population of a frontier region.

SOCIAL INSURANCE

The Commission decided to raise the cost of living bonus from 280 to 500 francs for holders of old age, widowers' and widows' annuities; and from 140 to 250 francs for orphans. Both measures to take effect as from January the 1st.

STATE ASSISTANCE

The sum of 1,700,000 francs and 6,000 tons of coal were distributed during the past three months.

AGRICULTURE

Subsequent to requests from the agricultural organisations, a credit of 25,000 francs was reserved from the purchase of grain. Further credits of a total amount of 500,000 francs were placed at the disposal of Saar agricultural circles through the intermediary of two agricultural co-operative banks at a rate of interest of $6\frac{1}{2}$ %.

VII. — Publications of the League of Nations.

THE MARCH NUMBER OF THE MONTHLY BULLETIN OF STATISTICS

The March number of the Monthly Bulletin of Statistics, which has just appeared, contains information based on special official reports concerning the production of coal, iron and steel, the export trade, prices fluctuations, the cost of living, unemployment, the gold reserve, the note circulation and the exchange and discount rate in forty-four countries.

This issue contains further a special table showing the output of coal and lignite in the principal producing countries in 1913 and 1920 to 1924.

VIII. — Forthcoming Events.

- May 17th : Interchange of Public Health Officials, Kingdom of the Serbs, Croats and Slovenes.
May 19th : Seventh International Labour Conference, Geneva.

- May 19th : Conference on Sleeping Sickness, London.
May 20th : Meeting of the Advisory Committee on Traffic in Women and Children,
Geneva.
May 20th : Meeting of the Special Committee of Enquiry on the Jurisdiction
of the Danube Commission, Galatz.
May 25th : Meeting of the Preparatory Committee on the International Fed-
eration for Mutual Assistance, Geneva.
May 26th : Fifteenth session of the Economic Committee, Geneva.
June 2nd : Meeting of the Mixed Sub-Committee on Economic Crises, Geneva.
June 4th : Eighteenth session of the Financial Committee, Geneva.
June 8th : Thirty-fourth session of the Council, Geneva.
June 15th : Ordinary session of the Permanent Court of International Justice,
The Hague.
June 23rd : Meeting of the Permanent Mandates Commission, Geneva.

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MAY 1925

Vol. V. No. 5

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MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

MAY 1925

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I. — Summary of the Month.

The principal event of the month was the International Conference for the Control of the Traffic in Arms, Munitions and Implements of War. This Conference, which assembled for the purpose of discussing a draft convention on the control of the traffic, began on May 4th with delegates from forty-four States present and was still sitting at the end of the month.

The Permanent Court of International Justice read its Advisory Opinion on questions concerning the Polish postal service at Danzig.

Considerable activity was shewn by the League Technical Organisations. The Economic Committee, which met towards the end of the month, continued its study of the question of import and export prohibitions and restrictions. The Austrian Government was notified of the Council's agreement to an inquiry into economic conditions in Austria and economists were appointed to conduct the investigation.

The Conference on Sleeping Sickness in Equatorial Africa, which met in London, drew up plans for an investigation in Uganda and in the regions round Lake Victoria. International interchanges of medical officers continued in Belgium, the Serb-Croat-Slovene Kingdom, the United States and Canada.

A draft convention on tonnage measurement in inland navigation was adopted by the Sub-Committee on Inland Navigation set up by the Committee on Communications and Transit.

The International Committee on Intellectual Co-operation held a plenary meeting in Paris to consider questions in connection with the Institute of Intellectual Co-operation.

In the social field the principal events were the first meetings of the reconstituted Advisory Committee on the Traffic in Women and the Protection of Children and the Preparatory Committee for an International Relief Federation, both of which drew up their programmes of work.

The Acting President of the Council, at the beginning of the month, convened the Sixth Assembly of the League of Nations to meet on Monday, September 7th, at Geneva.

II. — The Permanent Court of International Justice.

1. — SEVENTH SESSION

The extraordinary session of the Permanent Court of International Justice convened for the purpose of preparing an advisory opinion on certain questions concerning the Polish Postal Service at Danzig ⁽¹⁾ was closed on May 16th, when the Court read at a public hearing its opinion on the questions put to it by the Council. These questions were as follows :

(1) Is there in force a decision of General Haking which decides in the manner stated in paragraph 18 of the present High Commissioner's decision of February 2nd, 1925, or otherwise the points at issue regarding the Polish Postal Service, and, if so, does such decision prevent reconsideration by the High Commissioner or the Council of all or any of the points in question.

(2) If the questions set out (a) and (b) below have not been finally decided by General Haking :

(a) Is the Polish postal service at the Port of Danzig restricted to operations which can be performed entirely within its premises in the Heveliusplatz, or is it entitled to set up letter-boxes and collect and deliver postal matter outside those premises?

(b) Is the use of the said service confined to Polish authorities and officials, or can it be used by the public?

The Court replied in the following terms :

The Court is of opinion :

(1) That there is not in force any decision of General Haking which decides in the manner stated in paragraph 18 of the present High Commissioner's decision of February 2nd, 1925, or otherwise, the points at issue regarding the Polish postal service;

(1) See *Monthly Summary*, Vol. V, No. 4, p. 104.

(2) That, within the port of Danzig :

(a) The Polish postal service is entitled to set up letter-boxes and collect and deliver postal matter outside its premises in the Heveliusplatz, and is not restricted to operations which can be performed entirely within those premises;

(b) The use of the said service is open to the public and is not confined to Polish authorities and officials.

The reasons for these conclusions may be summarised as follows :

The documents brought forward as settling the point at issue were two decisions of the High Commissioner dated May 25th, 1922, and December 23rd, 1922; also a letter signed by him, dated January 6th, 1923.

The points on which these decisions were requested and the operative portions of the decisions, which alone have the force of *res judicata*, do not, however, refer to the matter in dispute. Moreover, decisions given by the High Commissioner in the exercise of the judicial functions conferred upon him by the Treaties are only binding as regard the matters which he has been called upon to decide. With regard to the letter, in the Court's opinion it merely expressed the High Commissioner's personal views since it did not possess the characteristics necessary to constitute a decision.

The Court, however, recognised that the decisions referred to definitely settled certain questions indirectly bearing on the dispute, for instance, when they forbade the direct transfer of the contents of boxes placed in the station at Danzig or on the trains, to the Polish mail-coaches.

As regards the restriction of the sphere of operation of the Polish service to the single postal building allotted to it, the Court observed that there was nothing to indicate such restriction in any of the relevant treaties—the Treaty of Versailles, the Convention of Paris (1920), or the Warsaw Agreement (1921). The Court also observed that there was nothing in those instruments to indicate that the use of the service was to be confined to the Polish authorities and denied to the public.

In the absence of an express provision to the contrary, the conclusion was that the Polish postal service was accessible to the public just like an ordinary postal service, and that the relevant clauses would rather seem to indicate that such was really the intention. Nevertheless, as Poland might not, according to the terms of the Treaties, undertake postal operations outside the limits of the port of Danzig, only the public in the port might use the Polish service.

In the last place, the Court laid stress on the fact that the practical application of its Advisory Opinion depended on the delimitation of the area constituting the Port of Danzig from the point of view of the postal service; the Court had not been asked to undertake this delimitation.

The official text of the Opinion was placed in the hands of the Secretary-General on May 18th, so as to enable him to distribute it to the members of the Council three weeks before the beginning of the June session of the Council (1).

2. — GERMAN INTERESTS IN UPPER SILESIA

On May 16th; the German Minister at the Hague filed with the Permanent Court of International Justice a request instituting proceedings, on behalf of the German Government, against the Polish Government in a matter concerning certain German interests in Polish Upper Silesia.

The Application is based on the provisions of Article 23 of the German-Polish Convention of May 15th, 1922, concluded in accordance with the decision of the Conference of Ambassadors of October 20th, 1921, with regard to the division of Upper Silesia between Germany and Poland as a result of the plebiscite held in that territory under Versailles Treaty.

(1) *Monthly Summary*, Vol. 5, No. 4, p. 104.

The Article in question lays down that "should differences of opinion respecting the construction and application of Articles 6 to 22" of the Convention arise between the two Governments "they shall be submitted to the Permanent Court of International Justice for decision".

Articles 6 to 22 deal with Poland's right to expropriate, in Polish Upper Silesia, undertakings and mineral deposits belonging to the group of "major industries", and also large rural estates. They refer, in certain respects, to Articles 92 and 297 of the Versailles Treaty.

Germany's contention is that, in a certain number of cases, Poland has proceeded to take over or to liquidate industrial and rural property in her part of Upper Silesia without being warranted to do so by the substantive law to be found in the provisions just referred to, or without complying with the rules of procedure laid down therein. As concerns certain cases of expropriation of rural property, Germany relies among other things on the rules governing the acquisition by former German nationals of the nationality of a successor State.

Consequently, Germany asks the Court to decide that certain specified legislative or administrative measures taken by Poland with regard to the subject matter above referred to were unlawful under the Treaties in force and, in one instance, to say what should have been the attitude of Poland under the Treaties.

In compliance with Article 40 of its Statute, the Court has communicated the Application to Poland and informed the Members of the League of Nations of its having been filed.

3. — DEPOSIT WITH THE COURT OF INTERNATIONAL AGREEMENTS (1) CONFERRING JURISDICTION UPON IT

By letters dated April 25th and May 20th, 1925, the Swiss Minister at the Hague, under instructions from his Government, officially deposited with the Registry of the Court the following agreements, conferring a certain measure of jurisdiction upon the Court :

Treaty of Conciliation concluded on June 2nd, 1924, between Switzerland and Sweden.

Treaty of Conciliation and Judicial Settlement concluded on September 20th, 1924, between Switzerland and Italy.

Treaty relating to judicial settlement of disputes which may arise between the Swiss Confederation and the Republic of the United States of Brazil, concluded on June 23rd, 1924.

Treaty of Conciliation concluded between Switzerland and Austria on October 11th, 1924.

4. — PREPARATION OF A LIST OF TURKISH LEGAL ADVISERS

On October 26th, 1923, the President of the Court was requested to draw up a list of jurists from which the Turkish Government under the Declaration concerning judicial administration in Turkey signed at Lausanne on July 24th, 1923, would appoint four legal advisers for a period of five years (2).

Provisional steps were immediately taken in order to obtain names of persons qualified to undertake the duties in question, but as the conditions on which the legal advisers were to be engaged were not definitely fixed, the final list could not then be drawn up.

The Turkish Government has now informed the President of the Court of the conditions which it is prepared to grant the officials in question; these conditions include the payment of a net annual salary of 60,000 gold francs.

In these circumstances the President of the Court will be able to prepare and to transmit to the Turkish Government at an early date the list of candidates which he had agreed to furnish.

(Communicated by the Registrar of the Permanent Court of International Justice.)

(1) *Publications of the P. C. I. J.*, Series D., No. 4.

(2) *Monthly Summary*, Vol. 3, No. 11, p. 268.

III. — Conference for the Control of the International Trade in Arms, Munitions and Implements of War.

The Conference convened by the Council for the control of the international trade in arms, munitions and implements of war met on May 4th at Geneva with M. Carton de Wiart, former Belgian Prime Minister, in the chair. The following countries were represented :

Argentine (1)	Italy
Austria	Japan
Belgium	Latvia
Brazil	Lithuania
Bulgaria	Luxembourg
Canada	Netherlands
Chile	Nicaragua
China	Norway
Columbia	Panama
Czechoslovakia	Persia
Denmark	Poland
Egypt	Portugal
Esthonia	Roumania
Ethiopia	Salvador
Finland	Serb, Croat, Slovene Kingdom
France	Spain
Germany	Sweden
Great Britain	Switzerland
Greece	Turkey
Hungary	United States
India	Uruguay
Irish Free State	Venezuela

In his opening speech M. Carton de Wiart, after a historical survey of the question, described the salient features of the Draft Convention submitted for discussion. This draft, he said, had been prepared by the Permanent Advisory Commission for Military, Naval and Air Questions and the Temporary Mixed Commission for the Reduction of Armaments, and in its general plan followed the main lines of the St-Germain Convention, its aim being to restrict to Governments the trade in arms serving exclusively warlike purposes. It provided for a system of international publicity which should render it possible to place before the public a yearly table of exports and imports of war material. M. Carton de Wiart mentioned some of the principal obstacles which the Conference might have to overcome—such problems as the definition of war material, the unification of nomenclature in import and export statistics, the definition of the bodies upon whom the Conference would confer the right to purchase war material, supervision and publicity, geographical and technical questions. The President considered that, despite the complexity of the questions to be studied the Conference might enter upon its work with a large measure of confidence in its final success. The greatest asset of the Conference, he considered, lay in its composition. Forty-four nations, members and non-members of the League were represented.

(1) The Argentine delegates sat as "observers".

"I may be allowed", he said, "to refer in particular to the presence among us of the delegations of four countries not belonging to the League of Nations, namely, the United States, Germany, Turkey and Egypt. The great American Republic had already lent its assistance to the Temporary Mixed Commission, and its official participation in the present conference acquires a new and valuable significance from the fact that, as a great producing country, America's signature and ratification are indispensable to our success. We are also gratified at the participation of Germany, who although she has accepted obligations in the matters before us which are defined in the Treaty of Peace, has consented to give us the benefit of her valuable assistance.

"I should also like to welcome the delegates of the Argentine Republic, whose presence here, even as mere observers, must be welcomed as a happy augury.

"The collaboration of the American, German, Turkish and Egyptian Delegations, coming from States which do not belong to the League of Nations, gives our Conference a degree of universality which the League of Nations has never yet attained."

The Conference elected M. Guerrero (Salvador) as Vice-President and then proceeded to the constitution of its various Commissions. It first appointed a General Committee composed of one representative of each delegation to examine the separate articles of the Draft Convention with the proposed amendments. It then set up four special Committees on the following subjects :

1) *Technical Aspects of Military, Naval and Air Questions.*

Chairman : General Sosnowski (Poland);

Vice-Chairman : Vice-Admiral Surie (Netherlands), and Vice-Admiral de Souza e Silva (Brazil).

2) *Legal Questions.*

Chairman : M. Commène (Roumania);

Vice-Chairman : M. Buero (Uruguay).

3) *Customs, Commercial and Statistical Questions*

Chairman : Dr. Lange (Norway);

Vice-Chairman : M. Parra Perez (Venezuela).

4) *Special Zones.*

Chairman : M. Palacios (Spain).

A Drafting Committee was also constituted.

The Conference arranged that its plenary meetings and those of its General Committee should be held in public unless otherwise decided.

Before approaching the examination of the Draft Convention, the Conference proceeded to a general exchange of views on the principles by which its work should be guided.

IV. — General Questions.

1. — CONVOCATION OF THE SIXTH ASSEMBLY

The acting President of the Council, Mr. Austen Chamberlain (Great Britain) has convened the Sixth Assembly of the League of Nations to meet on Monday, September 7th 1925 at Geneva.

The agenda includes as usual the discussion of the work of the Council during the past year and, particularly, the measures taken to execute the decisions of the Fifth Assembly. The Assembly will further examine the reports of the various League organisations such as the Economic and Financial Organisation, the Organisation for Communications and Transit, the Health Organisation, the Committee on the Traffic in Opium and other Dangerous Drugs, the Committee on the Traffic in Women and the Protection of Children and the Committee on Intellectual Co-operation.

Among other questions referred to the Sixth Assembly may be mentioned the Protocol for the Pacific Settlement of International Disputes; proposals for an amendment to Article 16 of the Covenant; the question of inter-municipal relations; the education of youth in the ideals of peace and instruction in universities and schools regarding the aims of the League; and the building of a Conference Hall for League Assemblies.

The Assembly will also elect the six non-permanent members of the Council for 1926.

2. — APPOINTMENT OF REPRESENTATIVES TO THE LEAGUE

Appointment of an Argentine representative. — The Government of the Argentine Republic has informed the Secretary General that it has accredited M. Julian Enciso, First Secretary of Embassy, as its permanent Representative to the League of Nations.

In the decree nominating M. Enciso to this post, it is stated that this appointment has been made in view of the importance for the Argentine Foreign Ministry to obtain, through a diplomatic representative dealing exclusively with such questions, detailed and full information on all the activities of the League of Nations, its Secretariat and the International Labour Organisation.

3. — INTERNATIONAL ENGAGEMENTS

a) *Registration.*

Among the treaties and international engagements registered with the League in May figure :

The Russo-Japanese Treaty concluded at Peking on January 20th, 1925, presented by the Japanese Government. This treaty comprises a Convention defining the fundamental principles applicable to the juridical, political, diplomatic, economic and commercial relations between the contracting parties; two protocols; a declaration; a series of notes; an annex and a protocol of signature. The protocols and notes concern the settlement of debts, the evacuation of Saghalien, and coal and petroleum concessions in Saghalien.

A Treaty of Commerce and Navigation (Riga, November 3rd, 1924) between the Danish and Latvian Governments and a provisional arrangement on the same subject (April 1st, 1925) between Denmark and Czechoslovakia, both treaties presented by the Danish Government.

A Treaty for the judicial settlement of disputes (Rio de Janeiro 23rd June 1924) between Switzerland and Brazil, and a Treaty of conciliation (Vienna, 11th October 1924) between Switzerland and Austria, presented by the Swiss Government.

A compromise (Washington January 23rd, 1925) and Treaty (Washington, August 21st, 1924) between the United States and the Netherlands, presented by the Netherlands Government. The compromise provides for the settlement

of the dispute between the contracting parties respecting sovereignty over the Island of Palmas by an arbitrator chosen from among the Members of the Hague Court of Arbitration; or, should the parties fail to agree on the choice of an arbitrator, by an arbitrator designated by the President of Switzerland. The Treaty concerns the transport of alcoholic drinks.

A Treaty of Commerce and Navigation (May 30th, 1924) between Poland and Czechoslovakia, presented by the Polish Government.

A Convention on Consular Service (Rome, March 1st, 1924), concluded by Italy and Czechoslovakia, presented by Czechoslovakia.

A series of treaties and conventions, concluded by the German and Polish Government on questions relating to territories ceded by Germany to Poland, presented by the German Government.

b) *Ratifications, adhesions, etc.*

The British Government has forwarded to the Secretariat its of Accession for Iraq to the International Convention for the Suppression of the Traffic in Women and Children (Geneva, September 30th, 1921).

The German Government and the principality of Monaco have deposited with the Secretariat the instruments of ratification of the International Convention for the suppression of the trade in obscene publications.

The Persian Government has notified the Secretariat of its accession to the International Convention for the simplification of customs formalities (Geneva, November 3rd, 1923); the Siamese Government has deposited with the Secretariat the instruments of its ratification of the same Convention.

The Convention drawn up in February, 1925, by the Second Opium Conference was signed during the month by Spain, Nicaragua and the Sudan.

The Free City of Danzig has adhered to the Convention and Statute on Freedom of Transit (Barcelona, April 20th, 1921).

The Government of Panama has informed the Secretariat of its adhesion *ad referendum* to the International Railway and Sea Port Conventions (Geneva, December 1923).

The Siamese Government has signed the Protocol on Arbitration clauses in Commercial Contracts (Geneva, September 24th, 1923).

c) *Amendments to the Covenant.*

The Siamese Government has signed the Protocol coning the amendment to Article 16 of the Covenant adopted by the Fifth Assembly.

4. — MEETING OF THE COMMITTEE ON ALLOCATION OF EXPENSES

The Committee on the Allocation of the Expenses of the League met from April 22nd to 25th at Paris, with M. Réveillaud (France) in the chair.

The object of this meeting was to prepare, in accordance with a resolution of the Fifth Assembly, a new provisional scale for the allocation of the expenses of the League, to be presented to the Sixth Assembly, and to come into force in 1926 for a period to be decided upon.

The Committee at previous sessions had suggested that, in addition to other information at its disposal, certain budget items might serve as a basis for its estimates of the contributions of States Members. The Assembly had therefore invited all States Members to communicate to the Secretary-General their detailed budget estimates for 1923-1924 and to send in future the budget estimates and closed accounts for each financial period immediately they were published.

On the basis of this additional information and the large amount of data which it had already accumulated, now supplemented and brought up to date, the Committee proceeded, in accordance with its instructions, to draw up a revised scale for the consideration of the Sixth Assembly.

V. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *Conference on Sleeping Sickness.*

An International Conference on sleeping sickness in Equatorial Africa, convened by the Council on the recommendation of the Health Committee, met in London from May 19th to May 22nd.

The Hon. W. G. A. Ormsby-Gore, M.P., Under-Secretary of State for the Colonies, presided, the other British representatives being Dr. Andrew Balfour, Dr. A. G. Bagshawe and Sir Walter Fletcher. France was represented by Professor Mesnil, Professor Brumpt and Professor Gustave Martin; Italy by Professor Lanfranchi and Professor Alessandrini; Spain by Dr. Vila and Dr. Rocafort; Belgium by Professor Emile van Campenhout, and Portugal by Professor Aires Kopke. The Health Organisation was represented by Dr. Rajchman.

The preliminary work on sleeping sickness had been carried out by an Expert Committee appointed by the Health Committee in 1922 to study sleeping sickness and tuberculosis in Equatorial Africa. The Expert Committee, in its reports, recommended administrative and technical measures to combat the scourge, whereupon the Council, in December last, invited the interested Governments to meet in Conference.

The recommendations which the Conference unanimously decided to make to the Council may be classified under two heads, namely, purely administrative measures, and special studies and investigations.

As regards questions of administration, the Conference recommended that there should be periodical meetings between administrative and medical officers on both sides of the frontiers of infected territories; rapid and regular interchange of all epidemiological intelligence; a medical and health service proportionate to the numbers of the infected population and to the extent of the districts to be inspected; magisterial powers for medical officers in infected areas; the institution of a uniform system of sanitary passports for the native population in areas infected with the tse-tse fly in order to reduce interfrontier traffic to a minimum; and the establishment, wherever practicable, of uninhabited zones on both sides of frontiers, in order to facilitate the control of native traffic.

As regards special studies and investigations, the Conference recommended that an International Commission should proceed to Equatorial Africa to investigate certain questions relating to the various forms of the disease, propagation and immunity, and curative methods.

Investigations on the forms of the disease, propagation and immunity are already being carried out in the institutes of several African countries. The Conference suggested that, besides continuing these forms of investigation, the various institutes should also deal with curative methods and emphasised the fact that an international commission "would find valuable opportunities for scientific collaboration and would be in a position to collect data for the improvement and co-ordination of national efforts towards the objects in view".

The Conference selected Uganda and the regions round Lake Victoria as being best suited for the study of these problems, and suggested that the Government

of Uganda should be asked whether it would offer for one year the hospitality of its laboratories at Entebbe for the work of such a Commission. Dr. H. L. Duke, who has carried out valuable research work at Entebbe for several years, would be made President of the Commission. In this event it was suggested that the International Commission might conveniently meet at Entebbe at the end of the present year and conclude its work by December 31st, 1926.

b) *Interchanges of Public Health Officials.*

Three interchanges of public health officials took place in May :

a) The Latin-American Interchange, which began in March and continued throughout April and May, in the United States and Canada;

b) The fourth general interchange, which began on May 4th in Belgium and is still continuing. Health officers from Austria, Denmark, the Free City of Danzig, Spain, France, Great Britain, Ireland, Italy, Poland, Portugal, Russia, the Serb-Croat-Slovene Kingdom and Switzerland are taking part in this interchange;

c) The fifth general interchange, which began on May 17th, in the Kingdom of the Serbs, Croats and Slovenes, and is still continuing. Health officers from Germany, Belgium, Bulgaria, France, Great Britain, Greece, Hungary, Palestine, Poland, Russia, Czechoslovakia and the United States are taking part in this interchange.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *Fifteenth Session of the Economic Committee.*

The fifteenth session of the Economic Committee took place from May 25th to May 30th at Geneva.

The three principal questions on the agenda were the abolition of import and export prohibitions and restrictions; the treatment of foreign nationals and enterprises; and the elimination of false customs declarations.

Import and Export Prohibitions and Restrictions. — On this very important question the work of the Committee is so far advanced that it hopes to be able to submit to the Council in September a considered opinion and definite proposals.

The Committee examined the considerable material collected as a result of a circular addressed by the Secretariat to the different Governments, supplemented by the personal investigations of the members of the Economic Committee. Recognising that, from a practical point of view, the problem was of special interest for Eastern and Central European States, the Committee had invited the Austrian, German, Hungarian and Serb-Croat-Slovene Governments to appoint experts to assist it in its deliberations.

The Committee considered that there was sufficient consensus of opinion in favour of abolishing or reducing to a minimum the system of import and export prohibitions to warrant preparatory steps with a view to international action in accordance with the provisions of the Covenant with regard to the equitable treatment of commerce. The Committee drew attention to the fact that the system of import and export prohibitions, especially when combined with a licensing system, had been repeatedly condemned by international conference as constituting a method of restriction particularly liable to give rise to abuses, to inflict on international trade the serious disadvantages of uncertainty and delay, and to expose it to the possibility of unfair discrimination.

The Committee then drew up a provisional list of prohibitions recognised as legitimate by international law and which, therefore, would not come within the

scope of its investigations. These exceptions concern measures regarding national security or public health; prohibitions aiming at control of imported goods, equivalent or analogous to that of home products of the same kind; prohibitions or restrictions in pursuance of international conventions on the trade in arms, opium, or other forms of trade which give rise to dangers or abuses, or on unfair competition; prohibitions applicable to coin, gold, silver, currency notes or securities; and prohibitions in view of the protection of industrial, literary and artistic property.

The Committee also considered that some exceptions would have to be contemplated to meet the case of extraordinary or abnormal circumstances, or to permit a State to defend its commerce or shipping against unfair discrimination. It would be necessary, on the other hand, to avoid such reservations being used in order to maintain unjustified prohibitions and restrictions. It would also be necessary, the Committee considered, to avoid drafting any agreement so strictly as to render it impossible to obtain general adhesion.

The Committee decided to continue its investigations on this subject at its next session.

Treatment of Foreign Nationals. — The Committee had already examined at earlier sessions the question of the taxation of foreign nationals and enterprises. At its May session it made a special study of the rights to be granted to foreigners as regards the exercise of a profession, trade or other occupation. A certain number of principles and regulations were drafted for submission to the Council, in the form of recommendations.

The Committee was of opinion that, in general, persons exercising a profession or trade in a foreign country should receive the same treatment as nationals of that country, subject or not to reciprocity in their countries.

The number of professions, industries and occupations for which national interests may require restrictions to be imposed on foreigners should be limited to the minimum compatible with the protection of such interests; the same rule should apply to restrictions. The Committee recommended that discrimination based on the nationality of persons concerned should be avoided.

False Customs Declarations. — The Economic Committee appointed a special committee of six members to examine a draft prepared by M. Barboza Caneiro (Brazil) in view of an international agreement for the suppression of false customs declarations.

The draft provides, *inter alia*, that an importing country shall be entitled to require the Government of the exporting country to take proceedings against a trader making a false declaration to the authorities of the importing country. This question calls for exhaustive legal investigation.

The special committee examined the various categories of acts constituting offences and then proceeded, in collaboration with the Legal Section of the Secretariat, to consider the juridical aspects of the question.

b) *The Economic and Financial Situation of Esthonia.*

REPORT OF THE FINANCIAL COMMITTEE OF THE LEAGUE OF NATIONS

The Financial Committee of the League of Nations was requested by the Esthonian Government in September last to send two experts to Esthonia to study the situation on the spot so that the Committee might be in a position to advise the Esthonian Government what policy it should pursue in face of the economic and financial difficulties through which the country was at that time passing. The advice of the Committee was asked with special reference to certain immediate problems of financial policy, and it is on these problems that the Committee has concentrated its attention. A delegation visited Esthonia in the beginning of this

year and reported to the Committee which, in accordance with a resolution of the Council, has issued a report containing advice which represents the responsible opinion of the Committee.

It was only in 1920 that the Esthonian Government was able to turn its attention from the preoccupations of war to the problems of internal construction. As a province of the Russian Empire, Esthonia had been a prosperous rural region and contributed a great part of the food supplies to St. Petersburg. She was one of the gateways of Russia and there existed large industries dependent not simply upon the Russian market, but also upon the Russian army. It had no financial or commercial organisations of its own and most of the Esthonian banks were simply branches of Russian institutions. In 1920 the ruin in which savings banks and bank deposits were involved owing to the collapse of Russia left Esthonia entirely without working capital. Agriculture was compelled to find other outlets and the industries were in considerable difficulties owing to the fact that they were constructed to meet the demand of the Russian market which no longer existed.

The last five years have been a period of adaptation and creation. The Esthonian Government has performed the remarkable task of having organised a State which, in spite of the economic crisis through which the country has recently passed, appears to the Committee essentially stable and prosperous. It has maintained during the last three years a budget equilibrium and an exchange which, if not stable, has, compared with the currencies of most other Eastern and Central European countries, fluctuated within narrow limits. It is in her agriculture and in her dairy farming that the future of this country of peasants will, according to the Committee, find its most solid foundation.

The large estates, most of which belonged to noblemen of German race, are at present being divided up, and to promote the most economical exploitation of these holdings, the State has taken steps to develop various forms of agricultural co-operative societies. Since the agrarian reform, the forests have belonged wholly to the State and land denuded during the war is being replanted. It cannot be expected, however, that in anything like the immediate future any of the industries, with the exception of the paper and pulp factories, will achieve their pre-war production, because of lack of working capital and the disappearance of the markets for which the industries were originally built.

During the first four years of the life of the Republic, from 1918 to 1921, the budget deficits gradually sank from 78 % to 16 % and, to cover these deficits, the Treasury had recourse to inflation. The Government succeeded in reversing the balance by 1922, which year finished with a surplus of nearly 25 % of the total expenditure. There were substantial surpluses, also, in 1923 and 1924, and it is anticipated that the situation in 1925 will be the same. The 1925 budget estimates include for the first time the interest on the American debt, for the service of which negotiations are still in course.

Although the sound financial policy which the Government has followed has enabled it to steer clear of fiduciary inflation, the Committee states that in its credit policy it has not altogether escaped certain mistakes which have made the monetary situation somewhat difficult. The Esthonian Bank is practically a State Department. During 1921 and 1922 and part of 1923 the Government pursued a policy of endeavouring to restore the big industries to some measure of their former strength by supplying them with working capital, but the hopes on which the credit policy was based did not materialise. A change of policy was introduced in 1924 including restriction of credit and a substantial increase in the proportion of credit granted to agriculture upon which the prosperity of the country in the near future, must, in the opinion of the Financial Committee, depend.

Before the situation can be considered normal, it will be necessary to relieve the Esthonian Bank of large quantities of frozen credits with which it is burdened, to reorganise the institution on the same principles and general lines as those adopted when the banks of Austria, Hungary and Danzig were founded, to make it an

independent central bank of issue and to establish the currency on a firm basis. These measures should present no insuperable difficulties. The Esthonian Government might also consider the question of founding a mortgage institute to take over all long term loan operations at present affected by the Government.

The Committee feels convinced that with a conservative economic policy directed in the first instance towards the development of agriculture, with an independent central bank acting as a centre of the economic activity of the country and confining itself strictly to the essential duties of such an institution, and with that constant determination of the Government to maintain budget equilibrium which has done so much to preserve the stability of the country, Esthonia may look forward to steady progress in her economic well-being.

c) The Financial Reconstruction of Austria.

(Information from the Commissioner-General's Office.)

Reforms. — Various draft laws, in execution of the September Agreement of 1924, were tabled during May in the Austrian Parliament. The more important schemes concern the re-organisation of the financial and administrative relations between the Austrian Confederation and the autonomous provinces and the commercial exploitation of the forests and salt mines.

The number of officials dismissed since October, 1922, rose by May 1st to 74,494.

Budget estimates. — The Austrian Government communicated to the Commissioner-General the following budget figures for May :

	Current administration	Investments (Millions of shillings)	Total
Expenditure.	71.68	+ 7.16	78.84
Revenue	68.23	— 0.56	67.67
Deficit	3.45	+ 7.72	11.17

The causes of the deficit are expenditure for unemployment, for the service of the loan and for coinage and a fall in the postal revenues, the average of which differs from month to month.

Yield of Assigned Revenues. — The yield of the revenues assigned for the loan service was 38.2 million shillings in April (23 millions for tobacco and 15.2 millions for the customs).

General situation. — Unemployment has fallen by 15 % since April 15th (from 163,657 to 139,865).

The deposits in banks and savings banks rose from 346 million shillings at the beginning of April to 368 millions at the beginning of May.

The weekly balance sheet of the Austrian National Bank for May 23rd shews note circulation of 718 million shillings with cover of 49 % in gold and foreign monies. If current accounts of 66 millions be added to this total commitments of 784 millions are shewn to be covered at the rate of 42 %.

Economic situation. — The Austrian Government having requested the Council to appoint economists to inquire into the present economic conditions in Austria, the Austrian Committee of the Council declared it self in favour of such an inquiry being made.

The Acting President of the Council, Mr. Austen Chamberlain, informed the Austrian Government that the Committee was making the preparatory arrangements, at its next meeting would arrange the final details for the prompt beginning of the inquiry.

Meanwhile, the Council has appointed Mr. Walter T. Layton and Professor Charles Rist to conduct the inquiry.

Mr. Layton has been editor of the leading English economic journal, "The Economist", since 1922, and was later Director of the British National Federation of Iron and Steel Manufacturers. He has been lecturer on economics at the Universities of London and Cambridge and represented the Ministry of munitions on missions to Russia and the United States in 1917. His works include "An Introduction to the Study of Prices" and "Relations of Capital and Labour".

Professor Rist is one of the best known French economists of the day, professor of political economy at Paris University and has taken part in many international congresses. In 1922 he conducted, on behalf of the Carnegie Foundation, an economic inquiry in Austria, and has recently returned from a lecturing tour in the United States.

3. — COMMUNICATIONS AND TRANSIT

a) *Meeting of the Sub-Committee on Inland Navigation.*

Tonnage Measurement in Inland Navigation. — The Sub-Committee on Inland Navigation met from May 7th to 11th in Paris. The object of this meeting was to examine the work of the Special Committee for the study of the question of the unification of tonnage measurement in inland navigation and the reciprocal recognition of tonnage certificates.

The meeting was opened by the French Minister of Public Works, M. Laval, representing his Government. The Sub-Committee was composed as follows : M. Silvain Dreyfus (Chairman), Mr. Baldwin (Great Britain), M. Dobkevicius (Lithuania), M. Ouang Hang (China), M. Popesco (Roumania), M. Reinhardt (Austria), M. Stievenard (Belgium), M. Winiarski (Poland), M. Oppermann (Germany) and M. Lepine (Union of the Soviet and Socialist Republics).

There were also present M. Bouckaert (Belgium), Chairman of the Technical Committee on Tonnage Measurement, M. Baule, M. Charueraud-Hartmann, M. von Renthe-Fink, Secretaries-General of the International Danube, Rhine, Elbe and Oder Commissions.

The Sub-Committee adopted with certain modifications a draft convention on tonnage measurement in inland navigation prepared by the Technical Committee. This draft will be submitted to the Council this year, in view of the convocation of a Conference of European States.

The text adopted by the Sub-Committee comprises a draft convention and an annex, the first part setting forth the general obligations entered into by the parties, the second containing the technical provisions. The Sub-Committee was of opinion that it would be impossible immediately to secure the unification of tonnage measurement; it endeavoured, nevertheless, to prepare the ground for the future. As stated in the Preamble, the object of the Convention is to substitute for the re-measurement formalities at frontiers the reciprocal validity of tonnage certificates.

Article 1 of the draft convention provides that tonnage certificates issued by the competent authorities of a contracting State, in virtue of regulations in accordance with the Convention, shall be recognised by the authorities of the other contracting States as equivalent to those delivered by themselves. Moreover, for a period of ten years, certificates established in conformity with the Brussels Convention of 1898, with the Elbe regulations of 1913, and with the Roumanian regulations of 1923, shall also be considered as equivalent. No other certificates will be recognised as valid. A re-examination of the question by the Contracting Parties ten years after the entry into force of the Convention is also contemplated.

b) *Entry into force of the Convention on the Development of Hydraulic Power.*

The Secretary-General of the League, on May 25th, notified States Members that the Convention on the Development of Hydraulic Power affecting more than one State drawn up by the Second General Transit Conference (Geneva, December 1923) would come into force on June 30th next. The object of this Convention, which is a new departure in the domain of international agreements, is to promote the conclusion of special arrangements between States for the development of hydraulic power.

Article 18 of the Convention lays down that it will come into force ninety days after the Secretary-General has been notified of the third ratification. The Convention was ratified by Siam on January 9th 1925; the British Government on April 1st of the same year ratified the Convention on behalf of the British Empire and New Zealand. The conditions for the entry into force of the Convention have therefore been fulfilled.

4. — INTELLECTUAL CO-OPERATION

Meeting of the International Committee. — The International Committee of Intellectual Co-operation met in Paris from May 11th to 15th to consider questions in connection with the International Institute of Intellectual Co-operation which the French Government had offered to found and in regard to which an agreement had been concluded in December 1924 between the Council and the French Government. There were present at the meeting M. Bergson (Chairman), Mlle. Bonnevie, Mme. Curie, M. Garcia Calderon (substitute for M. Lugones), M. Casares (substitute for M. de Torres Quevedo), Mr. Carrington Lancaster (substitute for M. Millikan), M. Destrée, M. Lorentz, M. Luchaire (substitute for M. de Castro), M. Mangin (substitute for Sir J. C. Rose), M. de Reynold, M. Ruffini, Mr. Toynbee (substitute for Professor Gilbert Murray), M. de Halecki, expert; M. Maurette and Mr. Johnstone (representing the International Labour Office); M. Henri Verne and M. Gallié (representing the International Confederation of Intellectual Workers).

The Committee noted a communication to the effect that the Polish Government, wishing to co-operate effectively in the work of the Institute, had decided to contribute the sum of 100,000 French francs to the first years budget. The Polish Government expressed the desire that this sum should be used for mutual intellectual assistance as provided by the programme of the Institute. The Committee accepted this generous offer and requested its Chairman to convey its thanks to the Polish Government.

On the basis of a report by M. de Reynold (Switzerland), the Committee laid down the fundamental rules for the general organisation, the operation and the activity of the Institute.

The Committee requested a sub-Committee, composed of M. Destrée, M. Lorentz, M. Luchaire and M. de Reynold, to present at its next meeting a report on the questions under discussion and on the internal and financial regulations of the Institute.

VI. — Social and Humanitarian Questions.

1. — ADVISORY COMMITTEE ON THE TRAFFIC IN WOMEN AND PROTECTION OF CHILDREN

The Advisory Committee on the Traffic in Women and the Protection of Children met at Geneva from May 20th to 27th, 1925, under the Chairmanship of Don Pedro Sangro y Ros de Olanó (Spain).

This session was the first since the reconstitution of the Committee by the Council of the League last December. The Fifth Assembly having decided to entrust to the League the task which had hitherto been performed by the International Association for the Promotion of Child Welfare, the Council decided that a group of new Assessors should be added to the Committee to assist it in its new duties; it also added a representative of Belgium to the Government representatives on the Committee.

The Committee was therefore composed as follows :

I. Members appointed by Governments.

Don Pedro SANGRO Y ROS DE OLANO (Chairman)	(Spain)
M. Martinez AMADOR (substitute).	(Spain)
M. REGNAULT (Vice-Chairman	(France)
M. BARBIER (substitute).	(France)
Count Henri CARTON DE WIART	(Belgium)
M. Xavier CARTON DE WIART (substitute).	(Belgium)
Mr. S. W. HARRIS.	(British Empire)
Mme. Estrid HEIN	(Denmark)
Miss Grace ABBOTT	(United States of America)
Marquis Paulucci DE CALBOLI	(Italy)
M. Yotaro SUGIMURA	(Japan)
M. Stanislas POSNER.	(Poland)
M. N. P. COMMENE	(Roumania)
Mme. SADOVEANI (substitute).	(Roumania)
Mme. Pauline LUISI.	(Uruguay)

II. Assessors for the Protection of Children.

- Miss Eglantine JEBB (International Union of "Save the Children" Fund).
- Dame Katherine FURSE (International Organisation of Boy Scouts and Girl Guides).
- Dr. HUMBERT (League of Red Cross Societies)
- Mr. Bascom JOHNSON.
- Miss Eleanor RATHBONE (Women's International Organisations).
- M. Henri ROLLET (International Association for the Protection of Children).

III. Assessors for the Traffic in Women.

- Miss BAKER (International Bureau for the Suppression of Traffic in Women and Children).
- Mme. CHAPONNIÈRE-CHAIX, replacing Mme. Avril de Sainte-Croix (Women's International Organisation).
- Mr. S. COHEN (Jewish Association for the Protection of Women and Girls).
- Mme. CURCHOD-SECRETAN ("Fédération des Unions nationales des Amies de la Jeune Fille").
- Mlle. THURLER, replacing Mme. de Montenach ("Association catholique internationale des œuvres de protection de la jeune fille").

Dr. Léon Bernard and Mr. Johnstone were appointed on behalf of the Health Organisation and of the International Labour Office respectively to act as liaison officers in the question of the protection of children. Dr. Ferenczi of the International Labour Office acted as liaison officer in the question of emigration in its relations to the traffic in women.

On the agenda of this session figured the reports sent in by the Governments for 1923 and 1924 on the application of measures adopted or contemplated with

a view to the suppression of the traffic, together with the reports of the principal charitable associations on their activities. The agenda also included a general review of the work of the Special Committee appointed to study the conditions in which the traffic is carried on and the measures taken to suppress it.

° As regards the protection of children, the Committee's main task was to draw up for submission to the Council a draft programme of the work to be undertaken, of the methods to be followed in studying this question, and of the funds necessary for carrying out its duties.

* * *

With regard to the suppression of the traffic in women, the Committee took note of fresh adhesions to, and ratifications of, the International Convention of 1921 on the Traffic in Women. It adopted resolutions on questions concerning licensed houses, the employment of women police, emigration in its relations to the traffic, and propaganda.

The Committee recommended that, before proceeding to the expulsion of a foreign prostitute, the competent authorities in each country should inform charitable associations of the measures they intended to take in order that these associations, while respecting the principle of personal liberty, might be in a position to assist the expelled person, to endeavour to provide her with other means of existence and to give her every support and help. It constituted a permanent committee consisting of the Spanish, Polish and United States delegates to study questions relating to propaganda.

With regard to the protection of children, the Committee determined its sphere of action and drew up the programme of its future work. It decided to take the normal child as the basis of its study and to emphasise the constructive side of child welfare at least as strongly as the question of protecting the child from adverse influences or shameful exploitation.

In one of its resolutions, the Fifth Assembly of the League of Nations have certain indications regarding the kind of work which might be carried on by the Committee. It expressed the opinion that the League could most usefully concern itself with the study of those problems on which the comparison of the methods and experience of different countries, consultation and exchange of views between the officials or experts of different countries, and international co-operation might be likely to assist the Governments in dealing with such problems.

Accordingly, the Committee divided its work into three main categories : (1) documentation; (2) research; (3) discussion.

The work which the Committee will undertake in the near future will bear on the following points :

1. The law relating to the protection of life and health in early infancy.
2. The compilation of the law relating to the age of consent and to the age of marriage.
3. The preparation of an International Convention for the assistance or repatriation of foreign children who are abandoned, neglected or delinquent.
4. The effect of child labour on the physical and moral well-being of children, and the measures taken for the restriction and regulation of such labour.
5. The effect of family allowances on the physical and moral well-being of children and on the birth-rate and infant mortality rate.
6. The effect of the cinematograph on the mental and moral well-being of children.

The Committee also proposed to consider, at its next session, the kind of mental and physical recreation best calculated to help in the formation of character in children; questions connected with their biological education; the question of the neglected and delinquent child and the effects of alcoholism in relation to the traffic in women and the protection of children.

As regards its own organisation the Committee decided to ask the Council to give it the title of "Advisory Commission for the Protection of Children and Young People". The Commission would be divided into two committees, on both of which Government delegates would be entitled to sit. The first section would be called the "Traffic in Women and Children Committee", and the second the "Child Welfare Committee". The two committees would normally hold their sessions at the same period of the year, one meeting being held immediately after the other. The Acting Chairman of the Commission would, however, be entitled to convene a joint plenary session if he considered that any matter to be discussed affected both Committees.

Before separating, the Committee noted with gratitude a letter from Colonel Snow, Chairman of the American Social Hygiene Association, communicated by Miss Grace Abbott (United States) to the effect that this Association placed a sum of 5,000 dollars at the disposal of the League of Nations for child welfare work.

The Committee expressed the wish that its next session should take place at the beginning of 1926.

2. — INTERNATIONAL FEDERATION FOR MUTUAL ASSISTANCE

(Meeting of the Committee of Experts.)

The Committee of Experts appointed by the Council, in accordance with a resolution of the Fifth Assembly, to examine the possibility of carrying out Senator Ciraolo's scheme for an international federation for mutual assistance met at Geneva from May 25th to May 28th (1).

The Committee elected Senator Ciraolo, President of the Italian Red Cross, as Honorary Chairman, and M. Fernandez y Medina, Minister of Uruguay, as Chairman.

The other members present were Count Carton de Wiart (Belgium); M. René Cassin (France); Sir Claude Hill, Director-General of the League of Red Cross Societies; Mr. A. Maudslay, representing the British Red Cross; Colonel Robert E. Olds, representing the American Red Cross; M. Georges Werner, Rector of Geneva University, representing the International Red Cross Committee; M. André Mater, Legal Adviser and Secretary of the Committee.

The Committee prepared the draft statute of an international organisation which would bear the name of "International Relief Union". This organisation would comprise a General Council of Government Representatives; an Advisory Committee of fifteen members appointed in view of their technical qualifications and their experience, account being taken of their geographical distribution; and an executive Committee with limited membership which, thanks to the co-operation of the Red Cross and, if necessary, other associations with similar objects, would provide first aid in disasters falling within the scope of the Union.

It is proposed to invite the Governments to provide the funds required for the inauguration of the work of the Union, the scale of contribution being based to a certain extent on that of the allocation of the expenses of the League of Nations. Nevertheless, it is hoped that the main resources of the organisation may be drawn from private generosity. The League of Nations would be entrusted with the financial administration of the funds, and, as usual in such cases would give wide publicity to the objects to which the money was devoted.

(1) See *Monthly Summary* Vol. IV, No. 9, p. 200; and Vol. IV, No. 12, p. 287.

The Committee was of the opinion that an organisation of this kind, while it would not involve the Governments in continued expenditure would nevertheless be a faithful interpretation of Senator Ciraolo's original idea, namely, to appeal to international solidarity to provide immediate relief for the population overtaken by disaster. It would further furnish the Governments and the public with a guarantee that the funds contributed were administered and utilised to the best possible advantage.

The Committee will hold a second meeting on June 27th when it will examine the detailed plans which are being drawn up by its secretary. The scheme will then be submitted to the Council.

3. — TRAFFIC IN OPIUM

The Government of Bolivia—one of the principal coca-producing countries—has informed the Secretary-General of the appointment of M. Manuel Cuellar as its representative on the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

The Fifth Assembly recommended to the Council, in the interest of the development of the work of the Advisory Committee, to take the necessary steps for the inclusion on the Committee of a representative of a Latin-American country. The Council, in December last, invited Bolivia to appoint a representative to serve on the Committee.

VII. — Obituary.

Three members of the staff of the League Malaria Commission, on a tour of investigation in Palestine and Syria, met with a fatal motor accident near Beyrouth on May 21st.

The victims of the accident were :

Dr. Samuel Taylor Darling (American), corresponding member of the Malaria Commission, a well-known malariologist and member of the International Health Board of the Rockefeller Foundation;

Dr. Norman Lothian (British), member of the Health Section of the League Secretariat;

Mlle. Anna Besson (French), member of the Secretariat staff since 1919.

The fourth occupant of the motor car, Dr. Swellengrebel (member of the Commission) escaped with slight injuries.

The Secretary-General, in his own name and on behalf of the Secretariat, sent messages of sympathy to the families of the deceased. General Sarrail, High Commissioner of the French Government for the mandated territories of Syria and Lebanon, in his own name and on behalf of the Governor of Lebanon and the President of Syria, addressed to the Secretary-General a telegram expressing his profound sympathy.

The three victims of the accident were buried on May 24th with military honours. The Governor of Lebanon presented them with the *Médaille d'Or du Mérite* and decided that a monument should be erected where the accident took place.

VIII. — Forthcoming Events.

June 15th : Ordinary Session of the Permanent Court of International Justice,
The Hague.

- June 26th : Meeting of the Permanent Mandates Commission, Geneva.
June 27th : Meeting of the Preparatory Committee on an International Federation for Mutual Assistance, Paris.
July 13th : Meeting of the Temporary Commission on Slavery, Geneva.
July 27th : Meeting of the Special Body of Experts on Traffic in Women and Children, Geneva.

IX. — Organisations and Commissions of the League of Nations.

(*Addendum* to list of members published in Vol. V, No. 1.)

Danube Hydraulic System Commission.

(The Chairman is appointed by the Council of the League.)

M. Carlo Rossetti, Minister Plenipotentiary..... (Italian) and Chairman of the Commission.

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MONTHLY SUMMARY
OF THE
LEAGUE OF NATIONS

JUNE 1925

Vol. V. No. 6

Published on July 15th, 1925.

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I. — Summary of the Month.

The principal League of Nations meeting in June was the thirty-fourth session of the Council, which was held from the 7th to 11th at Geneva. There were present:

M. QUINONES DE LEON, President	(Spain)
M. HYMANS	(Belgium)
M. DE MELLO FRANCO	(Brazil)
Mr. CHAMBERLAIN	(British Empire)
M. BENES	(Czechoslovakia)
M. BRIAND, replaced later by M. PAUL-BONCOUR	(France)
M. SCIALOJA	(Italy)
Viscount ISHII	(Japan)
M. UNDEN	(Sweden)
M. GUANI	(Uruguay)

The Austrian, Greek, Hungarian, Lithuanian, Polish, Roumanian, Serb-Croat-Slovene and Turkish Governments sent representatives to attend the discussions on questions concerning them. The President of the Senate of the Free City of Danzig, the Commissioners-General of the League at Budapest and Vienna and the Chairman of the Financial Committee also took part in the work of the Council.

The principal questions dealt with by the Council concerned the financial reconstruction in Hungary and Austria and the measures for the organisation of an inquiry into the economic conditions of the latter State; the approval of a new procedure for the settlement of disputes between Poland and Danzig and the constitution of a commission for the delimitation of the port of Danzig; the problem of the Bulgarian minority in Greece, as raised at the thirty-third session of Council; the situation of Minorities in Lithuania, Roumania, Greece and Turkey; and the explanation to the Austrian, Bulgarian, German and Hungarian Governments of certain points in connection with the right of investigation of the Council.

The Conference for the Control of the Trade in Arms, Munition and Implements of War came to an end on June 17th. Among the instruments drawn up by the Conference were a Convention, and a Protocol relating to Chemical and Bacteriological Warfare, both of which have already been signed by several States.

The Permanent Advisory Commission for Military, Naval and Air Questions, the Financial Committee and the Mixed Committee on Economic Crises held short meetings in the course of the month.

The Permanent Court of International Justice met on June 15th at The Hague for its annual ordinary session, in the course of which it will deal with a plea to its jurisdiction filed by the Polish Government in connection with proceedings relating to certain German interests in Polish Upper Silesia.

II. — The Permanent Court of International Justice.

1. — EIGHTH SESSION

The eighth session of the Permanent Court of International Justice opened on June 15th at The Hague. The Court was composed as follows:

- M. Max Huber (President);
- Dr. Loder (former President);
- M. Weiss (Vice-President);

Lord Finlay;
M. Nyholm;
M. de Bustamante;
M. Altamira;
M. Oda;
M. Anzilotti;
M. Pessoa;
M. Wang (Deputy-Judge).

At a public sitting on June 19th the President announced that the Council of the League had withdrawn its request for an advisory opinion in a matter concerning the expulsion of the Œcumenical Patriarch. This question had therefore been removed from the case-list of the eighth session.

With regard to the proceedings introduced by Germany against Poland on the subject of certain German interests in Polish Upper Silesia, the Polish Government had informed the Court that it intended to file a plea to its jurisdiction, and that certain of the points at issue were already pending before the Germano-Polish Mixed Arbitral Tribunal. That body, it was stated, would be prepared to give judgment on these points, but preferred to suspend its decision pending that of the Court on its own competence.

The Court, therefore, on June 16th notified the German and Polish Governments that it would deal in the course of its eighth session with the plea to its jurisdiction, provided that the oral procedure could begin on July 15th at the latest. It then suspended its session until July 15th, authorising its President to close it at an earlier date, should the conditions enunciated not be fulfilled.

The German and Polish Governments respectively have informed the Court that they have appointed M. Rabel, professor of law at Munich, and Count Rostworowski, Rector of the University of Cracow, as national judges to sit on the Bench for the hearing of this case. The German Government has appointed as its representative Professor Erich Kaufmann, of Bonn. The Polish Government has appointed in a similar capacity M. Kozminski, its Minister at The Hague, M. Mrozowski, President of the Supreme Court of Warsaw, and M. Limburg, Leader of The Hague Bar.

2. — APPOINTMENT OF TURKISH LEGAL ADVISERS

The President of the Court has forwarded to the Turkish Government a list of eight candidates from amongst which that Government, in accordance with the declaration concerning the administration of Justice in Turkey signed on July 24th, 1923, at Lausanne, will choose four legal counsellors.

3. — DEPOSIT OF TREATIES WITH THE REGISTRAR OF THE COURT

The Swiss Government, through its Minister at The Hague, has filed with the Registry: (1) The text of the Treaty of Conciliation concluded on June 6th, 1924, between Switzerland and Denmark; (2) the text of the Treaty of Conciliation and Arbitration concluded on June 18th, 1924, between Switzerland and Hungary⁽¹⁾.

(1) The above article has been prepared on the basis of information supplied by the Registry of the Permanent Court of International Justice at The Hague.

III. — Reduction of Armaments and Military Control.

1. — CONFERENCE FOR THE INTERNATIONAL CONTROL OF THE TRADE IN ARMS, MUNITIONS AND IMPLEMENTS OF WAR

The Conference for the International Control of the Trade in Arms, which met at Geneva on May 4th (1), under the chairmanship of M. Carton de Wiart, former Belgian Prime Minister, came to an end on June 17th. The following instruments were drawn up :

A Convention, a Protocol relating to Chemical and Bacteriological Warfare, a Declaration by the Spanish Government regarding the Territory of Ifni, a Protocol of Signature and a Final Act.

I. *The Convention.*

The Convention comprises 41 articles and is divided into five chapters. Its object is to establish a general system of supervision and publicity for the international trade in arms, munitions and implements of war, and a special system for areas where measures of this kind are generally recognised as particularly necessary.

Chapter I. defines the arms, munitions and implements to which the Convention applies. They are divided into five categories,—arms of exclusive war utility, arms of possible war utility, warships, aircraft and other arms.

Chapter II. lays down that Governments only shall have the right to export or import arms of the first category (exclusive war utility). Exceptions are contemplated in the case of manufacturers of war material and duly authorised rifle clubs or similar associations. Consignments for export must be accompanied by a licence or declaration of the importing Government. Arms of the second category (possible war utility) may also only be exported under cover of export documents.

As regards the foreign trade in the first and second categories, the Convention provides for publicity, in the form of the regular publication of statistical returns within two months of the close of each quarter. The trade in arms of the third and fourth categories, *i.e.* warships and aircraft, is subject to publicity regulations only. The trade in arms of the fifth category is free.

Chapter III. defines the system to be applied to certain areas referred to as *Special Zones*. These comprise :

a) A land zone consisting of the African Continent, with the exception of Egypt, Lybia, Tunisia, Algeria, the Spanish possessions in North Africa, Abyssinia and the Union of South Africa, together with the territory under its mandate, and of Southern Rhodesia. This zone includes the adjacent islands situated within 100 marine miles from the coast, Prince's Island in the Bight of Biafra, St. Thomas, Annobon and Socotra, but not the Spanish islands north of 26° north latitude; it includes further the Arabian peninsular, Gwadar, Syria, Lebanon, Palestine, Transjordan and Iraq;

b) A maritime zone, including the Red Sea, the Gulf of Aden, the Persian Gulf, and the Gulf of Oman, bounded by a line drawn from and following the latitude of Cape Guardafui to the point of intersection with longitude 57° east of Greenwich and proceeding thence direct to the point at which the eastern frontier of Gwadar meets the sea.

To these zones the export of all arms save those of the third category (warships) is forbidden except under certain conditions. It may be authorised, if the High Contracting Party exercising sovereignty, jurisdiction, protection or tutelage over

(1) See *Monthly Summary*, Vol. V, No. 5, p. 125.

the territory to which the export is consigned is willing to admit the articles in question and if these articles are intended for lawful purposes.

Chapter IV. contains three provisions of a special nature. The first relates to Abyssinia, whose Government has expressed its willingness to put into force in its territory measures designed to give effect to the provisions of Chapter III.; the second relates to the reservations which a certain number of countries bordering on Russia may wish to make in order to adapt the general principles of the Convention to the special position in which they might be placed owing to the non-adhesion of Russia; the third provides for the case of countries possessing extra-territorial jurisdiction in the territory of another State.

Chapter V. is confined to general provisions. It lays down that the Convention shall not apply to arms forwarded to the military forces of the exporting country, wherever these forces may be, or to those carried by the individual members of such forces or by other persons in the service of the exporter. It is also provided that, in time of war, the stipulations of Chapter II. (supervision and publicity) so far as any consignment of arms to, or on behalf of, a belligerent is concerned, shall be suspended until the restoration of peace.

All provisions of international conventions prior to the present one shall be considered as abrogated in so far as they relate to the matter dealt with therein. The Convention shall not, however, be deemed to affect rights and obligations arising out of the Covenant of the League of Nations, the treaties of peace signed in 1919 and 1920, the Washington Treaty of February 6th, 1922, and other treaties and engagements concerning the prohibition of export, import or transit of arms.

Disputes arising between the Contracting Parties as to the interpretation or application of the Convention shall, if they cannot be settled by direct negotiation, be referred for decision to the Permanent Court of International Justice. Should the parties to the dispute not be signatories of the Statute of the Permanent Court, the dispute shall be referred either to the Permanent Court or to a court of arbitration constituted in accordance with the Hague Convention of 1907, or to some other arbitral tribunal.

The Convention will come into force after ratification by fourteen Powers. Ratification and subsequent accessions will be notified to the French Government.

II. Protocol relating to Chemical and Bacteriological Warfare.

This Protocol, which is mainly due to the initiative of the American and Polish Delegations, contains a declaration by which the Contracting Powers recognise that the use in war of asphyxiating, poisonous or other gases, and of all analogous liquids, materials or devices, has been justly condemned by the general opinion of the civilised world, and that prohibition of such use has been made in treaties to which the majority of Powers are parties. With a view to the acceptance of this prohibition as a part of international law, binding alike the conscience and the practice of nations, the Contracting Powers, in so far as they are not already parties to treaties prohibiting such use, accept this prohibition, agree to extend it to the use of bacteriological methods of warfare, and agree to be bound as between themselves according to the terms of this declaration.

The High Contracting Parties further undertake to do all in their power to induce other States to adhere to the Protocol. Adhesions will be notified to the French Government, and, by the latter, to all signatory and adhering Powers.

The Protocol will come into force for each Power as from the date of the deposit of its ratification.

III. Declaration of the Spanish Government.

By this declaration the Spanish Government agrees to the inclusion in the special zones of the territory of Ifni (North Africa) and to the application to this

territory of the system set forth in Chapter III. of the Convention, unless and until it notifies the Contracting Parties of a decision to the contrary.

IV. *Protocol of Signature.*

Under this Protocol the instruments drawn up by the Conference are open for the signature of all States until September 20th, 1926.

V. *Final Act.*

The Final Act recalls that the States represented at the Conference, desirous of organising a general and effective system of supervision and publicity with regard to the international trade in arms, munitions and implements of war, took part in the work at the invitation of the Council of the League of Nations issued in conformity with a resolution of the Fifth Assembly.

The signatories declare that their Governments intend to apply strictly their internal laws and regulations, to prevent fraudulent commerce in arms, and to exchange all information on the subject; they declare further that the Convention must be considered as an important step towards a general system of international agreements regarding arms and ammunition and implements of war, and that it is desirable that the international aspect of the manufacture of such arms, ammunition and implements of war should receive early consideration by the different Governments.

In his closing speech M. Carton de Wiart summed up the work of the Conference. "We are able" he said "to present the world with a solid structure, not built in the clouds, but founded upon the rock of solid realities. The reduction of armaments is not yet achieved, but an important step has been made towards it. For the first time, to use the very apt expression of M. Paul-Boncour—the trade in arms is removed from the domain of private law and enters that of public law.

"And indeed, is it right, is it desirable that a trade which so nearly affects the world's peace should be abandoned without regulation to be the sport of greed and private interests? Is it not in the interests of all that both exports and imports should be supervised; more particularly in countries where excessive liberty in this respect would encourage disorder and aggression? To these questions our Conference has replied by an emphatic affirmative and by practical decisions"... The Chairman terminated his speech with a vote of thanks to the League of Nations, whose initiative and perseverance had, he said, permitted the attainment of a result, for which it deserved a large share of credit, and which would doubtless contribute to the increase of its prestige and popularity.

Signatures.

The Convention has been signed by the following States : Abyssinia, Brazil, The British Empire, India, Chile, Esthonia, Finland, France, Hungary, Italy, Japan, Latvia, Luxemburg, Poland, Roumania, Salvador, The Kingdom of the Serbs, Croats and Slovenes, Spain and the United States of America.

The Declaration relating to the Territory of Ifni has been signed by Abyssinia, Brazil, The British Empire, India, Chile, Esthonia, Finland, France, Italy, Japan, Latvia, Luxemburg, Poland, Roumania, Salvador, Kingdom of the Serbs, Croats and Slovenes, and Spain.

The Protocol relating to chemical warfare has been signed by Abyssinia, Brazil, The British Empire, Canada, India, Chile, Denmark, Esthonia, Finland, France, Germany, Greece, Italy, Japan, Latvia, Luxemburg, Netherlands, Nicaragua, Poland, Portugal, Roumania, Salvador, The Kingdom of the Serbs, Croats and Slovenes, Spain, Switzerland, Turkey, the United States of America, and Uruguay.

The Protocol of Signature has been signed by Abyssinia, Brazil, the British Empire, India, Chile, Denmark, Esthonia, Finland, France, Germany, Greece, Hungary, Italy, Japan, Latvia, Luxemburg, Netherlands, Nicaragua, Poland, Portugal, Roumania, Salvador, the Kingdom of the Serbs, Croats and Slovenes, Spain, Switzerland, Turkey, the United States of America, and Uruguay.

The Final Act has been signed by Abyssinia, Belgium, Brazil, British Empire, Chile, China, Czechoslovakia, Egypt, Esthonia, Finland, France, Germany, Greece, Hungary, India, Irish Free State, Italy, Japan, Latvia, Luxemburg, the Netherlands, Poland, Roumania, Salvador, Kingdom of the Serbs, Croats and Slovenes, Siam, Spain, Sweden, and the United States of America.

The Persian Delegation, in the course of the debates, found itself unable to share the views of the other delegations with regard to the inclusion in the Special Zones of the Persian Gulf and the Gulf of Oman. It therefore withdrew from the Conference.

2. — RIGHT OF INVESTIGATION OF THE COUNCIL

At its March session the Council requested the Secretary-General to cause a study to be made as to whether the system proposed by the Mixed Committee of Jurists and members of the Permanent Advisory Commission to ensure the execution of the work of the Investigation Commissions would necessitate legislative measures on the part of the countries liable to investigation.

On June 10th the Council took note of a memorandum on the subject prepared by the Secretariat. This document, Viscount Ishii reported, brought out clearly what was in the view of the Council the essential factor in the situation, namely, that the countries concerned were definitely bound by treaties to give every facility for any investigation which the Council, acting if need be by a majority vote, might consider necessary.

The Council decided to address to the Austrian, Bulgarian, German and Hungarian Governments a letter explaining its point of view and expressing its confidence that, should the occasion arise, the stipulations of the peace treaties by which States liable to investigation undertook to give every facility to such effect would be fully carried out.

3. — MEETING OF THE PERMANENT ADVISORY COMMISSION

The Permanent Advisory Commission for Military, Naval and Air questions met on June 8th at Geneva with Colonel Lowe (Great Britain) in the Chair.

The Commission examined the questionnaire drawn up by its Committee of Enquiry. This document, before being transmitted to the Governments, is submitted, in virtue of a decision of the Council, to all organisations represented on the Co-ordination Commission, *i.e.*, the Economic, Financial and Transit Committees of the League, the Permanent Advisory Commission and the Employers' and Workers' Groups of the Governing Body of the International Labour Office.

IV. — General Questions.

1. — INTERNATIONAL ENGAGEMENTS

a) *Registration.*

Among the treaties and international engagements registered in June figures a series of conventions and protocols concluded on July 13th, 1923, by Hungary and

Czechoslóvakia, presented by the Hungarian Government. These agreements concern the assessment of taxes and the settlement of various financial and insurance questions pending between the two countries.

The British Government deposited the Treaty of Alliance concluded at Bagdad on October 10th, 1922, between Great Britain and Iraq, and administrative, financial, legal and military agreements supplementary thereto, a treaty of commerce and navigation between Great Britain and Austria (London, May 22nd 1924) and a postal agreement between Luxemburg and Great Britain and North Ireland (London, September 8th, 1923).

The Danish Government presented a copy of notes exchanged on June 3rd, 1925, by the Greek and Danish Governments, relating to the prolongation until January 1st, 1926, of the Greco-Danish Treaty of Commerce and Navigation (Athens, 1843, and Copenhagen, 1846).

The Polish Government deposited an arbitration convention concluded on November 13th, 1923, by the Austrian and Polish Governments.

The Swiss Government deposited a commercial agreement concluded on December 4th, 1924, by Latvia and Switzerland, and a treaty of conciliation and arbitration with a final protocol concluded at Budapest on June 18th, 1924, by Hungary and Switzerland.

b) *Adhesions and Ratifications.*

The Protocol for the Pacific Settlement of International Disputes (Geneva, October 2nd, 1924) has been signed by the Government of Haïti.

The Convention for the Simplification of Customs Formalities (Geneva, November 3rd, 1923) has been ratified by the Netherlands Government, on behalf of the Netherlands and their overseas possessions (the Dutch East Indies, Surinam and Curaçoa).

The Convention and Statute on Freedom of Transit (Barcelona, April 20th, 1921) have been ratified by the Esthonian Government.

The Convention on the Suppression of the Traffic in Women and Children (1921) has been ratified by the Swedish Government. The instruments of ratification have been deposited at the League Secretariat.

The Convention and Protocol drawn up by the Second Opium Conference (Geneva, February 18th, 1925) were signed in June by the Governments of Latvia and Monaco.

c) *Amendments to the Covenant.*

The Protocol relating to the amendment to Article XVI. of the Covenant (Economic Blockade), adopted in 1924 by the Fifth Assembly, has been ratified by Salvador. The instruments of ratification have been deposited at the League Secretariat.

2. — APPOINTMENT OF REPRESENTATIVES TO THE LEAGUE OF NATIONS

a) *Appointment of a Hungarian Representative.*

The Hungarian Government has notified the Secretary-General of the League of Nations of the appointment of M. Alex Nagy de Versegh, Councillor of Legation, as head of the Hungarian Delegation to the League of Nations with the title of Resident Minister.

b) *Appointment of a Delegate of Nicaragua.*

The Nicaraguan Government has notified the Secretary-General that it has accredited Dr. Antoine Sottile as permanent delegate to the League of Nations.

3. — **TRANSFER BY THE GERMAN GOVERNMENT TO THE POLISH GOVERNMENT OF SOCIAL INSURANCE FUNDS IN THE UPPER SILESIA TERRITORY CEDED BY GERMANY TO POLAND**

The question of the transfer by the German Government to the Polish Government of social insurance funds in Upper Silesian territory ceded by Germany to Poland was brought before the Council for the second time in the following circumstances.

In a letter to the Council submitted in March the Polish Government recalled that, in accordance with Article 312 of the Treaty of Versailles, the Council, on December 9th, 1924, had invited Germany to pay Poland the sum of 26 million gold marks, the first instalment of 6 millions to be remitted on February 1st, 1925. In reply to an invitation of the Polish Government to remit the first instalment the German Government stated that it had requested the Agent General for Reparations Payments to deduct the sum in question from the payments to be made under the Dawes scheme.

The Polish Government having subsequently requested the Council to give effect to its decision of December 9th, the latter decided to discuss the question in June. It invited the Secretary-General to notify to this effect the German Government, the Agent General for Reparations Payments and the Reparation Commission, requesting them to communicate to the Secretariat any observations they might desire to make.

At its June session the Council examined the replies which had been received.

From the letter of the Agent General for Reparations Payments, it appeared that in consequence of an agreement reached on January 14th, 1925, by the Allied Finance Ministers, he was not in a position to make any payment for the purpose specified out of funds received or to be received under the Dawes scheme.

The Reparation Commission in its report stated that it was without authority in the matter and suggested that it would be necessary to submit the question to arbitration as provided in the London Protocol of August 30, 1924.

The German Government, on the other hand, maintained that payment of the instalment in question could only be effected out of the Dawes annuities, in accordance with the Dawes scheme, which was accepted by the London Protocol of August 16th, 1924, and of which Poland was not a signatory. In the opinion of the German Government a doubt accordingly existed as to the method by which it should discharge its obligations.

On June 9th, the Council expressed its regret that in consequence of a legal controversy social insurance funds which were of great importance for the working population of Upper Silesia had not been at the disposal of the competent authorities at the appointed date. The Council considered that the question might be settled by arbitration as provided for in the London Protocol and as suggested by the Reparation Commission.

4. — **REQUEST FROM THE INTERNATIONAL PARLIAMENTARY CONFERENCE ON COMMERCE**

A request from the International Parliamentary Conference on Commerce with regard to the possibility of collaboration between that body and the League was submitted to the Council at its June session.

The Council expressed its sympathy with the general idea of collaboration between the League Technical Organisations and the Parliamentary Conference. It requested the Secretary-General to communicate the correspondence on the subject to the Economic, Financial and Transit Committees of the League.

V. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *Report of the Health Committee.*

The Council on June 9th approved the report of the Health Committee on the work of its recent session.

With regard to the programme of interchanges for the coming year the Council approved *inter alia* the proposal of the Committee to organise a special interchange in West Africa for medical officers of the Colonial Health Services of Belgium, France, Great Britain, Portugal, Spain and the Union of South Africa. It was decided to forward to the Persian and Albanian Governments respectively the reports prepared by Dr. Gilmour on health conditions in Persia and by Dr. Haigh on malaria in Albania.

The Council noted the agreement to be negotiated by the Netherlands and Belgian Governments with a view to rendering the sanitary measures relating to notification more effective and less burdensome to commerce. It considered that the extension of such agreements to other maritime countries should be recommended, with the addition of a clause providing for the reference to an international health organisation of differences with regard to their interpretation.

With regard to the application of Article 8 of the Opium Convention of February 19th, 1925, the Council decided to invite the Governments to furnish a list of preparations containing narcotics to which, in their opinion, the Convention should not be applicable, their composition precluding the recovery of the narcotics for consumption as such.

The Council finally expressed its gratitude to the Government of French Indo-China for the arrangement by which the wireless station at Saigon transmits free of charge the bulletins of the Far Eastern Epidemiological Bureau. It also thanked the Government of the Dutch East Indies for a similar offer.

b) *International Conference on Sleeping Sickness (1).*

The Council noted the resolutions of the Conference on Sleeping Sickness with regard to administrative measures in view of the co-operation of the medical and administrative staff in frontier districts of contaminated areas and also its proposal to send an international Commission to study the question on the spot. Mr. Chamberlain (British Empire) informed the Council that the Government of Uganda would place its laboratories at Entebbe at the disposal of the International Commission on Sleeping Sickness for one year.

c) *Interchange of Public Health Officials.*

A general interchange of public health officials—the fourth during the present year—took place in Belgium from May 4th to June 19th. This visit was arranged by the League Health Organisation.

The course included a series of lectures on the geological, geographic, and climatic conditions of Belgium; on the development of social institutions, public assistance, and vital statistics; on sanitary organisations and legislation and on the protection of children. It began at Brussels and was completed by visits to

(1) See *Monthly Summary*, Vol. V, No. 5, p. 129.

public health institutions in the provinces—Brabant, Antwerp, Flanders, Namur and Liège—and in the districts of Mons and Charleroi.

The interchange came to an end at Geneva, on June 26th, with a series of lectures on the League of Nations and its Health Organisation.

2. — ECONOMIC AND FINANCIAL ORGANISATION

a) *The Financial Reconstruction of Austria. Work of the Council and the Financial Committee.*

Various questions relating to the financial reconstruction of Austria were dealt with in June by the Council and the Financial Committee.

Electrification of Austrian Railways. — The Financial Committee noted the proposals of the Austrian Government with regard to the electrification of the Salzburg-Innsbruck section of the Arlberg railway line. The electrification of the section between the Swiss frontier and Innsbruck, which began before the reconstruction scheme came into force, is now terminated, and the Austrian Railway Direction is of opinion that it is absolutely necessary to begin work on the Innsbruck-Salzburg section. The Committee accordingly recommended that a sum not exceeding 88 million gold crowns should be allocated for the purpose from the reconstruction loan.

On June 9th the Council, in the presence of the Austrian Minister of Foreign Affairs, M. Mataja, and Dr. Zimmerman, Commissioner-General of the League at Vienna, adopted the report of the Financial Committee, thus authorising the proposed allocation.

On this occasion, the Commissioner-General, Dr. Zimmerman, said that he was happy to announce that the financial situation of Austria allowed of this important enterprise, which, apart from its special advantages, would enable the Government to deal effectively with the problem of unemployment, and would be an important factor in the economic reconstruction of Austria.

Economic Inquiry. — On the proposal of Mr. Chamberlain, speaking on behalf of the Austrian Committee, the Council approved the arrangements which had been made for the economic inquiry requested by the Austrian Government.

The Austrian Foreign Minister, M. Mataja, said that the financial reconstruction of Austria, now an accomplished fact, was the first stage in the work of reconstruction undertaken by the League. It would henceforth be necessary to devote particular attention to another problem—that of the economic reconstruction of the country—and the economic inquiry would contribute in a large measure to its solution. M. Mataja expressed his confidence in the experts, Mr. Layton and M. Rist, whose appointment the Council had approved.

Progress of the Reconstruction Work in June.

(Communicated by the Commissioner-General's Office)

Budget Estimates. — The Austrian Government presented to the Commissioner-General the following estimates for June :

Budget Administration	Current Administration (Millions of shillings)	Investments	Total
Expenditure	70.99	7.26	78.25
Revenue	69.29	— 0.53	68.76
Deficit	1.70	7.79	9.49

(The deficit is in a large measure accounted for by an advance of five million shillings granted by the Government to the Federal Railways.)

Yield of Assigned Revenues. — The yield of the revenues assigned for the service of the loan was 36.4 million shillings (22.4 millions from the tobacco monopoly and 14 millions from the customs) in May.

Reduction of Civil Service Staff. — 74,929 civil servants have been dismissed since October 1st, 1922.

General Situation. — The number of unemployed persons receiving State assistance fell by 12 % in May, the figures being 148,177 at the beginning of May, and 130,767 at the beginning of June.

The Bank and savings bank deposits increased from 366 million shillings at the beginning of May to 387 millions at the beginning of June.

The weekly balance sheet of June 23rd of the Austrian National Bank shewed note circulation of 737 million shillings with a 53 % cover in gold and foreign currencies. If current accounts for 68 millions be added to this figure, total commitments of 805 millions are shewn to be covered to the extent of 48 % by gold and foreign monies.

b) *The Financial Reconstruction of Hungary.*

The progress of the financial reconstruction of Hungary was discussed at the June sessions of the Council and the Financial Committee.

At the meeting of the Financial Committee, which was attended by the Hungarian Prime Minister, Count Bethlen, the Finance Minister, Dr. Budd, and other representatives of the Hungarian Government, the Commissioner-General of the League at Budapest, Mr. Jeremiah Smith, made a general statement on the working of the reconstruction scheme.

Mr. Smith announced that the Hungarian financial situation at the end of the present fiscal year (June 30th) surpassed all expectations. He was happy to state that there would be no deficit in the budget for 1924-1925. In this connection he recalled that the League's scheme had allowed a period of two and a half years for balancing the budget. Two-thirds of the loan issued with a view to meeting budgetary deficits during the period of reconstruction had not been drawn upon. This situation, he said, was largely due to a considerable increase in receipts which had not been reckoned with in the reconstruction scheme. As a result of the institution of a new Hungarian National Bank the crown was now stable and confidence had returned.

Mr. Smith explained that, in order to achieve these results, the Government had been obliged to levy taxes which were a particularly heavy burden for a country with mainly agricultural resources. In the opinion of the Commissioner-General the present revenue from taxes represented the limit of Hungary's taxable capacity. The budget for the coming year was balanced and would be submitted shortly to the Hungarian Parliament. Mr. Smith considered that a decrease in revenue during the coming year was not very probable. On the other hand, he said, the harvest prospects, an extremely important factor in Hungary's economic prosperity, were satisfactory.

The Financial Committee also considered two questions raised by the Hungarian Government, namely, the increase of the salaries of officials and the employment of part of the loan proceeds for capital investments.

On the recommendation of the Financial Committee the Council, on June 9th, agreed to a certain increase in the salaries of Hungarian officials and also to the use of part of the reconstruction loan for capital investments. It drew attention to

the necessity of the prompt conclusion of commercial treaties and of the reduction of tariff barriers.

With regard to reductions of administrative staff proposed by the Economy Committee appointed by the Hungarian Government, the Council expressed its hope that these measures might be extended in a more radical scheme of reorganisation appropriate to the present administrative requirements of Hungary.

M. Scialoja (Italy), on behalf of the Hungarian Committee of the Council, stated that explanations had been furnished to the Committee with regard to a question raised at the March session of the Council by the Roumanian, Czechoslovak and Serb-Croat-Slovene representatives. These explanations, M. Scialoja said, had been noted by the representatives concerned, who had agreed to communicate them to their respective Governments.

The Hungarian representative, Baron Koranyi, thanked the Council for its valuable help in the reconstruction work.

c) *Eighteenth session of the Financial Committee.*

The Financial Committee met from June 4th to 8th at Geneva. There were present :

M. TER MEULEN (Chairman)	(Netherlands)
M. DE CHALENDAR, in place of M. PARMENTIER	(France)
M. DUBOIS	(Switzerland)
M. MAZZUCHELLI, in place of M. BIANCHINI	(Italy)
Sir Otto NIEMEYER	(Great Britain)
M. POSPISIL	(Czechoslovakia)
M. WALLENBERG	(Sweden)
M. WARLAND, in place of M. JANSSEN	(Belgium)
M. SHIZINO YAMAJI, in place of M. SEKIBA	(Japan)

In the course of the meeting the Committee examined questions in connection with the financial reconstruction of Austria and Hungary ⁽¹⁾ and with the Danzig Municipal Loan ⁽¹⁾. It further dealt with the report of the experts on double taxation and tax evasion and examined the resolutions adopted on June 3rd by the Mixed Committee on Economic Crises.

Double Taxation and Tax Evasion. — The Committee noted the work of the experts on double taxation and tax evasion and recommended the convocation of a conference of technical experts to include delegates of countries other than the seven represented on the present Committee of Experts. The object of this conference would be to draw up a draft convention which, while providing a remedy for tax evasion and double taxation, would take into consideration the disadvantages of placing any obstacles in the way of the international circulation of capital, one of the conditions of public prosperity and economic reconstruction. This recommendation was considered by the Council on June 11th, when it decided to convene the conference.

d) *Report of the Economic Committee.*

On June 10th the Council approved the report of the Economic Committee on the work of its fifteenth session.

The Council endorsed in particular the recommendations of the Committee with regard to the right of foreigners established in a country to exercise a profes-

(1) See special articles on these subjects.

sion, industry or other occupation. It decided to communicate to all States Members of the League the findings of the Committee in this connection which, in the opinion of the Rapporteur, M. Hymans, constituted the second chapter of an international code on the treatment of foreigners, the first chapter being a series of recommendations drawn up by the Committee in 1923 with regard to the taxation of foreign nationals and enterprises.

With regard to the latter question, the Council decided to ask States Members to what extent they had been able to give effect to the Committee's recommendations.

e) *Meeting of the Mixed Committee on Economic Crises.*

The Mixed Committee set up by the Council to study, in co-operation with the International Labour Organisation, the question of economic crises in their relation to unemployment met at Geneva on June 2nd and 3rd, with M. Heer (Switzerland) in the chair. The other members present were :

For the Economic Committee :

M. BRUNET (Belgian), M. SERRUYS (French), M. WIENIAWSKI (Polish), Sir Hubert LLEWELLYN SMITH (British), and M. IBL (Czechoslovak) replacing M. DVORACEK;

For the Financial Committee (represented for the first time on the Mixed Committee):

M. DUBOIS (Swiss), Sir Otto NIEMEYER (British), M. WARLAND (Belgian) replacing M. JANSSEN;

Experts appointed by the International Labour Organisation :

M. MAX LAZARD (French), M. MAHAIM (Belgian), M. SJOSTRAND (Swedish), and M. WAGEMANN (German).

The Committee considered the question of the stabilisation of prices, this being an essential condition of the regularity of economic life and the stability of employment, and decided to make a detailed study of two factors which, in its opinion, played an important part in this connection, namely, the influence of the credit policy of financial institutions and that of the economic policy of Governments.

The Committee further considered the possibility of seeking expert advice as to the means of developing, extending and improving the use of economic barometers.

f) *Greek Refugees Settlement Scheme.*

On June 11th, the Council examined the Sixth Quarterly Report of the Greek Refugees Settlement Commission covering the period from January 1st to March 31st, 1925.

In the report progress is shown in the agricultural settlement of refugees. Up to March 31st, the Commission had established 44,130 families in Macedonia, 15,486 in Thrace and 7,322 in other provinces. It had completed the settlement of 72,581 families who had been established by the State before the creation of the Refugee Settlement Commission. Over 20,000 houses had been built and 14,000 more were in course of construction. Considerable quantities of live-stock, ploughs, wagons, tools, grains and forage had been distributed. The Commission had also granted numerous advances in money and in kind.

During the same period the Commission organised a health service to cope with illness and malarial fever among the refugees. Fifty-one dispensaries were established in Macedonia and it is hoped that they may prove self-supporting.

3.— COMMUNICATIONS AND TRANSIT

On June 11th, the Council considered various questions in connection with the League organisation on Communications and Transit, reports on which were presented by M. Guani (Uruguay).

a) *Conference on Tonnage Measurement in Inland Navigation.*

The Council decided to convene a conference to meet on November 20th, 1925, for the purpose of concluding the convention on tonnage measurement in inland navigation for which a draft had been prepared by the Sub-Committee for Inland Navigation. As this conference affects European countries only and particularly continental States concerned with international communications by inland waterways, it will be a regional or limited meeting. International organisations competent to deal with the matters referred to in the convention, such as the Central Commission for Rhine navigation, the European Commission of the Danube and the International Commissions of the Danube, Elbe and Oder will be invited to send representatives.

In his report M. Guani laid particular stress upon the value of an agreement among European countries which would, by means of the unification of tonnage measurement, permit of the reciprocal recognition of tonnage certificates delivered by the contracting parties. The effect of such a step, he said, would be to cut down expenses and formalities, both at frontiers and, generally speaking, in all international transport on inland waters. There could be no doubt that this form of traffic would develop to an increasing extent. Since 1898 the unification of tonnage measurement and the reciprocal recognition of tonnage certificates had been established facts in Western Europe, thanks to a Convention concluded by Germany, Belgium, France and the Netherlands. There existed also an agreement between the riparian States regarding navigation on the Elbe. So far, however, nothing had been done in this matter as regards navigation on the Danube or in Eastern Europe, nor had any attempt been made to establish a system embracing all the inland water communications of Europe.

As the Advisory and Technical Committee had repeatedly emphasised, such an attempt was now absolutely essential, if it were proposed to construct in the near future important junction canals between the different river systems, on the lines of the great canal now under construction between the Rhine and the Danube, which would be navigable for vessels of 1,200 tons.

It would, the rapporteur added, be realised that these questions of inland navigation must necessarily be looked at from the point of view of one continent; but the method of investigation adopted for Europe could be applied later to other continents as required.

b) *Road Traffic.*

The Council decided to forward to the States parties to the Convention on Road Traffic of 1909, the text of the new Draft Convention drawn up by the special Committee of Enquiry on Road Traffic. This draft, which is a revised version of the Convention of 1909, is intended to serve as a basis of discussion for an international conference to be convened by the French Government.

The Council requested the French Government to include in the agenda of the Conference the discussion of the Draft Convention. It further made arrangements with a view to establishing relations between the Conference and the competent League Organisations.

c) *Term of Office of the Chairman of the Permanent Technical Hydraulic System Commission of the Danube.*

The Council noted the coming into force of the regulations regarding the powers and the working of the Permanent Technical Hydraulic System Commission of the Danube. According to these regulations the term of office of the Chairman of the Commission is five years and may be renewed.

The Council extended the term of office of M. Rossetti, the present Chairman, to five years as from the date of his appointment by the Council, namely March 15th, 1924.

VI. — Administrative Questions.

1. — DANZIG

Procedure to be followed in cases of differences between the Free City and Poland.

The Council on June 11th adopted a new procedure for the settlement of differences between the Free City and Poland. This system had been drawn up at the request of the Council by the Spanish representative, M. Quinones de Leon.

The new procedure maintained the system of direct negotiations between the parties. As formerly, the High Commissioner can, if necessary, invite either or both of the parties to attend a meeting to discuss the question at issue. In the case of technical or legal questions, however, the High Commissioner is empowered under the new regulations to consult, before giving his decision, the technical organisations of the League or experts designated by the Council Rapporteur on Danzig.

Formerly the reference of a question to the League technical organisations or experts took place, as a general rule, after appeal had been lodged with the Council against a decision of the High Commissioner. The result of this new system will be, it is hoped, to lessen the number of appeals to the Council and thus to eliminate the political element in disputes which may arise.

Should an appeal be lodged against the decision of the High Commissioner after he has consulted the Technical Committee or Experts, the High Commissioner will communicate to the Secretary-General the opinion of the Experts together with the other relevant documents. This material will be transmitted to the Council.

The Polish representative, M. Strasburger, and the President of the Senate of the Free City, Dr. Sahm, agreed to the new procedure.

Polish Postal Service in Danzig. — On June 11th, the Council adopted the advisory opinion of the Permanent Court of International Justice in regard to the question of the Polish postal service in Danzig.

As, in the opinion, it was clearly stated that the Polish postal rights were confined to the Port of Danzig and that the practical application of the reply depended on the delimitation of the Port of Danzig the Council decided to set up a Commission of four experts to be appointed by the Chairman of the Advisory Committee on Communications and Transit in agreement with the Council's Rapporteur.

The Commission will be instructed to present to the Council at its next session proposals for the delimitation of the Port of Danzig for the purposes of the Polish postal service and with due reference to the opinion of the Court.

Procedure in the case of petitions addressed to the League by citizens of the Free City. — The question of the procedure to be followed in the case of petitions

addressed to the League by citizens of the Free City was dealt with by the Council on June 10th, when it authorised the Secretary-General to communicate on the subject with the High Commissioner of the League at Danzig.

The Constitution of the Free City being placed under the guarantee of the League, it would seem natural that the High Commissioner, as representative of the League in Danzig, in cases where he came to the conclusion through petitions or otherwise that there was a danger of infraction of the stipulations of the Constitution, might at his discretion bring the matter to the notice of the Council.

The Council therefore decided that the High Commissioner might receive such petitions for information.

Danzig Municipal Loan. — At its June meeting the Financial Committee dealt with a question raised by the British Overseas Bank and Messrs. Helbert, Wagg and Co., who issued the Danzig Municipal Loan of April, 1925. This question concerned the acceptance by the Council of certain duties under the General Bond relating to the loan.

The Financial Committee considered that the Council might accept these duties, an opinion which the Council ratified on June 11th.

Articles 32 and 36 of the General Bond lay down that the trustee may draw the attention of the Council to any breach by the municipality of the terms of the General Bond. The Council may be called upon to settle disputes between the municipality, the financial institutions in charge of the loan service and the trustee. The Free City may appeal to the Council if it considers that the trustee has abused his authority.

2. — THE SAAR

Measures for the preservation of documents in view of the Plebiscite.

On June 10th, the Council invited M. Bonzon, former provisional Records Commissioner for the Saar Basin Plebiscite, to proceed to the Saar to examine the documents delivered to the Governing Commission by the Prussian and Bavarian Governments in view of the Plebiscite, and to prepare a report on the subject, particularly as regards the preservation of these documents by the local authorities.

3. — SIXTH SESSION OF THE PERMANENT MANDATES COMMISSION

The Permanent Mandates Commission met at Geneva on June 26th. There were present :

Marquis THEODOLI, Chairman	(Italian)
M. FREIRE d'ANDRADE	(Portuguese)
• M. BEAU	(French)
• Sir Frederick LUGARD	(British)
• M. Pierre ORTS	(Belgian)
• M. PALACIOS	(Spanish)
• M. VAN REES	(Netherlands)
• M. William RAPPARD	(Swiss)
• Madame BUGGE-WICKSELL	(Swedish)
• M. YAMANAKA	(Japanese)

The Chairman welcomed the representatives of the Mandatory Powers and also M. Yamanaka and M. Rappard, who sat for the first time as members of the Commission.

The Commission then noted the report of its Chairman and of the Chief of the Mandates Section on the work on various questions relating to Mandates done by League organisations since the last session of the Commission. Before proceeding to examine the annual reports of the Mandatory Powers, the Commission re-elected Marquis Theodoli and M. Van Rees respectively as chairman and vice-chairman.

A full account of the session will be given in the July number of the Monthly Summary.

VII. — Protection of Minorities.

On the agenda of the June session of the Council figured four questions relating to the protection of minorities, namely, the situation of the Greek minority in Constantinople and of the Turkish minority in Western Thrace, that of minorities in Lithuania, that of the Bulgarian minorities in Greece and the question of farmers of Hungarian origin in the Banat and Transylvania.

1. — SITUATION OF THE GREEK MINORITY IN CONSTANTINOPLE AND THE TURKISH MINORITY IN WESTERN THRACE

The Council on June 8th postponed to its next session the consideration of the question of the Greek minority in Constantinople and the Turkish minority in Western Thrace, in order to enable the League Commissioners to finish their report on the subject.

The neutral members of the Mixed Commission for the Exchange of Populations had undertaken to pursue, on behalf of the Council, an enquiry into the situation of the minorities in question. The enquiry is terminated, but the Commissioners, in view of the fact that they were unable to present a report for the June session of the Council, requested the adjournment of the discussion until September.

On this occasion, M. Caclamano (Greece) and Colonel Tewfik Bey (Turkey) announced that their respective Governments were engaged in negotiations on the subject, which, they hoped, would be brought to a successful issue before the next meeting of the Council.

2. — MINORITIES IN LITHUANIA

On June 10th the Council noted a report by M. de Mello Franco (Brazil) on the situation of minorities in Lithuania, which contained the following passage :

It is my agreeable duty to state at once that the information which the Lithuanian Government has been good enough to supply to the Council is evidence of that Government's desire to co-operate with the League of Nations in removing any doubts which might exist as to the way in which the Lithuanian people fulfil its obligations towards those of its fellow-citizens which belong to a minority. I wish also to add — as has indeed already been said in the note of December 11th, 1924, — that certain of the petitioners' complaints have been satisfactorily explained in the Lithuanian Government's observations, and that moreover certain other complaints are outside the sphere of the international obligations assumed by that Government in virtue of its declaration before the League of Nations of May 12th, 1922, respecting the protection of minorities.

M. de Mello Franco then asked the Lithuanian representative, who was present at the meeting, for supplementary information and explanations on certain points.

M. Zaunius (Lithuania), in reply, furnished to the Council information on the following questions : the right of minorities to address petitions to the League, the exclusion of minorities from the Diet Commissions and the methods used in Lithuania in taking the censuses of 1923; the use of minority languages in the press, in public meetings, in the law courts, churches and schools, for administrative purposes, in signs, advertisements or posters, and in the account books of commercial, industrial and credit institutions; the agrarian reform and its application; expropriation as punishment for an offence and without indemnity; and the evaluation and allocation of forests.

The Council requested its rapporteur to continue his study of the question and, on the basis of the fresh material furnished by the Lithuanian representative, to prepare a new report for its September session.

3. — BULGARIAN MINORITIES IN GREECE

The Council had before it on June 10th the reply of the Greek Government to questions raised by the Council in March with regard of the situation of the Slav-speaking minorities in Greece.

The Greek Government explained that no new legislative or other measure had so far been taken with a view to giving effect to the stipulations of the minorities treaty, for the reason that this treaty only came into force on August 6th last and the time-limit for the voluntary and reciprocal emigration of Bulgarian Greeks to Greece and Greek Bulgarians to Bulgaria only expired on December 31st.

The Greek Government, moreover, pointed out that, long before the minorities treaty, Greece had protected the legitimate rights of minorities by legislative and other provisions, constituting, in the opinion of the Greek Government, an almost complete system for the protection of such rights. The Greek Government added that it would always pay particular attention to the application of the minorities treaty and it intended to take all legislative or other steps which experience might show to be necessary in addition to those already in existence.

With regard to the requirements of the Slav-speaking minority in the matter of education and public worship, the Greek Government stated that it would examine in a friendly spirit any request which that minority might submit for the opening and maintenance of schools with teaching in its own language. The Government further announced that it would be prepared to consider any request from Slav-speaking members of the Orthodox Church concerning the use in a church of their own language instead of Greek.

At the Council meeting, the Greek representative, M. Caclamano, explained the steps which the Greek Government had taken or was about to take to ensure the fulfilment of its obligations from the beginning of the next school year (October 1926).

Provision will be made in the budget of 1925-1926 to assist such communities as desire to found schools for the Slav-speaking population in Greece. A special programme will be drawn up in order to facilitate instruction in the language of the minorities where important settlements of these populations exist. Measures will be taken to recruit in time the necessary qualified teaching staff. Books will be prepared and printed at the expense of the Greek Government. The School Board has been instructed to take the necessary decisions during the summer, so that the Greek Government, at the beginning of the next school year, will be in a position to meet its engagements with regard to the Slav-speaking minority.

It is understood that the instruction given for the benefit of the Slav-speaking minority will also include instruction in Greek.

As regards the religious needs of the Slav-speaking minority, the Greek Government is prepared to extend to its recently acquired territory a system which, up to the present, has only been in force in Old Greece, by which communities have the right to elect their own priests.

The Greek representative added that legal documents not written in Greek were admissible in law courts and that evidence given by persons not speaking Greek was received by the Courts through the intermediary of interpreters.

On the proposal of Mr. Chamberlain, the Council declared that the Greek Government's letter, supplemented by the explanation of the Greek representative, was satisfactory and showed that the Greek Government realised its obligations and was prepared to meet them.

4. — MINORITIES IN ROUMANIA

Farmers of Hungarian origin in the Banat and Transylvania. — The question of the farmers of Hungarian origin in the villages of the Banat and Transylvania was brought before the Council by the representatives of Brazil, the British Empire and Sweden, who had been appointed to consider a petition from this minority.

The petitioners are small land holders, Roumanian subjects of Hungarian origin established in these districts, who complain that under certain Roumanian laws they may be deprived of part or the whole of their estates, with inadequate compensation. They further declare that the measures taken against them are more radical than those taken against other Roumanian nationals.

At the Council meeting, the Brazilian, British and Swedish representatives discussed with the Roumanian representative, M. Titulesco, the questions raised in the petition.

M. Titulesco informed the Council that, since the end of March, 1925, no measures of material confiscation had been taken against the farmers in question and that he was authorised to offer the Council his Government's assurance that it would suspend all measures which might tend to affect the *status quo* as regards the holdings of these farmers, until such time as the Council could give a final opinion upon the main question.

On the proposal of the rapporteur, the Council postponed the examination of this question to its next session.

5. — GENERAL QUESTIONS

On the proposal of M. de Mello Franco (Brazil), the Council on June 10th adopted a resolution confirming formally certain practices with regard to the constitution of the so-called Minorities Committee, which, in virtue of the Council's resolution of October 25th, 1920, considers all petitions and communications relating to the protection of minorities. The Committee is composed of the Acting President of the Council and two colleagues appointed by him.

The rapporteur noted that the Minorities Committee, while reserving to the other members of the Council the right of initiative conferred upon them by the treaties, had become the normal body for dealing with the League's work in connection with the protection of minorities. This made the appointment of its members a question of very considerable importance.

The resolution adopted by the Council provided that, when the Acting President of the Council was the representative of the State of which the persons belonging to the minority in question were subjects, or the representative of a neighbouring State of the State to which the minority in question was subject, or the representative of a State the majority of whose population belonged from the ethnical point of view to the same people as the minority in question, the duty which devolved upon him under the resolution of October 25th, 1920, should be performed by the most recent holder of the Presidency who was not in the same position.

The Council further laid down that the President, in selecting his colleagues, should not appoint the representatives of States which came within the above mentioned categories.

6. — ACQUISITION OF POLISH NATIONALITY

On June 8th, the Council took note of the exchange of the ratifications of the Vienna Convention of August 20th, 1924, between the Polish and German Governments on the subject of the acquisition of Polish nationality. It approved clauses in this Convention in so far as they concerned the League of Nations in virtue of the Treaty of June 28th, 1919, between the Principal Allied and Associated Powers and Poland.

The Polish representative, M. Morawski, on behalf of his Government, thanked the Council for its action in the matter as a result of which, he said, one of the most difficult and important problems of the German-Polish relations had been settled.

VIII. — Political Questions.

EXPULSION OF THE ŒCUMENICAL PATRIARCH

The Greek Government on June 1st, informed the Secretary-General that its negotiations with the Turkish Government had been brought to a successful issue and that it desired to withdraw its application of February 11th concerning the expulsion of the Œcumenical Patriarch from Constantinople.

As, at the March session of the Council, the Turkish Government had raised the question of the competence of the Council to deal with the matter, the latter decided to ask the Permanent Court of International Justice for an advisory opinion, at the same time expressing the hope that the question at issue might be settled by private negotiation.

On June 8th, the Council, after noting the communication of the Greek Government, decided, on the report of Viscount Ishii, to remove from its agenda the question of the expulsion of the Œcumenical Patriarch. It further decided to inform the Permanent Court that it was no longer necessary for the Council to request an advisory opinion with regard to its competence in the matter.

The Greek representative, on behalf of his Government, thanked the Council for its conciliatory action which, he said, had largely contributed to the conclusion of the agreement.

IX. — Social and Humanitarian Questions.

TRAFFIC IN WOMEN AND PROTECTION OF CHILDREN

On June 9th, the Council approved the resolutions adopted by the Advisory Committee on Traffic in Women and Protection of Children, in particular, with regard to its future work in connection with the protection of children, and its reorganisation under the name of the Advisory Committee for the Protection of Children and Young People.

As the Advisory Committee had pointed out that strong interest was taken in the subject of child welfare by a large number of voluntary societies in North and South America, the Council requested the Secretary-General to consult the United States and Uruguayan representatives with a view to bringing before the next meeting of the Committee proposals for the choice of an additional assessor for the American continent.

X. — Forthcoming Events.

- July 15th : Ordinary Session of the Permanent Court of International Justice, The Hague.
- July 24th : Meeting of the Advisory and Technical Committee on Communications and Transit, Geneva.
- July 27th : Meeting of the Special Body of Experts on Traffic in Women and Children, Geneva.
- August 24th : Meeting of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, Geneva.
- August 31st : Meeting of the Economic Committee, Geneva.
- September 2nd : Thirty-Fifth Session of the Council, Geneva.
- September 4th : Meeting of the Financial Committee, Geneva.
- September 7th : Sixth Assembly of the League of Nations, Geneva.
- September 28th : Fifth Session of the Health Committee, Geneva.

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THE
MONTHLY SUMMARY
OF THE
LEAGUE OF NATIONS

JULY 1925

Vol. V. No. 7

Published on August 15th, 1925.

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MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

JULY 1925

Vol. V. No. 7.

Published on August 15th, 1925.

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Communications concerning the *Monthly Summary* should be addressed
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I. — Summary of the Month.

Important meetings of the League organisations took place in July. The Permanent Mandates Commission, the Advisory and Technical Committee on Communications and Transit, the Committee on Intellectual Co-operation and the Temporary Slavery Commission held plenary sessions at Geneva; a committee of railway experts and the committee for the study of Senator Ciruolo's scheme for international relief met in Paris; and the Commission for the delimitation of the port of Danzig pursued its investigation on the spot.

The Permanent Mandates Commission completed its examination of seven annual reports of Mandatory Powers and discussed a certain number of questions of general interest.

The Temporary Slavery Commission, which met from July 13th to 25th drew up a report for the Council on the question of slavery as a whole, and made several suggestions with a view to preventing, as far as possible, the alienation or restriction of individual freedom.

The Committee on Intellectual Co-operation, whose session came to an end on July 30th, took the necessary steps for the inauguration of the work of the International Institute of Intellectual Co-operation founded by the French Government.

The Committee on Communications and Transit dealt with disputes as to the jurisdiction of certain river commissions referred to it for conciliation.

The members of two interchanges of public health officials passed several days at Geneva for the purpose of studying the League Health Organisation.

The Saar Governing Commission sent in its twenty-second quarterly report.

The Permanent Court of International Justice met on July 16th for the purpose of dealing with the plea to its jurisdiction filed by the Polish Government with regard to the application of the German Government concerning certain German interests in Polish Upper Silesia.

II. — The Permanent Court of International Justice.

EIGHTH SESSION

German Interests in Upper Silesia (1). — The Eighth Session of the Permanent Court of International Justice was resumed on July 16th for the oral proceedings in regard to the plea to its jurisdiction filed by Poland in connection with the application of the German Government concerning certain German interests in Polish Upper Silesia.

Three public sittings (on July 16th, 18th and 20th) were devoted to this question, in the course of which Poland's case was presented by M. Mrozowski, President of the Supreme Court of Warsaw, and M. Limburg, leader of the Hague Bar, and that of Germany by Professor Erich Kaufmann, of Bonn University.

The German application dealt with two different questions, the taking possession by Poland of a nitrate factory at Chorzow, and the intention manifested by the Polish Government to expropriate certain large agricultural estates in the same district.

As regards the factory at Chorzow (a matter in regard to which the interest at stake have been estimated at 110 million zloti), Poland endeavoured to show that the Court had no jurisdiction, basing its contention mainly on the following arguments :

(1) At the time when Poland took possession of the factory at Chorzow, there was, in the view of the Polish Government, justification for regarding it as the property of the German State, because the instrument ceding the factory to a private undertaking contained various irregularities and the cession appeared to be fictitious. The taking possession of State property, it was contended, was governed by Article 256 of the Treaty of Versailles and not by Articles 6 to 22 of the Germano-Polish Convention of Geneva concerning Upper Silesia; and Article 256 conferred no jurisdiction on the Court.

(2) Both the Germano-Polish Mixed Arbitral Tribunal and the competent Polish Court had before them applications from the German private persons con-

(1) See *Monthly Summary*, Vol. V, No. 6, p. 142.

cerned for the restitution of the Chorzow factory (the buildings and the industrial property and rights). These tribunals had not yet delivered judgment in these suits. The Polish Government was therefore of opinion that the Court should, at all events for the time being, consider the German application regarding the same question as inadmissible.

As regards the German application in so far as it concerned the large agricultural estates, the Polish argument was that an action would be premature, since the Polish Government was still investigating the soundness of objections made by certain owners concerning the intention of the Government to proceed to expropriation, notice of which had been given them. In one case this investigation had resulted in the withdrawal of the notice.

The German Representative disputed these contentions. As regards the Chorzow factory, he endeavoured to show that the cession of the factory to private persons had taken place under perfectly regular and lawful conditions. Furthermore, he denied that the same case was pending elsewhere, for in his view, the suits referred to other tribunals were, both by their nature and the parties concerned, different from that which had been brought before the Court. As regards the agricultural estates, the German representative was of opinion that the action was justified by the fact that the notice of intention to proceed to expropriation in itself constituted an act calculated seriously to injure important private interests, and that the German Government, if it had not forthwith filed its application, would have run the risk of finding itself confronted with a *fait accompli*.

The Court retired to consider its judgment, reserving the right to ask the parties for additional information.

III. — General Questions.

1. — INTERNATIONAL ENGAGEMENTS

Registration.

Among the treaties and international agreements registered in July figure :

Exchanges of Notes between Denmark and Czechoslovakia and Denmark and Hungary concerning the reciprocal recognition of documents establishing precedence; an Exchange of Notes between Denmark and the Union of the Soviet Socialist Republics concerning the reciprocal recognition of tonnage certificates and an Exchange of Notes between Great Britain and Denmark concerning the most favoured nation treatment for British subject, societies and vessels in East Greenland, presented for registration by the Danish Minister at Berne;

A series of Declarations, Protocols, Letters and Exchanges of Notes signed at Lausanne on July 24th, 1923, and a Greco-Turkish Agreement on the repatriation and exchange of prisoners of war and civilians, signed at Lausanne, January 30th, 1923, presented for registration by the French Government;

Treaties of commerce and navigation between Latvia and Norway presented by the Norwegian Government; between Sweden and Latvia, and Sweden and Czechoslovakia, presented by the Swedish Government; between Japan and the Belgo-Luxemburg Union, presented by the Belgian Government, and between Japan and Mexico, presented by the Japanese Government;

A Convention and Protocol concluded by Italy and Czechoslovakia concerning double taxation and other fiscal questions, signed in Rome, on March 9th, 1924, and presented for registration by the Czechoslovak Government.

2. — APPOINTMENT OF REPRESENTATIVES TO THE LEAGUE OF NATIONS

a) *Appointment of a Latvian Delegate.*

The Latvian Government has notified the Secretary General of the appointment of M. Feldmans as delegate to the Secretariat of the League of Nations.

b) *Creation of a Persian Secretariat.*

The Persian Minister at Berne has informed the Secretary-General that the Secretariat of the Permanent Persian Delegation, hitherto attached to the Persian Legation, has been transferred to Geneva with the title of Permanent Secretariat of Persia to the League of Nations.

M. Abou Khan Hekime will be in charge of the Secretariat.

IV. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *Interchanges of Public Health Officials* (1).

Fifth General Interchange. — The fifth general interchange of medical officers, which began on May 17th in the Kingdom of the Serbs, Croats and Slovenes, ended with a final conference on July 6th, 7th and 8th in Geneva. The participants were accompanied by Dr. A. Stampar, Director of Health Services in the Kingdom of the Serbs, Croats and Slovenes, under whose patronage the interchange took place. A certain number of general conferences were held with the members of the Latin American Interchange, who were in Geneva at the same time.

Latin-American Interchange. — The participants in this interchange were ten in number and were drawn from the Health Services of the Argentine Republic, Brazil, Costa Rica, Cuba, Mexico, Paraguay, Peru, Salvador, Uruguay and Venezuela.

The interchange began last March in Cuba and continued in the United States, Canada and Great Britain, where the general working of the Health Services was studied. The members then passed through Holland, where vital statistics and housing were studied, Belgium (system of dispensaries and housing), and Geneva, where they heard lectures on the constitution of the League and the working of its Health Organisation.

After the discussions at Geneva the members of the Latin-American Interchange proceeded to various Swiss centres (vital statistics and social insurance), thence to France (anti-tuberculosis and child welfare), and finally to Italy to study anti-malarial missions. The final conference of this interchange will be held in Italy in the first week of August.

b) *The Far Eastern Epidemiological Bureau.*

The British Government informed the Secretary-General that the Straits Settlements had notified their intention of contributing, for a period of three years, a yearly sum of 5000 dollars towards the expenses of the Far Eastern Epidemiological Bureau.

(1) See *Monthly Summary*, Vol. 5, No. 5, p. 130

2., — COMMUNICATIONS AND TRANSIT

a) *Eighth Session of the Advisory and Technical Committee
on Communications and Transit.*

The Advisory and Technical Committee on Communications and Transit met from July 24th to 30th at Geneva. There were present : M. AGUERO Y BETHANCOURT (Cuba), M. AMUNATEGUI (Chili), Mr. BALDWIN (Great Britain), M. BROCKMANN Y ABARZUZA (Spain), M. DOBKEVICIUS (Lithuania), M. DREYFUS (France), M. OUANG-HANG (China), M. POLITIS (Greece), M. POPESCO (Roumania), M. REINHARDT (Austria), M. SINIGALIA (Italy), M. SMITH (Norway), M. STIEVENARD (Belgium), M. SUGIMURA (Japan), M. URRUTIA (Colombia), M. WINIARSKI (Poland).

At the request of the Committee the German Government appointed M. SEELIGER to attend the discussions on the question of the navigation on the Rhine and the Danube and on the jurisdiction of the International Oder Commission.

The Committee also heard M. KJELSTRUP, nominee of the Council to the Memel Harbour Board, on the question of timber-floating on the Niemen.

Before determining the order in which the various questions should be dealt with, the Committee elected its Bureau with M. SUGIMURA as Chairman, and M. BROCKMANN Y ABARZUZA and M. URRUTIA as Vice-Chairman.

* * *

The Committee noted the report of the Special Committee on the Reform of the Calendar as well as those of the Sub-Committee on Inland Navigation and the Special Committee on Road Traffic, which had already been examined by the Council.

On this occasion the French delegate informed the Committee that it would perhaps be impossible to hold at the appointed date — in October next — the Conference to be summoned by his Government for the revision of the Convention (Paris, 1909) on the International Circulation of Motor Vehicles. The requisite number of adhesions has not yet been received and it may be necessary to postpone the Conference to the spring of 1926.

Cooperation with the International Conference on Commerce. — With regard to the request of the International Parliamentary Conference on Commerce, the Committee was of the opinion that it would be possible to collaborate with that body on the same lines as with the International Chamber of Commerce. The Committee on Communications and Transit and the International Chamber of Commerce exchange regularly documents and information, and representatives of either body attend meetings of the other in an advisory capacity, when questions of interest to both are under discussion.

Timber-floating on the Niemen. — The Committee examined the regulations established by the Lithuanian Government with regard to timber-floating on the Niemen. These regulations, on the subject of which the Memel Harbour Board had asked the opinion of the Committee, have been drawn up with a view to providing every facility for river traffic to and from Memel.

The Committee, after considering the regulations from the point of view of the international conventions concerned, drew up a number of observations on the subject.

Jurisdiction of the European Commission of the Danube. — The Committee, acting as a Court of Conciliation in virtue of the Treaty of Versailles and the Bar-

celona Conference, examined the question of the jurisdiction of the European Commission of the Danube. Its discussions were attended by M. Rossetti, Italian delegate to the European Commission of the Danube; M. Concesco, representing the Roumanian Government; and M. Burckhardt, M. Hostie and M. Kroller, members of the Special Committee set up by the Advisory Committee to conduct an enquiry on the subject.

The Special Committee, after hearing the parties to the discussion, left for Bucarest, proceeding thence to Galatz. It visited the Galatz-Soulina section of the Danube and received information from officials and pilots of the European Commission of the Danube. The Committee proceeded from Galatz to Braila by boat, hearing during this journey representatives of the Roumanian quarters interested in the question of the navigation of the Danube. It also heard the Inspector-General of the Roumanian Ports, the captain of the Port of Galatz and the captain of the Port of Braila. At Bucarest, the Committee was able to gather information on certain subjects from former captains of the Port of Galatz.

On the basis of this information and of other material placed at its disposal, the Special Committee drew up a report for the Advisory Committee.

The latter, after noting the report, heard statements by the representative of the Roumanian Government and by several of its members. The Committee was of the opinion that the European Commission of the Danube exercised jurisdiction over the section Galatz-Braila in the same conditions as over the section between the sea and Galatz, and that discrimination between the competence of the Commission as regards the river and that of the Roumanian authorities as regards the ports should not be based upon geographical considerations, but on a discrimination between navigation and port questions.

The Committee, moreover, decided, in the event of a partial revision of the Danube statute, to invite the Governments, parties to the dispute, to examine in a friendly spirit the suggestions of the special Committee in regard to certain changes in the constitution of the European Commission of the Danube and in its relations with the Roumanian Government.

Jurisdiction of the International Oder Commission. — The Committee on Communications and Transit, acting as a court of conciliation, dealt with a dispute which had arisen within the International Oder Commission with regard to its jurisdiction.

The Committee noted the replies of the Governments represented on the Commission with regard to the solution proposed by the Joint Committee of the Inland Navigation and Legal Sub-Committees. All the Governments, with the exception of Germany and Poland, accepted this solution unreservedly; Germany declared that she would accept it subject to certain conditions; Poland refused it definitely. The Committee, therefore, considered the procedure of conciliation as closed.

The decision, whether or not the dispute should be referred to the Permanent Court of International Justice in virtue of Article 376 of the Treaty of Versailles, rests with the Governments concerned.

Rhine and Danube Navigation. — The Committee heard a statement by Mr. Walker D. Hines on his investigation of the question of the Rhine and Danube navigation.

Mr. Hines, who had visited the principal ports on both rivers, gave information to the Committee on the results of his journey. He said that the navigation problems were less numerous and complicated on the Rhine than the Danube, and that the situation since the war had changed less on the former than on the latter river. With regard to the Rhine, he said he had found ample material and numerous statistics. This was not the case as regards the Danube.

Mr. Hines announced that his report would be sent in later.

The Chairman of the Committee, Mr. Sugimura, thanked Mr. Hines for his collaboration.

The Committee drew up a certain number of recommendations. It expressed the wish that the Conventions adopted at the last General Conference on Communications and Transit should enter in force as soon as possible, and that the Assembly should draw the attention of Governments to this point.

The Committee further decided to draw the attention of the Health Committee to the resolutions communicated to the last Assembly with regard to sanitary questions in maritime navigation.

Finally, the Committee requested the International Advisory Committee for Long Distance Telephone Communications, with which it had established relations, to prepare a scheme for a new European system of long distance communications. It recommended that the Assembly should draw the attention of the Governments concerned to the political and practical importance of placing telephone communications between the seat of the League and the principal European capitals on the same level, as regards priority, as those between the principal capitals, and of granting them the same treatment.

b) *Transport by Rail.*

Meeting of the Committee of Experts. — The Committee of Experts set up by the Sub-Committee on Transport by Rail to study the question of the unification of the nomenclature of goods in connection with the establishment of international tariffs met from July 13th to 15th in Paris. The Committee was composed of the experts of the Sub-Committee, the International Chamber of Commerce being represented in an advisory capacity.

After considering the relations between the unification of the nomenclature of goods and other question of unification affecting international tariffs, the Committee came to the conclusion that all possible steps should be taken to maintain and adapt to present conditions those unifications which had been effected before the war between certain railway administrations. It requested the Sub-Committee to consider a request that a regional conference should be summoned to deal with the question.

The Committee also drew the attention of the Sub-Committee to the desirability of investigating the question of the development and regulation of combined traffic between railway and other transport undertakings with combined tariffs and single transport documents.

3. — INTELLECTUAL CO-OPERATION

Sixth Session of the Committee.

The sixth session of the Committee on Intellectual Co-operation, which was preceded by meetings of various sub-committees, was held from July 27th to 30th at Geneva. There were present :

Members :

- Mademoiselle Bonnevie (Norwegian)
- Professor de Castro (Brazilian)
- Professor de Reynold (Swiss)
- M. Destrée (Belgian)
- Professor Einstein (German)
- Professor Lorentz (Dutch)
- Professor Gilbert Murray (British)
- Senator Ruffini (Italian)
- M. de Jouvenel, replacing M. Bergson (French)

Professor de Halecki, replacing Madame Curie. . . . (Polish)
M. Buero, replacing M. Lugones. (Uruguayan)
Mr. Vernon Kellogg, replacing Dr. Millikan (American)
M. Casares, replacing M. de Torres Quevedo (Spanish)

Expert :

M. Luchaire.

Representative of the International Labour Office :

M. Maurette.

M. Cantacuzène represented the Roumanian Government at the discussion of one of the questions on the agenda.

Institute of Intellectual Co-operation. — Under the Chairmanship of M. de Jouvenel, the Committee on Intellectual Co-operation, sitting as the Governing Body of the International Institute of Intellectual Co-operation, definitely adopted the statute, the staff regulations, and the financial regulations of the Institute, appointed a directorate and the principal officials, and drew up the budget for 1926.

The Governing Body of the Institute is constituted by the Committee on Intellectual Co-operation, presided over by a French member of the Committee. The Governing Body draws up the budget and determines the programme of work; it appoints the directorate, the director and the heads of sections and branches.

The directorate is composed of five members of different nationalities and of the Chairman of the Governing Body. It meets once in two months and supervises the execution of the programme established by the Governing Body, to whom it submits a yearly report.

At its meeting of July 27th the Governing Body appointed as members of the Directorate M. Bergson (Chairman), M. de Reynold, Professor Lorentz, Professor Gilbert Murray, and Senator Ruffini.

The Institute has been divided into sections corresponding to the various spheres of activity of the Committee. There are also sections and branches dealing with general affairs. Thus, the questions dealt with by the Sub-Committee for Inter-University Relations will be studied by the University Section, the questions which concern the sub-committee on Bibliography by the Bibliographic Section, and so on. The section for general questions will deal with subjects which do not come within the province of the other sections.

The Governing Body was unanimous in proposing as director of the Institute M. Julien Luchaire, Inspector-General of Education in France and expert on the Committee of Intellectual Co-operation since its inception. The following chiefs of section were nominated :

Arts Section : M. Dupierreux (Belgian), professor at the Academy of Fine Arts, Antwerp.

Section for University Questions : M. de Halecki (Polish), professor at Warsaw University.

Literary Section : Mademoiselle Gabrielle Mistral (Chilian), Head Mistress of Santiago Training College.

Information Section : M. Prezzolini (Italian), journalist.

Scientific Section : M. Schulze-Gaevernitz (German), professor at Freiburg University.

Legal Section : M. de Villalonga (Spanish), formerly legal adviser to the International Labour Office.

General Questions : Professor Zimmern (British).

It is expected that the Institute will open its doors towards the end of the year. The budget for 1926 amounts to 2,100,000 French francs, two million francs of which represent the grant made by the French Government and 100,000 francs that of the Polish Government.

Constitution of a Sub-Committee on Arts and Letters. — On the proposal of M. Destrée, the Committee decided to set up a sub-committee to deal with international questions relating to arts and letters. This body will include a certain number of members of the Committee and persons chosen in view of their special qualifications in art and literature.

Appointment of Corresponding Members. — The Committee appointed the following corresponding members : Professor Emile Racovitza (Roumania), Professor Ralab (Czechoslovakia) and Professor Hoo-Tsi (China).

Scientific Property. — The Committee, on the proposal of its Sub-Committee on Intellectual Property, requested Senator Ruffini to prepare a report analysing the observations presented by various Governments with regard to a scheme attributing to scientists part of the profits raised on the industrial application of their discoveries. Despite various objections of a practical nature, all the replies received to date acknowledge the desirability and justice of a step in this direction.

Inter-University Relations. — After hearing the Chairman of the International Students' Federation, the Sub-Committee on Inter-University Relations recommended the adoption of an international students' card. The plenary Committee approved this recommendation.

The Sub-Committee also heard the Secretary of the International Student Relief Association. It was decided that a conference of representatives of the committees of the different students' associations should be summoned with a view to organising their work so as to avoid loss of time and overlapping.

The question of post-graduate research work, particularly as regards the literary branches, dealt with in a report by M. de Halecki, gave rise to an exchange of views. The report and the observations on it will be published in the Bulletin of the International University Information Office.

Bibliography. — The Sub-Committee on Bibliography dealt with a considerable number of questions. Its findings were approved by the plenary Committee.

The Committee took note of a memorandum by Dr. Hagberg Wright, Director of the London Library, on the subject of the international borrowing of books, and, after hearing M. Marcel Godet, Director of the Swiss National Library, adopted a resolution recommending a series of practical measures for facilitating such loans.

The Committee then examined the situation as regards the co-ordination of bibliography on physics, economics, and archæology. For the first group the desired result — as complete as possible analytical bibliography — has been obtained thanks to an agreement between the reviews on physics and physical chemistry publishing analytical bibliographies. With regard to the second group — economics — the Committee designated a certain number of persons to be invited to a conference dealing with the question. The bibliographic studies on Graeco-Latin archæology are less advanced but are being actively pursued.

The inferior quality of printing ink and paper since the war was also discussed. The Committee, considering that there was reason to fear that the majority of modern publications would not survive the test of time owing to the material used, requested the Institute of Intellectual Co-operation to endeavour to find a remedy for this state of affairs.

International Meteorological Bureau. — The Committee requested Professor Lorentz and Professor Einstein to study the proposal of the International Meteorological Committee of Holland regarding the creation of an International Meteorological Bureau. The duties of such a bureau would be to collect observations with a view to preparing a summary of the evolution of meteorological phenomena over as wide an area as possible of the earth's surface, and to publish these observations, for international use, expressed in similar units for the whole world.

Scheme for an International University. — The Committee had before it a communication concerning the creation of an international university for the training of statesmen, diplomats, politicians, political journalists and professors of political economy. After an exchange of views, it requested the Institute of Intellectual Co-operation to study the question.

Educational Reforms. — The Committee noted various suggestions regarding the introduction of certain changes in teaching and school manuals with a view to improving international relations. A scheme drawn up by M. Lugones was presented to the Committee by M. Buero. Other suggestions emanating from Holland were presented by M. Lorentz.

With regard to the proposed rectification of eventual errors of fact in geography and history manuals, the Committee adopted a resolution submitted by M. Casares. The resolution, leaving aside the question of subjective commentary, suggests that, in order to rectify errors of fact, the National Committees on Intellectual Co-operation should draw the attention of one another to text-books containing errors prejudicial to international friendship.

Unification of Scientific Nomenclature. — M. de Castro laid before the Committee two proposals relating to nomenclature in (1) archæology and in (2) anatomy and the classification of diseases. The proposals were referred respectively to the sub-committee on Arts and Letters and the sub-committee on Bibliography.

Loan for the Development of Intellectual Life. — The Committee considered what action should be taken in order to give effect to a resolution of the Fifth Assembly concerning the raising (under the auspices of the League) of one or more loans, the yield of which would be used to promote the development of the intellectual life in certain countries.

After hearing M. Cantacuzène on behalf of the Roumanian Government, to whose initiative the above-mentioned resolution may be ascribed, the Committee passed a resolution in favour of the pursuance of studies with a view to the realisation of this scheme.

V. — Administrative Questions.

1. — COMMISSION FOR THE DELIMITATION OF THE PORT OF DANZIG

The Commission for the Delimitation of the Port of Danzig for the purposes of the Polish Postal Service met at Geneva on July 16th.

The Commission was composed of M. Hostie, Secretary General of the Central Commission for Rhine Navigation, formerly legal adviser to the Belgian Navy Department; M. Montarroyos, formerly Chairman of the Navigation Sub-Committee of the Advisory and Technical Committee on Communications and Transit; Colonel de Reynoer, formerly Chairman of the Danzig Harbour Board; and M. Schreuder, Director of the Amsterdam Postal Service.

After examining the information at its disposal and drawing up its programme of work, the Commission proceeded to Danzig, where it heard the interested parties and pursued its investigation.

On its return to Geneva, on July 30th, the Commission drew up its report, which, in accordance with the Council's resolution of June 11th, will be submitted to the Council by the High Commissioner of the League at Danzig.

2. — TWENTY-SECOND REPORT OF THE SAAR GOVERNING COMMISSION

The Governing Commission of the Saar Territory has forwarded to the Secretary General its twenty-second report covering the period April 1st to June 30th, 1925.

The report may be summarised as follows :

Economic and Social Situation. — The economic and social conditions were substantially the same as during the first quarter of 1925. The yield of the mines was 1,197,449 tons in April; 1,183,781 tons in May and 1,126,220 tons in June. The production of the smelting works remained stationary.

There were very few unemployed in the Saar Territory. The report however draws attention to the fact that, during the last days of June, there were signs of unrest among the working classes, particularly among the miners who had asked for an increase in wages in April.

Trade and industry are suffering from the uncertainty which has prevailed since January 10th, 1925, and which can only be dispelled by the conclusion of the Franco-German Treaty.

The Governing Commission in reply to an enquiry from the Franco-German Delegation preparing the clauses concerning the Saar expressed its willingness to undertake certain duties in virtue of this agreement.

Political Situation. — The report describes the measures taken by the Commission on the occasion of the Rhine millenarian celebration in the towns of the Territory and particularly in Saarbruck.

The Advisory Council was summoned at the end of the quarter. On the agenda of its meeting figured ten draft decrees, the more important of which concerned social insurance, and the application in the Territory of the Berne Railway Convention and the Stockholm Postal Convention.

Administration. — Normal progress was made in the execution of the plan approved by the Council in view of the reinforcement of the local gendarmerie. During the past quarter, the corps was increased by 62 units, bringing the total number of gendarmes up to 817.

The Commission took various measures to facilitate traffic between the Saar and the neighbouring countries. The French Government, at the request of the Commission, consented to deliver to Saar inhabitants on presentation of their identity cards a visa allowing them to travel in France for one year.

The Commission proceeded to a general increase of the salaries of civil servants. This measure took effect as from April 1st, 1925. Special consideration was given to civil servants of the subaltern categories and to those with large families. The wages of workmen employed by the State were also raised. These measures entailed an additional expenditure of about 30,000,000 francs.

The report notes that the fiscal reforms introduced at the end of 1923 have resulted in an improvement in the financial situation of the communes.

Financial Situation. — On account of the economic conditions in the Territory, the Governing Commission decided to grant special facilities for the payment of taxes due in 1923 and 1924.

Public Works. — The traffic between Germany and the Saar which had decreased during the period following the introduction of the French customs régime on January 10th, began to increase again shortly after and continued to do so during the second quarter.

The goods and passenger tariffs were raised in view of additional expenditure for wages and salaries.

Custom houses were opened at Merzig, St. Wendel and other stations. The Homburg custom house will be open before next winter. Various improvements were effected in urban and inter-urban, and foreign communications. These improvements had become necessary owing to the increase in the number of calls and subscribers.

The postal order traffic between Germany and the Saar, which was re-introduced on April 1st, 1925, developed satisfactorily.

Navigation statistics for the first quarter of 1925 showed the following results : Up tonnage, 163,702.35 tons; down tonnage, 128,598.6 tons, as compared with up and down tonnage of 97,756.5 tons and 60,338.5 tons respectively during the same period of 1924.

After a protracted study of local circumstances, of the problem of high-road traffic, and of the financial aspects of the question, the Department of Public Works drew up a programme of road construction to be carried out in six years.

Trade, Labour and Social Insurance. — The Governing Commission carried on negotiations with the Health and Food Inspection authorities in view of the adaptation of the methods employed in the Saar to the position as modified by the introduction of the French customs régime. A certain number of measures were taken in agreement with the Saarbruck and the Franco-Saar Chambers of Commerce.

The Department of Labour endeavoured to obtain a friendly settlement of certain conflicts and prepared various social laws.

The Department of Insurance examined the laws and regulations published in Germany during the second quarter with a view to introducing them into the Saar Territory.

State Assistance and Social Hygiene. — The regulations concerning State assistance were embodied in a decree which was promulgated by the Commission after consulting the representatives of the population. The result of this measure would be to place on a legal footing all the institutions of the territory dealing with public assistance.

The sum of 130,000 francs was spent for purposes of special relief.

An increase of 3% of pensions and other subsidies was granted to the war disabled of the Territory. This measure, which is also applied in Germany, took effect on April 1st, 1925.

Health conditions were satisfactory during the period covered by the report.

Agriculture. — The Governing Commission set aside the sum of 1,000,000 francs for loans to agricultural enterprises.

3. — SIXTH SESSION OF THE PERMANENT MANDATES COMMISSION

The Permanent Mandates Commission met at Geneva from June 26th to July 10th, when it examined seven annual reports of Mandatory Powers on the administration of territories under their Mandate, a certain number of petitions, and general questions.

I. ANNUAL REPORTS.

The Commission examined the reports on the administration of Nauru and New Guinea in the presence of Sir Joseph Cook, High Commissioner for Australia in London; the report on British Tanganyika in the presence of the Hon. W. Ormsby Gore, Under Secretary of State for the Colonies; the report on British Togoland in the presence of Captain Mansfield, District Commissioner of the Gold Coast Administration; the report on South West Africa in the presence of Mr. Smit, High Commissioner for the Union of South Africa in London; and the reports on French Togoland and the French Cameroons in the presence of M. Duchêne, Director of Political Affairs at the French Colonial Ministry.

a) *French Togoland.* — The Administrator of French Togoland, M. Boncarrère, who was also present at the examination of the report on that territory, made, at the request of the Commission, a general statement on the situation and on the policy of the French administration. This policy, he said, aimed at educational development, particularly vocational training, and at native-co-operation in the administration of the territory. Thus it was that at Lomé the natives, through their Council of Notables were consulted as to the establishment of local measures, such as the levy of taxes.

In order to develop a sense of property in the native population, the French administration had founded agricultural syndicates, a measure which had promoted the agricultural development of the territory. Cotton, which was introduced in 1923, was now being cultivated and exported with satisfactory results. M. Boncarrère added that the budget surplus of the last few years, which had been paid into a reserve fund, was not entirely due to taxation, but to the minting of local coinage and to the sale of British currency, in which taxes had been collected in previous years.

The Commission noted with satisfaction that in French Togoland as well as in the French Cameroons a new military organisation had been established, and that the military forces of these territories were now entirely distinct from those of the neighbouring French colonies.

It was also glad to learn that a change in legislation in order to remove all ambiguity as to the legal status of State lands was under consideration. Divergent views were expressed in the Commission concerning the legality and advisability of the tax described as a Labour Levy, which was imposed in both these territories.

The observations of the Commission concerning Togoland bore on the direct participation of the natives in the general administrative life of the country, the development of vocational and agricultural training, the policy of promoting the moral welfare of the natives by improving their material condition and certain points concerning labour, the liquor traffic and public finance.

b) *French Cameroons.* — At the request of the Commission, M. Duchêne gave information on labour conditions, land tenure, the medical organisation and financial situation of the French Cameroons. He drew attention to the fact that a loan of 25 million francs, contemplated in 1922 for public works, had not yet been raised on account of a recurring budget surplus. This year, he said, a sum of 5 million francs would be raised which, with the present reserve of 4,600,000 francs, would enable the Administration to pursue the work already begun.

The Commission asked that the next annual report should contain complete information with regard to the conditions of life of natives working on the Central Railway and, in view of high mortality statistics, expressed the desire that the Mandatory Power should develop the medical service attached to the works.

c) *British Togoland.* — A general statement on the policy of the Mandatory for British Togoland was made by Captain Mansfield, District Commissioner of the Gold Coast Administration.

The Commission asked for supplementary information on transit questions, on the methods used in securing and paying for labour, on the development of the medical service and on the system of land tenure. It noted the information given in the annual report on the system of education, and expressed its satisfaction that the recruiting of natives of Togoland for the Gold Coast Mines had ceased.

A desire was expressed for more details concerning expenditure in the Territory.

d) *Tanganyika*. — The Hon. W. Ormsby Gore, who presided over the Commission sent out last year by the British Government to study conditions in all East African territories under British authority, laid before the Commission the information collected during his stay in Tanganyika.

Mr. Ormsby Gore's statement showed that the British Administration had in view road and railway construction on a large scale, and intended to encourage agriculture in the territory as soon as outlets had been provided for. He explained that the most serious problem with which the Administration had to deal with was that of the tse-tse fly, whose ravages were enormous in certain parts of the country, many rich and fertile communities having been entirely wiped out.

The British authorities had maintained and utilised the native organisations for purposes of administration. Where no such organisations existed, the authorities had endeavoured to develop them. On this occasion Mr. Ormsby Gore drew the attention of the Commission to certain difficulties of an administrative character due to the fact that the warlike Masai tribe, on the Kenya-Tanganyika frontier, had reserves on both sides of the frontier, and was thus subject to two different authorities.

The Commission thanked the Mandatory Power for sending copies of the report of the East Africa Commission and stated that it would follow with keen interest the measures taken against the tse-tse fly. It noted the difficulties in connection with the Masai tribe and expressed its willingness to examine any proposal made with a view to improving the situation, provided that it did not involve any limitation of the control exercised by the League under the Mandate.

The Commission also noted with interest that a labour department had been created in the Tanganyika Administration, that a working arrangement would be reached between the educational department of the territory and the mission schools, and that the Amani Institute would probably soon be re-opened, etc.

Further information was requested on certain questions concerning labour, problems of general administration, slavery and public finance.

e) *South West Africa*. — Information on the administrative organisation of the territory was furnished by Mr. Smit. A bill providing for the institution of a Legislative Council composed of a certain number of members nominated by the Administrator and others chosen by vote is before the Union Parliament. This body will deal with questions concerning agriculture, hospitals, postal, telephone and telegraphic services, public health, public works, waterways and forests, etc. Questions of native policy and certain other matters will not come within its province.

Mr. Smit remarked that the economic difficulties which had been an obstacle to the investment of private capital in the territory seemed to have disappeared, as during the past year a considerable number of new enterprises had been started with a capital of several million pounds sterling.

The Commission again called attention to the absence of any report on the Caprivi Zipfel, which was, however, promised shortly. It noted the proposal for a legislative council which it understood would in no way derogate from the undivided responsibility of the Mandatory Power to the League of Nations.

The Commission appreciated the efforts made to reduce death and disease among the labourers in the diamond mines at Luderitz but noted that the mortality rate was still extremely high. As regards native education, the Commission

requested a statement of the general policy of the Mandatory, and also commented in particular on the expenditure for this purpose and co-operation with the administration of the mines. The present legal situation of the former German Government railways, supervision over the northern districts, the work of religious missions, the rights of the natives to acquire non-urban land outside reserves, and the debt of the territory also formed the subject of observations.

f) *Nauru*. — Information on the arms trade, labour conditions, land tenure and education in the territory was given by Sir Joseph Cook. The Commission expressed its appreciation of the report and noted that the financial resources of the territory facilitated its administration. Special observations were made on certain questions.

g) *New Guinea*. — With regard to the annual report on the administration of New Guinea, the Commission took note of a memorandum by Colonel Ainsworth, who, at the request of the Australian Government, had recently proceeded to an investigation concerning the administrative arrangements and matters affecting the native population of the territory. Sir Joseph Cook explained to the Commission what action the Australian Government intended to take as a result of the recommendations contained in the report.

The Commission noted with interest that the Mandatory Power had already approved some of Colonel Ainsworth's suggestions, such as the creation of an Advisory Council, the adoption of a policy of native agriculture, an annual grant of £10,000 for the betterment of the conditions of the natives. On the other hand, the Australian Government was unable to agree to other proposals, in particular those concerning changes in the immigration regulations.

The organisation of an advisory council was noted with interest and further information concerning the extension of effective control over the islands, the training of public officials and the review of judicial decisions by the courts in the districts was requested. Observations of the Commission also referred to the complaints of the Chinese population on certain labour matters, the extension of the Australian Navigation Act to the territory and the financial situation.

II. PETITIONS.

A certain number of petitions, most of them from individuals in South West Africa, came before the Commission and were given consideration; but it was not proposed that the Council should take any action.

With regard to a certain petition from certain burghers of the Rehoboth community, which under German rule had had a special statute, the Commission considered that there was no ground for proposing special action by the Council. It recommended that the petitioners should adopt the course proposed by the Administrator.

III. GENERAL QUESTIONS.

The Commission dealt with various questions of general interest arising out of Article XXII. of the Covenant. These problems had already engaged its attention at preceding sessions.

a) *Loans, Advances and Investments of Capital* ⁽¹⁾. — At the request of the Council, the Commission resumed its study of the question and prepared a draft decision with a view to reassuring investors and defining the obligations of the Mandatories.

(1) See *Monthly Summary*, Vol. IV, No. 9.

b) *Application of Special International Conventions to Mandated Territories* (1). — The Council at its June session had requested the Permanent Mandates Commission to consider the replies of the Mandatory Powers to a question concerning the possibility of extending special international treaties and agreements to mandated territories. The Commission, after examining the replies, again recommended, as in 1923, that the benefits of past and future treaties concluded by the Mandatories should be extended to territories under Mandate.

c) *Frontiers between the British and French Cameroons and between British and French Togoland.* — The Commission took note of information to the effect that negotiations were in progress between the local representatives of the British and French Governments with a view to frontier rectification in these regions.

d) *Frontier Zone between Angola and South West Africa.* — The Commission expressed the hope that the question under discussion between the Portuguese Government and the British Government, acting on behalf of the Union of South Africa, regarding the frontier zone and the use of the water of the Cunene might be settled as soon as possible.

The report of the Commission will be submitted to the Council at its next session.

The Commission will hold its next meeting on October 19th when it will continue its examination of the annual reports of the Mandatory Powers and of certain questions of general interest for which it has appointed rapporteurs.

Observations on the Report by Accredited Representatives.

Observations on the Report of the Commission, which will be communicated to the Council with the Report itself, have been received from the accredited Representatives of France and South Africa.

M. Duchêne explains why the tax described as a labour levy, which is considered as a fiscal measure and not as forced labour, is employed in French Togoland and Cameroons; as regards the mortality rate among the workers on the construction of the Central Railway he points out that the prewar figures were higher than those obtaining in 1924.

Mr. Smit calls attention to the steady drop since January 1924 in the mortality rate among the labourers in the diamond mines. He also comments on the proposed new Constitution for South-West Africa, the supervision of the Northern Districts, and expenditure on education.

VI. — Social and Humanitarian Questions.

1. — SECOND SESSION OF THE TEMPORARY SLAVERY COMMISSION

The Temporary Slavery Commission met at Geneva from July 13th to July 25th.

There were present: M. Dantes BELLEGARDE (Haiti), formerly Minister of Haiti in France; M. DELAFOSSE (France), formerly Governor of the French Colonies; M. FREIRE D'ANDRADE (Portugal), formerly Minister for Foreign Affairs, Member of the Permanent Mandates Commission; Mr. GOHR (Belgium), Director General of the Belgian Colonial Ministry; Mr. GRIMSHAW, Representative of the International Labour Organisation; Sir Frederick LUGARD (Great Britain), formerly Gover

(1) See *Monthly Summary*, Vol. V, No. 6.

nor of Nigeria, Member of the Permanent Mandates Commission; Mr. van REES (Netherlands), formerly Chairman of the Council of the Dutch East Indies, Vice-Chairman of the Permanent Mandates Commission; Mr. RONCAGLI (Italy), Secretary General of the Italian Geographical Society.

o In accordance with the programme drawn up at its foregoing session which had been approved by the Fifth Assembly, the Commission prepared a report on the question of slavery as a whole, utilising for the purpose, (1) information supplied by Governments, (2) notes submitted by organisations or persons in accordance with the required procedure and (3) the personal experience and knowledge of members of the Commission.

The Commission noted in its report that certain governments, in particular those of Moslem countries, whose reports would have been of special interest, had not replied to the questionnaire.

Most of the information from private sources arrived too late to be adequately dealt with, the Commission being unable to examine certain allegations. It expressed nevertheless, its gratitude to the authors.

The report of the Commission, containing suggestions to be submitted to the Council, is divided into the following chapters, shewing the various aspects of the alienation, or restriction, of individual freedom, and recommending a series of practical measures the more important of which provide for joint action by several Powers :

I. *Status and Legal Status of Slavery.*

Abolition of the legal status of slavery.

Transitional measures to be recommended to the Government of Abyssinia.
Conditions to which States desirous of entering the League must subscribe.

II. *Slave raiding and Similar Acts.*

Right of pursuit across inland frontiers.

Infliction of the severest penalties on persons who have taken part in a raid or in the transport of slaves.

III. *Slave Trade.*

Exchange of views between Abyssinia and the neighbouring States.

Co-operation of Egypt.

Right of pursuit and capture in territorial waters of the Red Sea.

Possibility of inducing States which were formerly part of the Turkish Empire to adopt measures not less liberal than those taken by Turkey, especially the right of asylum.

Various measures for supervision and control with regard to pilgrims and attendants travelling to the Hedjaz.

o Repatriation of freed slaves and creation of a transit depot.

Centralisation of information concerning the origin, destination and transport of freed slaves.

Right of pursuit in territorial waters other than the Red Sea.

Transport of slaves by sea to be regarded as an act of piracy.

IV. *Slave-Dealing.*

(Including transfer by exchange, sale, gift or inheritance.)

V. *Practices Restrictive of the Liberty of the Person.*

Powers to be conferred on the Courts enabling them to repress abuses.

Legislation for the suppression of the abuses of peonage.

VI. *Domestic or prædial Slavery (Serfdom).*

Non-recognition of the legal status of serfs or domestic or prædial slaves.

VII. *Compulsory Labour Public Private, Paid or Unpaid.*

Prohibition of forces or compulsory labour except for public works and services, and under conditions of inadequate remuneration.

Precautions to be observed by the authorities in the recruitment of labour.

VIII. *Transition from Servile or Compulsory Labour to Free Wage Labour or Independent Production.*

Encouragement of peasant proprietors and permanent crops.

Measures to be taken to render wage labour attractive.

The use of currency to be made most general and wages to be paid in cash.

Education adapted to the circumstances of the people and participation of the natives in the conduct of their own affairs and in the enterprises of non-natives.

The majority of the members of the Commission were of opinion that it would be desirable to adopt an international Convention, containing inter alia stipulations with a view to giving effect to certain of the above recommendations.

2. — THE INTERNATIONAL RELIEF UNION

Meeting of the Committee of Experts (1).

The Committee of Experts, appointed by the Council to study the possibility of putting into practice Senator Ciraolo's scheme for the international organisation of relief for populations stricken by calamities, met on June 27th, 28th and 29th at Paris, at the headquarters of the League of Red Cross Societies. There were present :

Senator Giovanni Ciraolo, Chairman.

M. Fernandez Y Medina, Minister of Uruguay in Paris, who presided at the debates.

Lt. Col. Draudt, Vice-President of the German Red Cross.

Senator François (Belgium).

Sir Claude Hill, Director General of the League of Red Cross Societies.

M. Laurin (Sweden) expert on insurance questions.

Colonel Olds, Under-Secretary of State for Foreign Affairs of the United States.

Senator Maurice Sarraut (France).

Professor Werner of the International Red Cross Committee.

M. Mater, legal adviser.

Sir Eric Drummond, Secretary-General of the League of Nations, and Dr. van Hamel, Director of the Legal Section of the Secretariat, also attended the meeting.

The Committee agreed upon the final text of the draft Statutes of an International Relief Union, and fixed at £25,000 the sum it considered necessary for the inauguration of the work of that organisation.

In the scheme set forth in the draft statutes the word disaster applies to misfortunes and disturbances due to *force majeure* (Act of God) when they affect entire populations, when their consequences are such as to exceed the normal provisions even of a provident Government, and when they are of an exceptional character in the stricken countries.

(1) See *Monthly Summary*, Vol. V, No. 5, p. 138.

The constitution of the International Relief Union will not be definite until the statutes have been ratified by at least twelve States whose combined contributions amount to three-fifths of the initial fund agreed upon, or 60% of the total number of units. Two further conditions must be fulfilled : The General Council of the Union must hold its inaugural meeting and must appoint the Executive Committee of the Union.

The Committee forwarded its report to the Council requesting it to take the necessary steps with a view to placing the question on the agenda of the Sixth Assembly.

VII. — Publications of the League of Nations.

1. — REPORT TO THE SIXTH ASSEMBLY

The Report to the Sixth Assembly on the work of the Council, on the work of the Secretariat and on the measures taken to execute the decisions of the Assembly, has been published and may be obtained from all agents of League of Nations publications (See List).

2. — BULLETIN OF THE INTERNATIONAL UNIVERSITY INFORMATION OFFICE

The July number of the Bulletin of the International University Information Office, which has just appeared, contains extracts from the report of M. de Reynold on the distribution of the sum of 100,000 lire, placed by the Italian Red Cross at the disposal of the Committee on Intellectual Cooperation. It further contains various communications from national university offices regarding scholarships, summer courses, etc., reports from the universities and technical schools of Liege, Milan, Pavia and Danzig, and notes from the more important student associations.

A memorandum on American books and libraries from the standpoint of cooperation is also published in this number.

VIII. — Forthcoming Events.

- August 21st : Collective study tour of medical statisticians, final conference, Geneva.
- August 24th : Meeting of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, Geneva.
- August 31st : Second international conference for the standardisation of biological products, Geneva.
- August 31st : Meeting of the Economic Committee, Geneva.
- September 2nd : Thirty-Fifth Session of the Council, Geneva.
- September 4th : Meeting of the Financial Committee, Geneva.
- September 7th : Sixth Assembly of the League of Nations, Geneva.
- October 8th : Fifth Session of the Health Committee, Geneva.
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- October 26th : Japanese Interchange of Health Officers, Tokio.
- November 20th : Conference on Tonnage Measurement in Inland Navigation, Paris.

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Communications concerning the *Monthly Summary* should be addressed to the Information Section, League of Nations, Geneva.

I. — Summary of the Month.

August was devoted generally to preparatory work for the September meetings of the Assembly and the Council.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs, a conference of medical statisticians arranged by the League Health Organisation and the second international Conference for the Standardisation of Biological Products met at Geneva towards the end of the month.

The Economic Committee met on August 31st for its sixteenth session.

The eighth session of the Permanent Court of International Justice came to an end on August 25th, when the Court reached a decision on its competence regarding a question connected with certain German interests in Polish Upper Silesia. The first annual report on the work of the Court appeared in the course of the month.

Reports on the work of the Mosul Commission and on the delimitation of the Port of Danzig were also published.

II. — The Permanent Court of International Justice ⁽¹⁾.

1. — EIGHTH SESSION

German Interests in Upper Silesia. — On August 25th the Permanent Court of International Justice delivered, at a public sitting, its judgment on the preliminary objections raised by Poland against the Court's jurisdiction in the case introduced by Germany concerning certain German interests in Polish Upper Silesia. ⁽²⁾

In the judgment the Court treated separately the matter of the taking over by the Polish authorities of a nitrate factory at Chorzow and that of the notification of their intention to expropriate certain large rural estates in Upper Silesia.

In both respects the Court upheld its jurisdiction and decided that the case should be heard on its merits, the Polish National Judge dissenting.

Poland based its objections mainly on the following considerations :

(1) As concerns the Chorzow factory : on the one hand, that the dispute, if any, did not fall under those articles of the German-Polish Convention concerning Upper Silesia, which alone could confer on the Court jurisdiction in the matter; and, on the other hand, that suits concerning the same subject were already pending before other tribunals.

(2) As concerns the large rural estates; that the suit was premature, Poland not having yet decided whether expropriation was actually going to take place.

Dealing with the Polish objections, the Court first of all laid down the principle that, in order to decide as to its own competence to deal with the case, it must ascertain whether the clauses on which the decision on the Application must be based were amongst those in regard to which the Court's jurisdiction is established. Poland having taken some of the arguments advanced by her in support of her objection from the merits of the case, the Court realised that the enquiry which it had to undertake involved touching upon subjects belonging to the merits. It therefore stated in terms that nothing which it said in the present judgment could be regarded as restricting its entire freedom to estimate the value of any argument advanced by either side on the same subjects during the proceedings on the merits.

As concerns the first of the Polish arguments mentioned above, the Court found that the difference of opinion between the Parties really related to the question whether certain provisions of the Geneva Convention, which had admittedly not been applied to the taking over of the Chorzow factory, should have been so applied. These provisions were precisely those contained in the articles over which the Court had jurisdiction. One of these articles, the Court found, was intended to define Poland's powers in regard to the taking possession of property in Upper Silesia. It followed, in the view of the Court, that it might refer also to the extent of the sphere of application of the Articles in question and consequently to the difference of opinion as defined above. But if this were so, the Court's jurisdiction over that difference was proved.

The Court went on to show that for other reasons as well the divergence between the Parties came under the clauses giving jurisdiction to the Court. Thus, the property taken over was a "big industrial undertaking" in the sense of these clauses; further, on the face of the documents, the real estate, like the movables, was, when the taking over occurred, privately owned. The Court did not, at the present stage, consider the exact legal nature of that taking over.

As regards the second of the Polish contentions, relating to the pendency of private suits concerning the same subject, the Court found that it was not really a plea of "litispendence", which, if upheld, might suspend jurisdiction; but even if

(1) Article contributed by the Registry of the Permanent Court.

(2) See *Monthly Summary*, Vol. V, No. 7, p. 166.

that were so, the elements which constitute "litispence" were not present, above all because the Court and the other tribunals concerned were not of the same character.

With regard to the large agricultural estates, the Court found that its jurisdiction was recognised in principle also by Poland, who merely contested that this jurisdiction could be exercised at the present moment when Poland had merely signified an intention to expropriate which might never be realised. In this respect, however, the Court held—with the German Government—that the giving of notice in itself placed serious restrictions on rights of ownership, and, therefore, that there no doubt existed a divergence of opinion between the Parties as to the true effect of notification. But the clauses dealing with this matter were precisely amongst those over which the Court had jurisdiction.

When the judgment had been read, and the Polish National Judge had read out his dissenting opinion, the German Agent asked the Court to grant him three weeks' time for filing his Case on the merits.

The Court having noted this request, the President declared the Eighth Session of the Court to be closed.

New Case before the Court concerning rural estates in Upper Silesia. — On August 25th the German Chargé d'Affaires at the Hague filed with the Registry of the Permanent Court of International Justice an application instituting proceedings against Poland in a matter concerning certain German interests in Polish Upper Silesia.

The question involved two further "large rural estates" (1), the owners of which had been notified of the Polish Government's intention to expropriate their properties.

The German Government submitted that liquidation of the estates in question would not be warranted under the Geneva Convention concerning Upper Silesia.

It further submitted that the proceedings concerning this new suit should be joined with those earlier introduced by Germany referring to certain German interests in Polish Upper Silesia. (See above.)

Legal Counsellors to the Turkish Government (2). — The Turkish Minister for Foreign Affairs has informed the President of the Court of the names of the persons appearing on the list prepared by the Court whom the Turkish Government has decided to appoint to three of the posts in question. The fourth appointment will follow within a short time.

2. — FIRST YEARLY REPORT

In compliance with a recommendation of the Fifth Assembly, the Permanent Court of International Justice has just published its first annual report.

The first report is a volume of 430 pages, and is published in English and French. It describes the organisation of the Court, giving, in addition to an account of the past year's proceedings, a summary of the work accomplished since its creation. This volume thus constitutes the beginning of a history of the Court, to be continued and kept up to date in future issues.

Summaries are given of the five judgments and eleven advisory opinions delivered by the Court up to June 15th, 1925. The object of these summaries is to condense into more readable form the actual texts. The latter, however, should invariably be considered as the sole authentic documents.

The text is also given of the administrative decisions taken by the Court before June 15th, 1925. Several chapters, one of which contains biographical notes on

(1) See *Monthly Summary*, Vol. V, No. 7, p. 166.

(2) See *Monthly Summary*, Vol. V, No. 6, p. 143.

the judges, deals with the organisation, statute, regulations, financial administration and publications of the Court.

Special attention is devoted to the question of jurisdiction. Information is given with regard to clauses of treaties providing for reference to the advisory or judicial authority of the Court, or conferring upon it special duties, such as the selection of arbitrators.

The first report also contains an extensive bibliography of books and the more important review articles dealing with the Court or with questions referred to it.

III. — General Questions.

INTERNATIONAL ENGAGEMENTS

a) *Registration.*

Among the international engagements registered in August with the League Secretariat figure :

A series of treaties and agreements presented by the British Government, concluded by Great Britain and France, Great Britain and China, Great Britain and Germany; by the United Kingdom and Norway, the United Kingdom and Italy, the United Kingdom and Nepal; by Egypt and Palestine and by Egypt and Tanganyika. The treaties concern principally extradition, frontier, trade and postal questions;

A general treaty of compulsory arbitration between Uruguay and Venezuela, signed at Montevideo on February 28th, 1923, presented by the Uruguayan Government; and

A Convention, Protocol and Regulation concerning the licenses of the Rhine bargemen, signed at Strasburg on December 14th, 1922, by Belgium, France, Germany, Great Britain, Italy, the Netherlands and Switzerland.

b) *Adhesions, Ratifications and Signatures.*

The German Government has deposited with the Secretariat the instruments of ratification of the Convention for the Simplification of Customs Formalities and the Protocol relating thereto (Geneva, November 3rd, 1923).

The Netherlands Government has deposited with the Secretariat the instruments of ratification of the Protocol relating to Arbitration Clauses in Commercial Contracts (Geneva, September 24th, 1923).

The British Minister in Switzerland has signed, on behalf of India, the Convention, Protocol and Final Act (Geneva, February 19th, 1925) drawn up by the Second Opium Conference.

IV. — Technical Organisations.

1. — THE HEALTH ORGANISATION

Medical Statistics.

The third international conference of medical statisticians arranged by the League Health Organisation came to an end on August 27th at Geneva:

The course began on July 28th and was attended by prominent statistical officials from Austria, Belgium, Denmark, Finland, France, Germany, Great Britain, Italy, Norway, Poland, Sweden and Switzerland. The participants visited Copenhagen, Stockholm, Oslo, Edinburgh, The Hague, London and Berne, studying and comparing on the spot the various methods of compiling statistics of causes of death.

At Geneva an exchange of views took place on the results of the inquiry. An agreement was concluded with a view to improving and rendering comparable mortality statistics in the different countries.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

The Financial Reconstruction of Austria. — Inquiry into economic conditions.

Report of the experts (1). — Mr. W. T. Layton and Professor Charles Rist have submitted to the Council the results of their investigation concerning the relation of the economic conditions in Austria to the work of financial reconstruction undertaken by the League of Nations.

The first part of the report contains the general conclusions drawn by the experts; the second consists of annexes in the form of documents on industry, agriculture, foreign trade, social conditions, currency, banks, etc.

The experts draw attention to the fact that Austria, like all other European countries, has not as yet succeeded in healing the wounds caused by the war. She has, however, side by side with the process of financial reconstruction, made very great progress in the economic sphere. The financial crisis of 1924, following a period of speculation, and causing the failure of one large bank and many smaller ones, restricted credit and high interest rates, abated gradually during the winter of 1924-1925. At this moment, however, the number of unemployed in Vienna increased considerably, rising from 89,000 in October 1924 to 189,000 in February 1925. By July of the same year it had fallen again to 112,000.

In some quarters it was assumed that Austrian industry had been seriously hit by the financial crisis, while in others it was interpreted as a proof that Austria would be unable to cope with the new conditions in which she had been placed. The opinion of the League experts is that neither of these deductions is justified. The marked rise in unemployment is due to the fact that during the last eighteen months, Austrian industry has made a considerable effort to reduce the cost of production, to eliminate superfluous workers and to introduce more economical methods of working. This tendency is the counterpart in private business of the reconstruction work in the sphere of public finance.

All the indices commonly used to measure economic progress bear witness to the fact that there has been a marked and regular improvement since 1922. The upward movement continued during the first half year of 1925. The iron and steel production, favourably influenced in 1923 by the occupation of the Ruhr, decreased in 1924, but showed recovery in 1925.

The trade balance shows a considerable deficit. This is, however, largely covered by revenues from the expenditure of foreign visitors, from investments in States formerly belonging to the Austro-Hungarian Monarchy, and from the railways.

Vienna plays an important role in the economic life of Austria. Its industries are the main source of Austrian exports. The trade of the Port of Vienna on the Danube is rapidly increasing and Vienna has remained an important commercial and banking centre. Its population, which had decreased after the war, has begun to increase again since 1920. In a word, Vienna, far from being a too heavy burden

(1) See *Monthly Summary*, Vol. V, No. 6, p. 151.

on the resources of a small country, contributes largely to its prosperity and economic development.

The Trade Problem. — The chief economic difference between the Austria of 1913 and that of to-day is that present-day Austria is no longer a self-sufficing unit. The pre-war trade between Austria and the various provinces forming the Dual Monarchy has become international trade. Like England, Belgium, or Switzerland, Austria is now a country living by foreign trade. It is undoubtedly possible for Austria to increase her agricultural production and to reduce her fuel imports by the development of her water-power reserves. But such measures, although they may diminish, cannot remove the dependence of a country with a small territory upon external trade. The process of industrial re-adaptation is therefore not a question of adjusting production to the home market; Austrian industry must be re-organised for foreign trade. Whether Austria can find the necessary markets depends partly upon the efficiency of her production; it depends far more, however, upon the tariff policy of the countries with which she must exchange her products.

The commercial policy of States created since the war, based upon the idea of economic as well as political independence, has produced chaotic results in an area which, as Austro-Hungary, had hitherto enjoyed complete freedom of trade. The results of this policy are being felt by all the succession States, most keenly of all by Austria, who depends more largely than the others upon foreign trade.

The experts express the opinion that Austria's economic troubles do not differ essentially from those of many other countries. While they do not feel called upon to formulate concrete proposals on the subject of the improvement of the relations between Austria and her neighbours, they draw attention to the fact that the League of Nations has on several occasions recognised the evil effects of excessive tariffs. The Genoa Conference, moreover, laid down the principle that the territorial changes resulting from the world war should alter as little as possible the normal channels of trade.

Capital. — The experts draw attention to the importance for Austria to be able to obtain capital at moderate interest. The circulating capital has been used up by inflation, and the working balance of the industry has decreased. Bank deposits had shrunk at the beginning of 1923 to insignificant sums. Although they have recovered very considerably since that date, they still amount to less than 11 % of the 1913 total. Shortage of capital is naturally reflected in high rates of interest, which are a heavy burden on production. A study of the present tendencies of the money market would seem to indicate that the bank-rate is likely to fall in the future, but a downward movement must necessarily remain in relation to the supply of capital. The rate, therefore, must in any case be expected to remain at a figure which, according to Western standards, will be relatively high.

It is of supreme importance to Austria that her foreign credits should not be withdrawn. This is not merely a question of the rate of interest. It depends upon the confidence of foreign money markets in the financial situation, in the policy of the National Bank, and in the political stability of Austria.

Austria's Power for Competition. — Improvement of Austria's commercial situation is dependent upon the possibility for Austrian industry to compete with that of other countries.

As regards plant and machinery, efficiency of labour, wages and social charges, the experts consider that Austria is in as good a position as the neighbouring countries. Economy is incumbent upon all countries at such times as Austria is experiencing at present, and the present fiscal and social charges are not abnormally high. It is, however, desirable that they should not increase.

Conclusion. — To sum up, the present position shows many favourable symptoms. It is true that the revival of Austria has been accompanied by serious increase

in unemployment. This, however, does not seem to be due to defects inherent in Austria's economic constitution.

In order that the level of prosperity may rise more rapidly, it is essential that Austria should obtain wider markets and that during the period of adaptation she should have the necessary capital at her disposal.

The recovery of Austria is also dependent upon certain internal conditions :

The first of these is obviously the maintenance of a financial policy of strict budgetary equilibrium and monetary stability. This policy, which was inaugurated in 1922 with the help of the League of Nations, has been and still is the indispensable foundation of any permanent improvement.

A second condition is the continuation of the work already begun in the direction of reducing cost prices throughout industry. The reduction in purchasing power all over the world means that in every country competition is keener than before the war and that the reward will go only to those who can succeed in cutting their costs to the minimum by a combination of economy, efficient administration and scientific development.

Austria was the first country in Europe to carry through a really successful programme of monetary stabilisation, and later reforms have been largely based on the model thus set. She could to-day perform a service which would be at least as full of hope for the future by initiating a new commercial policy based on the ideal of economic co-operation rather than on that of narrow self-interest. If this policy were indeed realised, its beneficial results would not be limited to the Danubian States alone but would soon make themselves felt throughout the length and breadth of the European continent.

Position in August.

(Communicated by the Commissioner-General's Office.)

The Austrian Parliament voted in August a series of laws, which, together with those passed in previous months and various decrees promulgated by the Government, provide for the almost complete execution of the Agreement of September, 1924. The more important of the series concern the prerogative of the self-governing provinces to levy taxes and confer upon the Austrian Finance Minister until 1930 the right of veto for taxes exceeding certain fixed limits. Other laws aim at combining to a certain extent the Federal Administration and the administration of the provinces. The Federal Audit Office will henceforth be empowered to supervise the financial operations of the provinces, with the exception of those of the province and city of Vienna.

These laws were tabled in order to comply with the suggestion of the League Financial Committee, that Austria, during the reconstruction period, should gradually build up a system guaranteeing an effective control of Government expenditure after the departure of the Commissioner-General.

By another law the State timber industry is re-organised on an independent commercial basis. This measure, although not providing for entire autonomy (as in the case of the railways), aims at the working of this industry on purely economic lines with a view to securing more satisfactory returns.

Dismissal of Officials. — The total number of dismissals since October 1st, 1922, had risen to 76, 810 by August 22nd.

Budget Estimates. — The Austrian Government communicated to the Commissioner-General the following estimates for August :

	Current Administration	Investments	Total
	(Millions of shillings)		
Expenditure	59,15	8,32	67,47
Revenue	67,61	0,49	67,12
Surplus	8,46	8,81	
Deficit	—	—	0,35

Assigned Revenues. — The yield of the revenues assigned for the service of the loan was 40,3 million shillings in July (24,6 from the tobacco monopoly and 15,7 from the customs).

General Situation. — The number of unemployed receiving State assistance, which decreased towards the end of July, increased slightly during the first fortnight of August, bringing the total to 111,959.

Bank and Savings Bank deposits rose from 426,5 million shillings at the end of June to 455,9 millions at the beginning of August.

The weekly balance sheet of August 23rd of the National Bank shewed note circulation of 760,9 million shillings with cover of 65.8 % in gold and foreign monies. If current accounts of 107,6 millions be added, it will be seen that total commitments of 868,5 millions are covered in a proportion of 57.7 % by gold and foreign monies.

3. — COMMUNICATIONS AND TRANSIT

a) *Rhine and Danube Navigation.*

(Execution of the Resolutions of the Genoa Conference.)

The reports of Mr. Walker D. Hines on Rhine and Danube Navigation will be published shortly. These documents will be communicated in due course to the Governments concerned and will be examined by the Sub-Committee on Inland Navigation of the Advisory and Technical Committee on Communications and Transit.

As regards the Rhine, Mr. Hines draws attention to the fact that the railway policy of certain riparian States is likely to have an unfavourable influence on the development of navigation. He also examines the effect of certain taxes and customs formalities.

The report on Danube navigation—a problem to which Mr. Hines devoted the greater part of his time—shows the following main features :

Traffic (1). — There are no comprehensive traffic or other statistics for the Danube, but the investigation indicates that the Danube freight traffic in 1923 and 1924 was only about 56 % of the normal prewar traffic. The first six months of 1925 show an increase of about 50 % over the corresponding six months of 1924. The result of a special movement of Serb-Croat-Slovene maize to the sea.

No complete comparison could be made of the amount of pre-war and post-war passenger travel, but the accommodation for travellers is greater than before the war, in Austria, Czechoslovakia and Hungary, somewhat less in the Serb-Croat-Slovene Kingdom, very much less in Roumania, and somewhat greater in Bulgaria. There has never been any regular passenger service on the Danube in Germany.

Navigation Companies and their Fleets. — Before the war Austrian and Hungarian navigation companies carried most of the Danube traffic, except that a part of the traffic below the Iron Gates was carried by Roumanian and Greek interests. This has been greatly changed. Now the traffic is divided among German, Austrian, Czechoslovak, Hungarian, Serb-Croat-Slovene, Roumanian, French and Dutch navigation companies, and the Roumanian companies have been operating above the Iron Gates more than formerly. This makes the river far more international in its actual utilisation than ever before. The Greek boats, on account of their draught, still confine themselves almost wholly to operations below the Iron Gates.

(1) Summary of the Report by Mr. W. D. Hines.

The Danube fleets as a whole are about 25 % bigger than before the war, although the Austrian and Hungarian fleets have diminished considerably, owing to parts of them having become the property of Czechoslovak, Serb-Croat-Slovene, Roumanian and French interests as a result of the war. The port and shop facilities are in general as great as, or greater than, before the war, while the traffic is still much less. An important development is the growing use of self-propelled barges for certain kinds of goods.

Already there is evidence of co-operation. The up-river companies are in a cartel to stabilise rates. The Bavarian Lloyd and Czechoslovak Company have arrangements for joint towing, joint operation of self-propelled barges and common use of some terminals.

Influence of Economic Conditions generally and particularly in Roumania. — The post-war diminution of traffic has been largely due to the economic depression, characteristic of Europe, but intensified in the Danube countries by the breaking up of the wide free trade area which existed in the Austro-Hungarian Monarchy. At present this former free trade area is cut across by the tariff barriers of seven different States, and this has seriously diminished commerce among them and promises to do so to a still greater extent, except in so far as the situation may be ameliorated by commercial treaties among them. The conclusion of such commercial treaties would be of distinct value to Danube navigation.

Since Old Roumania normally produced cereals enabling it to supply one third of the total traffic moving on the Danube, the ability of New Roumania to produce and export cereals is of first importance to that traffic. But this outlook is unfavourable, because post-war readjustments in the enlarged Kingdom seem to have cut down production while increasing domestic consumption, leaving for Danube transport much less than before the war.

"Cabotage" and Territorial Waters. — A new practice since the war is that the Serb-Croat-Slovene Kingdom and Roumania now exclude all foreign navigation companies from handling any internal traffic or "cabotage" on the Danube in their respective countries, and also from handling any traffic on certain important tributaries of the Danube, such as the Save and the Bega, which are now treated as territorial instead of international waters.

This adds to their navigation interests large volumes of traffic handled before the war by the Austrian and Hungarian companies. The latter criticise the new practice as diminishing the total traffic through affording less satisfactory service. The questions of right involved are partly conceded and partly disputed, and such disputes can be settled only in such way as may be found in the conventions among the States. But apart from questions of principle, it is a practical question as to how far Roumania and the Serb-Croat-Slovene Kingdom may not find it in their interest to grant limited permissions to foreign companies to participate in this traffic from time to time upon carefully guarded conditions. This might considerably improve local transportation service. Bulgaria enjoys for a long distance eight times as much passenger service as Roumania on account of the latter's cabotage policy. Already, as a matter of convenience, and without waiver of its rights, Roumania has granted foreign companies access to its ports on the Bega.

Conditions of River Channel. — The general conception of a minimum depth of two meters at low water frequently fails of realisation, at times for substantial proportions of the navigable season, because of obstacles which should be removed. Such removal above Vienna would be so costly that it probably could not be done except in connection with the development of hydro-electric projects. Improvements of this character would correct the present difficulties of navigation and probably be advantageous to the general economic condition of Austria. Such a project is now nearing completion at Passau in Germany and will greatly improve the condition of the river for a considerable distance.

An important stretch of the river, where it is the frontier between Czechoslovakia and Hungary, can and should be improved. It is hoped that the two States can promptly co-operate to that end, because this stretch now constitutes the limiting factor in navigation between Vienna, Bratislava and Budapest. Between Budapest and Belgrade there are two points, one in Hungary and one in the Serb-Croat-Slovene Kingdom, at both of which correction of the existing conditions is desirable.

The most difficult stretch on the river is the Iron Gates section. The necessary depth of water is frequently not obtainable. Operation through this section is especially difficult, even with ample water, because the current prevents the handling of more than one or two barges at a time through the swifter portions. Elimination of these difficulties calls for a comprehensive study of various alternatives, which are set forth in the report. The amounts of money which would be involved are so large that the co-operation of all the riparian States would probably be necessary. This should be promptly entered upon.

The inadequate channel at Sulina, the mouth of the river, is now being corrected. The channel between the newly extended jetties was opened on July 25th, with a depth of 20 feet, with the prospect that the depth would be restored to the old figure of 24 feet. On July 31st, a depth of 22 feet had already been obtained.

It is highly desirable, in the interest of all the Danube countries, for the International Danube Commission to take prompt steps to draw up a general programme for the comprehensive improvement of the river. This involves a determination as to how far the prospective traffic will justify the cost of any particular programme. Such an investigation will take a long time and will call for the services of competent engineers.

Frontier Formalities. — Navigation could be substantially promoted by cutting down the amount of frontier formalities and the time required for them and by providing more adequate port facilities.

The frontier formalities now involve a large economic waste, requiring tug boats and barges to remain idle for long periods, estimated to be about 6,000 barge days per year with corresponding loss of time for tugs. These delays are almost entirely post-war burdens, because before the war the Danube crossed no frontier between Passau and Orsova, a distance of 1,272 kms. In this same section there are now four frontiers and six frontier examinations. Hungary and the Serb-Croat-Slovene Kingdom now maintain separate stations at their common frontier, involving double delay, sometimes amounting to an entire day. Both States have indicated that they have no objection in principle to combining their stations, and the report urges that they come to an agreement upon the necessary details to accomplish that result. Much of the delay at the various frontiers is due to the attitude of the local functionaries. The report suggests that the riparian States would be justified in concerning themselves very actively with this situation so as to stimulate greater expedition. In these matters river shipping appears to be subjected to burdens, delays and expense which have no counterpart on the railways that compete with the river.

Port Facilities. — As to port facilities numerous specific situations are discussed. One involves the difficulty of the Czechoslovak Company in obtaining satisfactory terminal in Vienna. This is closely connected with the Austrian difficulty in obtaining satisfactory assurance as to its terminal in Bratislava. The two questions should be considered together and a fair compromise arrived at. The Austrian and Hungarian companies are denied the right to use many of the port facilities which before the war they owned in the Serb-Croat-Slovene Kingdom and Roumania. This grows out of the policy of these two States that all port facilities should be owned and operated by the State; hence their reluctance to permit private companies to establish their own facilities. Nevertheless, there is at present

a great shortage of State pontons in Roumania, and a great shortage of State pontons and other port facilities in the Serb-Croat-Slovene Kingdom. Until a State can itself supply ample facilities to carry out its policy, it is suggested that provisional arrangements should be made whereby private companies could provide their own pontons and other facilities. Roumania has already indicated that it has no objection to making arrangements to let the private companies use their own pontons, subject to eventual transfer to the State.

Acting upon a general law designed to protect domestic labour, certain navigation companies have been notified by the Serb-Croat-Slovene Kingdom that they must replace their agents and other employees with Serb-Croat-Slovene nationals. This law is not directed against navigation, and there is also provision in it for making exceptions. It is hoped that the necessary exceptions can be made, to avoid an unfortunate precedent which might create similar hindrances in other States also.

Belgrade's port authorities subject foreign vessels to double taxation, and exclude them from certain forms of international traffic because the landing facilities are on the Save, a territorial river, and not on the Danube. The great and growing business interests of Belgrade cannot afford to have their city thus advertised as a city which has not the same freedom of access to the Danube as is enjoyed by Vienna and Budapest. The future of Belgrade is too important to admit of such a limitation, especially since the State appears to feel that little if anything is gained as a result of the action of the port authorities.

Statistics. — It is recommended that adequate statistics of Danube traffic should be provided. These will be valuable to the States and the navigation companies, and will be almost indispensable in reaching a sound conclusion as to how much money can be justifiably spent in carrying out any comprehensive programme of river improvement.

Danube International Commission. — The report discusses the work of the Danube International Commission, the organ administering the Danube Statute (which has been instituted by a convention among the States) for all the river except the maritime part below Braila. Considering the great difficulties which confronted the Commission's work in the early years, it has accomplished substantial results. But the Commission has not yet been able to dispose of many of the most important problems which have been entrusted to its jurisdiction, and it is suggested that the practice of repeated postponements of important questions should give way to the practice of taking a definite vote upon them. The Commission must decide by a two-thirds majority, but there are probably very few questions where it is not possible for two-thirds of the delegates to agree upon the broad principles, and, subsequently upon details as well.

Danube European Commission. — The European Commission, which has jurisdiction over the maritime Danube from Braila to Sulina, was established in 1856. Before the war it was slow to act to prevent the formation of shoals in the channel, and by the time it could be re-organised after the war, the shoals had seriously interfered with navigation. The Commission then proceeded with reasonable diligence, and has just been able to announce that the jetties have been extended in accordance with its plan, and the channel opened provides a depth of 22 feet. Roumania has complained that the shallowness of the channel has greatly interfered with the export and import business of Braila and Galatz. At least as much diminution of business is observable at Constanza, another Roumanian port on the Black Sea. Hence the fundamental causes cannot be connected with the Sulina channel, but are probably the general economic difficulties in Roumania, the lessened exportable surplus of cereals, the heavy export tax on cereals and the difficulties of its railways in moving traffic. Complaint has also been made by Roumania as to the heavy dues imposed by the European Commission. The Commission has

found it necessary to impose these dues, which are admittedly heavy, in order to pay for the improvement of the channel, and there seems to be no practical alternative to this plan. Some suggestions are made as to possible economies that the Commission might be justified in taking into consideration.

Efficiency of Operation. — It is highly desirable, in view of the extremely difficult situation of Danube navigation, for the navigation companies to do everything in their power to improve their own efficiency. The question is raised whether they cannot secure more efficient performance of their barges and tugs than is now observable. Reference is made to the extraordinary results which have been accomplished in the United States by analogous efforts on the part of the railways. There may be room for important economies in this direction. More efficient operation would be promoted by providing special telegraph facilities along all of the navigable river. The companies should also seek to co-operate more and utilise facilities in common, such as port facilities, shop facilities and also tug boats, so as to avoid the waste of capital and labour involved in needless duplication. In Austria and Hungary, especially, the existing port and shop facilities seem much in excess of the needs of their own companies. Many of the tug boats probably should be replaced by modern and more economical types. The question is raised whether there is not a great field for the building up of a profitable tourist passenger traffic.

More Co-operation on the Part of State Railways. — The Danube, like any other transportation system, needs adequate feeders. In large part these feeders should be the railways, and, therefore, there ought to be rail-and-river through rates and bills of lading. A State making through rates with foreign railways loses all benefits from the traffic at the frontier. When it makes through railway and river rates, the likelihood is that the bulk of the traffic will move in domestic boats to final destination and the State and its nationals will enjoy the entire profits of transportation. At present, in many instances, the railways seem to work against the Danube by establishing extremely low rates via other routes. Here sympathetic attention to the just needs of the river should be given by the States, and should be urged by the navigation companies.

Effect of Danube Policy upon the General Credit of the Riparian States. — The need of the riparian States for capital for public and private purposes is evident. It is extremely difficult to secure this capital at reasonable rates. An important factor in this condition is the misgiving on the part of capitalists in other countries as to whether a satisfactory state of international tranquillity exists and will continue in these Danube States. The Danube conditions themselves constitute an indication one way or the other in this matter. If the States succeed in removing causes of friction on the Danube, that condition will be a favourable argument to encourage foreign capital. To the extent that friction continues in Danube matters, the condition will be an indication in the wrong direction.

b) Road Traffic.

The French Government has informed the Secretary-General that it has placed the draft convention on road traffic prepared by the League Committee on Communications and Transit on the agenda of the International Conference to meet on April 20th, 1926, in Paris.

The Government has forwarded the text of the new draft convention to all States, Members or non-Members of the League, signatories of the 1909 Convention which is to be revised by the Conference. The Secretary-General of the League has been invited to send representatives in an advisory capacity.

— INTELLECTUAL CO-OPERATION

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a) *Resignation of M. Bergson.*

M. Henri Bergson, in a letter to the Acting President of the Council dated August 12th, tendered his resignation from the Committee on Intellectual Co-operation on account of ill health.

M. Bergson, who has performed the duties of Chairman of the Committee since its foundation, added that, if anything could mitigate his regret at parting with the Committee, it was the reflection that the creation of the International Institute at Paris would from now on greatly enlarge the Committee's capacities for action.

The Acting President of the Council, M. Quiñones de León (Spain), replied to M. Bergson, expressing the gratitude of the Council for his co-operation and its regret that the state of his health had obliged him to take that decision.

b) *Sub-Committee on Arts and Letters.*

The Sub-Committee on Arts and Letters, the foundation of which was decided upon at the last session of the Committee on Intellectual Co-operation, has been constituted as follows :

Members :

M. Jules Destrée (Belgian), former Minister of Science and Arts.

Professor Lugones (Argentine), Professor of Aesthetics at the University of La Plata.

Professor Gilbert Murray (British), Professor of Greek Philology at Oxford University.

Professor de Reynold (Swiss), Professor of French Literature at the University of Berne.

Senator Ruffini (Italian).

M. J. Casarès (Spanish), of the Royal Academy of Spain.

M. Daniel Baud-Bovy (Swiss), President of the Federal Commission on Fine Arts.

Professor Henri Focillon (French), Professor of History of Art at the Sorbonne, former Director of the Art Galleries of Lyons.

M. Hans Jelinec (Czechoslovak), pressman.

Professor Pietro Toesca (Italian), Professor of History of Art at the University of Florence.

M^{lle} Hélène Vacaresco (Roumanian), Writer.

M. Paul Valéry (French), Writer and Literary Critic.

M. Felix Weingartner (Austrian), Writer on musical subjects, Conductor and Composer.

V. — Administrative Questions.

DELIMITATION OF THE PORT OF DANZIG FOR THE PURPOSES
OF THE POLISH POSTAL SERVICE

The High Commissioner of the League at Danzig has forwarded to the Members of the Council the report of the Commission for the Delimitation of the Port of Danzig, together with his observations thereon.

The Commission stayed at Danzig from July 19th to 23rd. It made a tour of inspection, heard the interested parties and drew up its proposals for the delimitation of the Port.

According to the advisory opinion of the Permanent Court of International Justice, delivered on May 16th, 1925, Poland is entitled to establish in the Port of Danzig, considered as a territorial area, a postal service available for general use.

The conflicting arguments adduced by the parties as to the delimitation of the Port were as follows. In the Polish view, the Port, in the postal sense, should include not merely the waters affording sheltered mooring and berths for unloading or taking in cargo, together with the sheds and all the waterside technical plant, but also the town, where the shipping and trading firms using the ships and the technical port equipment for business transactions are at work.

The view held by Danzig is that the Port is limited to the harbour waters and certain technical plant along the banks; only a portion of the waters and of the sites occupied by technical plant administered by the Harbour Board should, however, be included in the Port by the boundary to be traced.

The Commission was unanimously of the opinion that the Port, in the postal sense, should include not merely the area occupied by its technical plant, but also the area in which its economic constituents were concentrated. It considered that, wherever documents contained reference to postal communications between Poland and the Port of Danzig, the reasonable inference was that they referred primarily to communications from and to trade and shipping firms, agencies, banks etc., which could not, in the nature of things, set up their main establishments on the water, on the quays or in warehouses.

The Commission nevertheless agreed that the town area to be included in the Port should not exceed such proportions as would be necessary. It considered that the Polish postal area should be restricted to those portions of the actual town where establishments whose work was connected with the Port were sufficiently numerous.

In the Commission's opinion, the boundary should be traced with a view to the inclusion in the Polish postal area of the buildings situated on both sides of the streets of squares through which it passes.

The report also draws attention to the fact that certain Polish authorities, in particular the Office of the Polish Commissioner-General, and a number of firms using the Port are established outside the area as delimited. The Commission was of the opinion that, if, in three months' time, no settlement had been reached as regards 1) the delivery of postal matter addressed to Polish authorities outside the Port and 2) facilities for the delivery of postal matter for addressees outside the Port at addressees within the Port, the line should be reconsidered, as the proposed boundary had been drawn with a view to such a settlement.

To allow for possible changes in the position of the economic and technical equipment of the Port, the Commission considered that it would be advisable to provide that the Port boundary should be subject to revision every five years at the request of either party.

VI. — Political Questions.

THE FRONTIER OF IRAQ (1)

The report of the Commission appointed by the Council to study the situation in the Mosul district, with a view to the settlement of the boundary between

(1) See *Monthly Summary*, Vol. IV, No. 9, p. 195; Vol. IV, No. 10, p. 239; Vol. IV, No. 11, p. 257.

Turkey and Iraq, has been published and will be submitted to the Council at its September session. The report describes the work of the Commission, analyses the geographical, ethnical, historical, economic, strategic and political arguments put forward in Memoranda addressed to the Commission by the British and Turkish Governments, and terminates with the conclusions of the Commission.

General Features of the Investigation and the Report. — The Commission did not confine its investigations to the City of Mosul; it pursued its enquiries throughout the Vilayet, in villages, rural districts, and among the nomadic tribes. Enquiries were addressed to all classes of the population, to the religious authorities, heads of tribes or clans and leading merchants, and to other persons of importance.

In its report the Commission draws attention to the fact that, as the Turkish and British Governments recognised the necessity of consulting the population of the district, it was essential for the Commission to endeavour to obtain the widest and most thorough knowledge of the wishes of the inhabitants.

The Commission, however, did not feel able to support the Turkish argument in favour of a plebiscite, for the following reasons. The majority of the population is not sufficiently advanced for a measure of this kind; for centuries the inhabitants have been swayed by the opinions of their political and religious authorities. So far as the unbiassed expression of opinion is at all obtainable, it can only take place through the intermediary of old-established authorities or certain well-known persons.

The method adopted by the Commission was to explain the object of its mission in very simple language to the persons who came to meet it, and to make its enquiries after the assessors had withdrawn. Witnesses were assured that secrecy would be observed in regard to their evidence. The Commission did not confine its enquiry to the views of the inhabitants with regard to the political status of the territory. The enquiry constituted at the same time a psychological study of the population. The questions asked also dealt with economic and commercial problems. The Commission visited warehouses, bazaars and markets in different places, particularly in the City of Mosul. It made a special study of ethnological, geographical and geological conditions, as well as of means of communication and agricultural resources.

Conclusions. — The final conclusions reached by the Commission are stated as follows in the report :

Looking at the question entirely from the point of view of the interests of the populations concerned, the Commission considers that it would be to some advantage that the disputed area should not be partitioned.

On the basis of this consideration the Commission, having assigned a relative value to each of the facts which it has established, is of opinion that important arguments, particularly of an economic and geographical nature, and the sentiments (with all the reservations stated) of the majority of the inhabitants of the territory taken as a whole, operate in favour of the union with Iraq of the whole territory south of the Brussels line, subject to the following conditions :

(1) The territory must remain under the effective mandate of the League of Nations for a period which may be put at twenty-five years;

(2) Regard must be paid to the desires expressed by the Kurds that officials of Kurdish race should be appointed for the administration of their country, the dispensation of justice, and teaching in the schools, and that Kurdish should be the official language of all these services.

The Commission is convinced that if the League of Nations, control were to terminate on the expiry of the four-years Treaty now in force between Great Britain and Iraq, and if certain guarantees of local administration were not to be given to the Kurds, the majority of the people would have preferred Turkish to Arab sovereignty.

The Commission is also convinced that the advantages of the union of the disputed territory with Iraq would in that case be exchanged for very serious political difficulties, and considers that, under those circumstances, it would

be more advantageous for the territory to remain under the sovereignty of Turkey, whose internal conditions and external political situation are incomparably more stable than those of Iraq. Whatever decision may be taken, it is essential, however, that Iraq should retain the Diala region, which is necessary for the solution of the irrigation problem.

The Commission feels bound to leave it to the Council of the League of Nations to appraise the legal and other political arguments stated in its report, and to decide what relative weight should be given to them as compared with the other arguments. Should the Council, as the outcome of its examination, consider it equitable to partition the disputed territory, the Commission would suggest that the best line would be that approximately following the Lesser Zab.

VII. — Social and Humanitarian Questions.

SEVENTH SESSION OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

The Advisory Committee on Traffic in Opium and other Dangerous Drugs held its seventh session at Geneva from August 24th to 31st. There were present :

Members :

Sir Malcolm Delevingne, K. C. B., Chairman	(Great Britain)
Dr. Anselmino, Vice-chairman	(Germany)
M. Bourgeois	(France)
Sir John Campbell, C. S. I., O. B. E.	(India)
Dr. Tsurumi	(Japan)
M. van Wettum	(Netherlands)
M. Ferreira	(Portugal)
M. Petrovitch	(Kingdom of the Serbs, Croats and Slovenes)
Luang Sri Visarnvaja	(Siam)
Dr. Carrière	(Switzerland)
Mr. Pinkney Tuck	(United States of America)

Assessors :

M. Brenier.
Sir John Jordan, G. C. I. E., K. C. B., K. C. M. G.
Mrs. Hamilton Wright.

Mr. Pinkney Tuck, the American Consul at Geneva, had been instructed by his Government to attend the meeting in an unofficial capacity. The Swiss representative took his seat on the Committee for the first time. The Chinese Government had made known that its representative would not attend this meeting, and the Bolivian representative was unavoidably prevented from being present.

The Committee noted the annual reports of the different Governments, the repressive measures adopted with regard to the traffic, and other information shewing the extent of the traffic and the immense financial resources behind it. The Committee once more recommended that Governments should take the most vigorous steps to prevent smuggling and should make arrangements to communicate to other Governments concerned all information which might lead to the discovery on their territories of persons engaged in illicit drug trading.

The Committee also considered very detailed information submitted by the British representative on the opium traffic in the Persian Gulf. It drew the attention of the Council to the considerable development of the illicit trade from this

region in the direction of the Far East, and suggested amongst other measures that the Persian Government should be urged to put into force without delay a more effective system of control over exports of opium from Persian ports.

With regard to the question of anti-drug propaganda, referred to in a resolution of the Fifth Assembly, the Committee was of the opinion that a general scheme of propaganda might do more harm than good.

The Committee further dealt with the question of the consumption of opium in mandated territories and, in this connection, heard a statement by the French representative on the control of the sale of drugs in Syria and Lebanon; it examined a memorandum from the International Anti-Opium Association on the increasing cultivation of the poppy in China; and took note of a treaty, recently concluded between the United States and Canada, providing for the extradition of offenders against the laws relating to opium and dangerous drugs. The Committee recommended that this matter should be brought to the attention of Governments in order that they might consider the advisability of concluding similar agreements.

The Committee finally decided to hold its annual meetings in January, and fixed the latest date by which the annual reports of Governments should be despatched.

VIII. — Forthcoming Events.

- September 15th : (In session) Sixth Assembly of the League of Nations, Geneva.
- September 15th : Meeting of the Supervisory Commission, Geneva.
- October 8th : Fifth Session of the Health Committee, Geneva.
- October 17th : Mediterranean Interchange of Port Medical Officers, Barcelona.
- October 19th : Meeting of the Permanent Mandates Commission, Geneva.
- October 26th : Japanese Interchange of Health Officers, Tokio.
- November 20th : Conference on Tonnage Measurement in Inland Navigation, Paris.

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Vol. V. No. 9

Published on October 15th, 1925.

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SEPTEMBER 1925

Vol. V. No. 9.

Published on October 15th, 1925.

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I. — Summary of the Month.

The Assembly and the Council met in September, the Assembly for its sixth session, the Council for its thirty-fifth session.

During these meetings there were present at Geneva three Prime Ministers (of Austria, France and Norway) and sixteen Foreign Ministers, either as delegates to the Assembly or as representatives of their respective countries on the Council.

The Sixth Assembly.

The Sixth Assembly of the League of Nations met at Geneva from September 7th to 26th. Delegations were sent by forty-nine States Members, namely :

Abyssinia	Finland	Panama
Albania	France	Paraguay
Australia	Greece	Persia
Austria	Haiti	Poland
Belgium	Hungary	Portugal
Brazil	India	Roumania
British Empire	Irish Free State	Salvador
Bulgaria	Italy	Kingdom of the Serbs, Croats and Slovenes
Canada	Japar	Siam
Chile	Latvia	South Africa
China	Liberia	Spain
Colombia	Lithuania	Sweden
Cuba	Luxemburg	Switzerland
Czechoslovakia	Netherlands	Uruguay
Denmark	Nicaragua	Venezuela
Dominican Republic	Norway	
Esthonia	New Zealand	

The Argentine Republic, Bolivia, Costa Rica, Guatemala, Honduras and Peru were not represented.

The Assembly was opened by M. Painlevé, Prime Minister of France and Acting President of the Council of the League.

After welcoming the delegates, M. Painlevé drew attention to the fact that France, by sending the head of her Government to inaugurate the work of the Sixth Assembly, wished solemnly to affirm before the whole world her respect for the League and her faith in its work. If any impartial observer, he said, were asked to give his sincere and unbiassed opinion on the work done in five years, he would be struck above all by the League's increasing authority.

M. Painlevé then reviewed the work of the League during the past year, noting in particular the development of the problems of security and reduction of armaments.

To conclude, M. Painlevé urged the League of Nations to build up peace on the solid foundation of justice by a whole-hearted effort of courage and generosity. He recalled the maxim of William of Orange : "It is not necessary to hope in order to endeavour, nor to succeed in order to persevere", adding "Are we less determined than this soldier—we who desire peace—who find in our hearts so many grounds for hope, and can credit the League with successes but for which the world might already have been plunged in disaster?"

Election of the President. — Mr. Raoul Dandurand, first delegate of Canada, was elected President of the Sixth Assembly, receiving 41 votes out of 47 cast. Mr. Dandurand thanked his colleagues for this mark of friendship with regard to his country. The League of Nations, he said, had made remarkable progress during the five years of its existence, and he was convinced that the enlightened collaboration of statesmen and experts, gathered together in an atmosphere of devotion to the well-being of humanity, would contribute effectively to the establishment of a peace founded upon justice.

Distribution of Work. — The work of the Assembly was distributed as in preceding years amongst six committees, on each of which all nations represented at the Assembly were entitled to have a delegate. The Committees, with their elected officers, were as follows :

No. 1. *Legal and Constitutional Questions* (amendment to Article XVI. of the Covenant, establishment of a Conciliation Commission attached to the Permanent Court of International Justice); Chairman : M. Scialoja (Italy); vice-chairman : M. Fernandes (Brazil).

No. 2. *Technical Organisations of the League* (Work of the Economic and Financial Commission, of the Committee on Communications and Transit, of the Health Organisation and of the Committee on Intellectual Cooperation); Chairman : Jonkheer van Eysinga (Netherlands); vice-chairman : M. Veverka (Czechoslovakia).

No. 3. *Reduction of Armaments.* — Chairman : M. Nintchitch (Kingdom of the Serbs, Croats and Slovenes); vice-chairman : M. de Broukère (Belgium).

No. 4. *Budget and Financial Questions.* — Chairman : M. Costa (Portugal); vice-chairman : Mr. MacWhite (Irish Free State).

No. 5. *Social and General Questions* (opium traffic, protection of children and young people, refugees, international municipal cooperation); Chairman : M. Mowinckel (Norway); vice-chairman : M. Garay (Panama).

No. 6. *Political Questions* (slavery, minorities, role of the press in the organisation of peace); Chairman : M. Guerrero (Salvador); vice-chairman : Dr. Nansen (Norway).

The Assembly constituted as usual its Agenda Committee. This Committee, whose duty it is to examine the procedure to be followed with regard to the inclusion of fresh questions in the Assembly Agenda, was composed as follows :

Sir Joseph Cook.	(Australia)
M. Kalfoff	(Bulgaria)
M. Bello Codesido.	(Chile)
M. Emilio de Palacios.	(Spain)
M. Idman.	(Finland)
M. Skrzynski	(Poland) (Chairman)
M. Prabha Karavonga.	(Siam)

The chairmen of the Assembly committees are *ipso facto* vice-presidents of the Assembly. After their designation the Assembly proceeded to the election of six further vice-presidents, thus completing its General Bureau, which consists of the President and the vice-presidents. To these the Sixth Assembly added the chairman of the Agenda Committee.

The six vice-presidents elected by the Assembly were :

Viscount Ishii.	(Japan)
M. Briand	(France)
M. Zumeta.	(Venezuela)
Mr. Austen Chamberlain.	(British Empire)
Prince Arfa.	(Persia)
M. Duca	(Roumania)

Tribute to Members of the Assembly and the Council deceased during the past year. — M. Painlevé, M. Dandurand, M. de Mello-Franco (Brazil), M. Costa (Portugal), Prince Arfa (Persia), Viscount Cecil (British Empire), M. Uden (Sweden), M. Schumans (Latvia), before beginning the general debate on the work of the Council and the Secretariat, paid a tribute to the memory of Members of the Council and the Assembly deceased during the past year, namely, M. Branting, M. Chagas, M. Meierovics and M. Viviani.

General Debate. — The Sixth Assembly held nineteen plenary meetings, ten of which were devoted to the discussion of the report of the work of the Council and the Secretariat since last Assembly.

A debate on the subject of arbitration, security and reduction of armaments, in which many speakers took part, led, after examination by the competent committees of the various questions raised, to the adoption of a resolution providing for the study by a special commission of the problem of the reduction of armaments. In the economic field, the Assembly decided to set up a preparatory committee to study economic questions which might form a basis of discussion for a general economic conference.

As in preceding years, the Assembly, after reviewing the work of the League Technical Organisations and Commissions since its last meeting, adopted resolutions approving their work and outlining their programmes for the future. The latter include : the study of problems in connection with the question of the reduction of armaments; preparatory work in view of the possible convocation of a general economic conference; the organisation and exploitation of hydro-electric power; the extension in various domains of the activity of the Health Organisation; a study of the best methods of instruction in the ideals and aims of the League; an investigation in Persia of the possibility of replacing the opium-poppy by another crop; plans for a conference of Governments to deal with refugee questions; plans for a loan in favour of Armenian refugees; a draft convention for the suppression of slavery; plans for an International Relief Union, etc...

The Thirty-Fifth Session of the Council.

The thirty-fifth session of the Council opened on September 2nd and came to an end on September 28th. There were present :

M. Hymans	(Belgium)
M. de Mello Franco	(Brazil)
Dr. Benes	(Czechoslovakia)
M. Briand, Chairman, replaced by M. Painlevé, M. Loucheur and M. Paul Boncour	(France)
Mr. Austen Chamberlain, replaced by Mr. Amery and Viscount Cecil	(British Empire)
M. Scialoja	(Italy)
Viscount Ishii	(Japan)
M. Quinones de Leon	(Spain)
M. Uden	(Sweden)
M. Guani	(Uruguay)

Representatives of Australia, Austria, Greece, Hungary, Lithuania, New Zealand, Persia, Poland, Portugal, Roumania, the Serb-Croat-Slovene Kingdom, South Africa and Turkey took part in the proceedings on questions particularly concerning their countries.

The principal questions before the Council concerned the delimitation of the frontier between Iraq and Turkey and the economic and financial reconstruction

of Austria. After hearing the views of the interested parties on the report of the Mosul Commission, the Council set up a Sub-Committee of three of its members to study the preliminary questions involved, and decided finally to seek the advisory opinion of the Permanent Court of International Justice on two legal points. At the request of the British Government, the Council despatched to the spot a representative of the League, General Laidoner, to keep it informed of the situation on the provisional frontier.

As regards Austria, the Council noted the report of Mr. Layton and Professor Rist, and decided that, subject to certain precautions, it would be possible to abolish the League financial control within a certain period.

The Council also dealt with questions relating to minorities in Greece, Lithuania, Roumania and Turkey. It settled various questions in connection with the Free City of Danzig. It took a series of decisions relating to mandates, the settlement of refugees and humanitarian questions.

Before closing the session the Council took the necessary steps for the execution or study of a certain number of the resolutions of the Sixth Assembly.

II. — The Permanent Court of International Justice ⁽¹⁾.

1. — EXTRAORDINARY SESSION

By its Resolution of September 19th ⁽²⁾, the Council of the League of Nations decided to submit to the Permanent Court of International Justice for an Advisory Opinion certain legal points in connection with the question of the boundaries between Turkey and Iraq now before the Council. It further expressed the wish that the Court's Opinion should be given in sufficient time to enable the Council to consider at its forthcoming session the opinion which the Court would deliver. This session will take place early in December next, whereas the next ordinary session of the Court opens only in June next. The President of the Court, therefore, has convoked the Court for an extraordinary session beginning on October 22nd.

During this session, which will be the Court's fourth during the present year, it will be composed as follows :

M. Huber (President)
M. Weiss (Vice-President)
M. Loder
Lord Finlay
M. Nyholm
M. Altamira
M. Anzilotti
M. Yovanovitch
M. Beichmann
M. Negulesco

2. — OPTIONAL CLAUSE OF THE COURT STATUTE

On September 26th, M. Hymans stated, at a plenary meeting of the Assembly, that he had signed, on behalf of Belgium, the Optional Clause concerning the compulsory jurisdiction of the Permanent Court of International Justice in the following terms :

On behalf of the Belgian Government, I recognise as compulsory, *ipso facto* and without special agreement, in relation to any other member or State

(1) Article contributed by the Registrar of the Permanent Court.

(2) See Political Questions, the Iraq Frontier.

accepting the same obligation, the jurisdiction of the Court in conformity with Article 36, paragraph 2, of the Statute of the Court for a period of fifteen years, in any disputes arising after the ratification of the present declaration with regard to situations or facts subsequent to this ratification, except in cases where the parties have agreed or shall agree to have recourse to another method of pacific settlement.

Belgium is the twenty-fourth State signing the Optional Clause, which is now in force between fifteen States.

Swiss Proposal. — On the proposal of the Swiss delegation, the Assembly, noting that the period for which certain States had accepted the compulsory jurisdiction of the Court was approaching termination, requested the Secretary-General to draw the attention of such States to measures to be taken, if they saw fit, in view of the renewal of their undertaking.

The rapporteur, M. Motta, drew attention to the fact that the Optional Clause had been accepted finally and without reserve by fifteen States. Eight other States had accepted the clause, some of them subject to reservations. In the majority of cases the undertaking had been entered into for a period of five years which would come to an end in 1927. It was, therefore, important that the attention of signatories should be drawn to the situation.

III. — Arbitration, Security and Reduction of Armaments ⁽¹⁾.

The question of arbitration, security and reduction of armaments was most carefully studied by the Sixth Assembly and a series of draft resolutions submitted and referred for examination to the First and Third Assembly Committees. These draft resolutions were based on considerations which M. Rolin, the rapporteur of the First Committee, summed up as follows :

At the moment when the declarations of certain Governments have shown that an early entry into force of the Protocol for the Pacific Settlement of International Disputes is not to be expected, several delegations have been anxious to affirm the fidelity and unanimity with which the Members of the League remain attached to the triple object underlying that draft treaty, namely, arbitration, security and disarmament, and to indicate methods or measures by which an approach might be made to this object, pending the achievement of a general settlement which many consider indispensable.

The first, and most general proposal, was that of the Spanish delegation. Going beyond a mere declaration of principle, it emphasised the desirability of the conclusion of treaties of security conceived in the spirit of the Covenant and in harmony with the principles of the Protocol; indicated the possibility of extending such a system to the whole world; and asked the Council to report to the Seventh Assembly on the progress in general security brought about by such agreements. The draft resolution, in a final paragraph, also provided for a preparatory study with a view to a conference for the reduction of armaments.

As a result of the discussions of the First and Third Assembly Committees, an amended draft was submitted to the Assembly, which adopted the following text :

The Assembly,

Taking note of the declarations submitted to the Council and the Assembly of the League of Nations in respect of the Protocol for the Pacific Settlement

(1) See Chapter XI, *Resolutions of the Assembly*.

of International Disputes and of the fact that the said Protocol has not up to the present received the ratifications necessary for putting it into operation immediately;

Convinced that the most urgent need of the present time is the re-establishment of mutual confidence between nations;

Declaring afresh that a war of aggression should be regarded as an international crime;

Regards favourably the effort made by certain nations to attain those objects by concluding arbitration conventions and treaties of mutual security conceived in the spirit of the Covenant of the League of Nations and in harmony with the principles of the Protocol (Arbitration, Security, Disarmament);

Records the fact that such agreements need not be restricted to a limited area but may be applied to the whole world;

Recommends that, after these conventions and treaties have been deposited with the League of Nations, the Council should examine them in order to report to the Seventh Assembly on the progress in general security brought about by such agreements;

Undertakes again to work for the establishment of peace by the sure method of arbitration, security and disarmament;

And, in conformity with the spirit of Article VIII. of the Covenant, requests the Council to make a preparatory study with a view to a Conference for the Reduction and Limitation of Armaments in order that, as soon as satisfactory conditions have been assured from the point of view of general security as provided for in Resolution XIV. of the Third Assembly, the said Conference may be convened and a general reduction and limitation of armaments may be realised.

The reports on this resolution, presented to the Assembly by M. Rolin (Belgium) and Dr. Benes (Czechoslovakia), may be analysed as follows :

Arbitration. — The Assembly considered that it was expressing the unanimous feeling of the delegations in declaring that every effort should be made in order that the assimilation of war of aggression to an international crime should become a legal principle, clearly formulated and enforced by sanctions. The Assembly further thought it desirable to indicate that arbitration conventions, no less than security treaties, deserved favourable consideration by the League, if they were in conformity with the principles of the Covenant and of the Protocol.

The Swedish delegation had proposed that the Assembly should invite the Council to submit to examination by a Committee of Experts the provisions of the Protocol concerning compulsory arbitration. The Assembly, while respecting the intentions which inspired this proposal, felt that it might lead to misunderstanding. It was important to avoid anything which seemed necessarily to imply re-opening discussions upon an isolated part of the Protocol; and, on the other hand, it seemed unwise to decide in advance that the best way of encouraging the development of compulsory arbitration was to draw up and submit for acceptance by the various nations a general and uniform system of procedure. It was impossible to ignore the fact that a very large number of arbitration conventions had in recent years been concluded between various Members of the League, and it seemed indispensable to study these conventions as a whole without prejudging the conclusions to which such study might lead. For these reasons the Assembly, in agreement with the Swedish delegation, felt that the essential aim of the Swedish proposal would be better attained by the acceptance of a more general proposal submitted by the Japanese delegation.

The latter dealt not merely with compulsory arbitration, but also with conciliation, the importance of which had frequently been recognised by earlier Assemblies, whether as a preliminary to arbitration or to judicial settlement, or as a subsidiary means of settling disputes which were not submitted to any jurisdiction. Its purpose was to obtain from the Council, in view of the next Assembly, a study not merely theoretical, but above all practical, of the whole problem of the pacific settlement of international disputes. The Seventh Assembly, taking into account

the statements made by various States at the Sixth Assembly and of agreements concluded in the interval, would thus have before it a report on the progress which could be made in the matter.

Another proposal dealing with compulsory arbitration was submitted by the Belgian delegation and adopted by the Assembly.

At a moment when compulsory arbitration in the most general sense had been accepted in a large number of special conventions, the Belgian delegation thought it desirable to promote this development by calling the attention of States to the advantages to be attained, from the point of view of their security, by adopting such conventions — a procedure which was in accordance with Article XXI. of the Covenant.

The Assembly unanimously considered that there were real advantages in emphasising the fact that Members of the League might endeavour to prohibit aggressive war by means of arbitration conventions, and that such agreements were placed under the general guarantees of the Covenant.

The Assembly referred to a later session consideration of proposals of the Uruguayan and Danish delegations, the former for an examination of the Statute of the Permanent Court of International Justice in order to make its jurisdiction more universal, and the latter for the constitution of a Conciliation Commission attached to the Permanent Court, in order to unify and strengthen conciliation as a means for ensuring peace. The Assembly felt it unwise for the moment to attempt any innovation which might involve the amendment of the Court Statute, on the ground that it would be very difficult to secure the necessary unanimous approval of all the signatories. Other objections were based on the judicial nature of the Court and on the special conditions which mediators in international conflicts should fulfil.

Reduction of Armaments — The part of the Spanish resolution referred to the Third Assembly Committee raised two problems, closely related, but distinct : namely, the preparatory studies with a view to the reduction and limitation of armaments, and the organisation to which these preparatory investigations should be entrusted by the Council.

With regard to the question of the preparatory studies, the Assembly noted the existence of at least two currents of opinion.

On the one hand, a certain number of delegations expressed doubts whether, before the Council committed itself too definitely to preparatory investigations for the reduction and limitation of armaments, it would not be preferable to await the results of the negotiations now being carried on with a view to the conclusion of a Security Pact and also the effects which the successful issue of such negotiations might have on the preparation and conclusion of other similar agreements. Those delegations thought, in fact, that this reduction and limitation could have no solid foundation until the political conditions under which they would be carried out were defined, and as these political conditions, in their turn, would react upon the problem, it was considered that great importance should be attached to the moment when the preparatory studies should begin. On this subject, the Italian delegate made certain reservations; he considered that such preliminary studies were useless, but if they were regarded as absolutely necessary, he would withdraw his opposition, while pointing out the danger which they might involve either by reason of their excessive scope or by their publicity, which might be to the advantage of Powers still outside the League of Nations. He added that, in his opinion, the reduction and limitation of armaments could only be achieved on a political basis.

Other delegations, however, thought that, while deferring until the most suitable moment—to be chosen by the Council—the convocation of an international conference for the reduction and limitation of armaments, it was essential that the preliminary work should be begun without delay. In the view of these delegations, there were serious objections to delaying this preparatory work until the political

atmosphere was favourable to the summoning of the conference, since, when that time came, it would be of the utmost importance not to delay for one moment the realisation of the efforts of the League in this direction. The Brazilian and Chilian delegations pointed out that, for the Latin-American countries, the problem was not one of reduction of armaments, but merely of limitation. The Spanish delegation said that this equally applied to certain European countries. The Chilian delegation proposed that, in view of the changes in the general situation due to the inability of certain nations to adopt the Protocol, the task of the Co-ordination Commission should be reduced strictly to the terms of the Resolutions of the Fifth Assembly. The Chilian delegation also pointed out that valuable work had been done in 1923 by the Temporary Mixed Commission on the subject of the mutual control of armaments by means of regional committees formed on the same basis as the regional pacts which are at the moment being discussed.

Other delegations, including those of Belgium, Denmark, France, Hungary, the Netherlands, Norway and Sweden, insisted on the necessity of immediately initiating preliminary studies on the widest possible basis, and with the collaboration of all the Technical Organisations of the League, so that, when the conditions of general security were such that the Council deemed it possible to convene the international conference, the problem might, from the technical point of view, be ripe for a concrete solution. The Belgian and Brazilian delegations pointed out the advisability in this connection of examining the relations between the problem of disarmament and the problems raised by the scheme for an economic conference laid before the Assembly by the French delegation.

The French delegation, supported by the Polish delegation, definitely stated that the preparatory studies in question could obviously only bear upon the programme of a possible conference, and could include neither concrete study of the resources of any particular country nor, *a fortiori*, investigations. It considered it advisable, however, with the aid of such theoretical studies, to bring out the elements of the question, namely, the relation between military power and peace armaments in any particular country, rapidity of mobilisation, etc.

It appeared to the Assembly that these two points of view could be reconciled. On the one hand, though it was premature to contemplate immediately in all its details the convening of an international conference, it was none the less possible to proceed with preliminary enquiries with a view to this eventuality, in so far as they might relate to all these questions which were not directly affected by the international political situation. Further, as the Belgian representative pointed out, the Council was bound by Article VIII. of the Covenant to proceed to such investigations with a view to disarmament.

With regard to the organisation responsible for the execution of this work, the Assembly examined the composition and methods of work of the Co-ordination Commission constituted last year ⁽¹⁾.

In the opinion of certain delegations, the Co-ordination Commission was not constituted on a sufficiently wide and democratic basis. While recognising the advantage of having representatives of all States Members of the Council, those delegations considered that other Governments also should be represented.

The French delegate expressed the opinion that the defects pointed out in the working of the Co-ordination Commission might easily be remedied if the Council drew up rules of procedure; the Commission being an advisory one, all the members would be able to take part in discussions and to vote, while the final decision would always remain with the Council. On the other hand, the Italian delegate made reservations on this point, being of opinion that the vote should only be given to authorised representatives of States Members of the Council and never to members who sit in any other capacity.

(1) See *Monthly Summary*, Vol. IV, No. 9, p. 202.

The Assembly drew the attention of the Council to the suggestions made with regard to the composition of the Co-ordination Commission and the necessity of determining its rules of procedure.

On September 26th the Council, on the proposal of Dr. Benes (Czechoslovakia), decided that the Council Committee set up last year should meet before the next Council session in order to undertake a general study of the questions arising out of the Assembly resolutions. The Committee will examine in particular the observations made in the course of the Assembly debates in regard to the organisation, working and name of the Co-ordination Commission. The Committee will moreover undertake the necessary studies for determining the questions to be submitted to preparatory examination with a view to a possible conference for the reduction and limitation of armaments. It will then draft definite proposals to be submitted to the Council on this subject.

Statistical Information on the Trade in Arms, Munitions and Implements of War. — The Assembly urged all States as soon as possible to adopt the models annexed to the Convention for the Supervision of the International Arms Trade for their national statistics and for the documents they supplied to the Secretariat.

Private Manufacture of Arms. — The Conference for the Supervision of the Arms Trade was able to bring into being in a relatively short time a convention with the support of important States non-members of the League. During the debates of this Conference various delegations gave emphatic expression to the importance which they attached to the system laid down by the Conference being completed by a similar system for the private manufacture of arms.

In the opinion of these delegations such a Convention was indispensable to the re-establishment of equality between producing and non-producing States, since the application of the principles of licences and publicity, which the 1925 Convention imposed upon the international trade in arms, would place non-producing countries in an inferior position to those countries which could procure arms from factories within their own territory and thus escape publicity. The declaration inserted in the Final Act of the 1925 Convention and mentioned above reflects this line of thought ⁽¹⁾.

The Assembly endorsed this declaration and invited the Council to continue the preliminary work on the subject of the control of the private manufacture of arms, so that a draft convention for discussion at an international conference might be prepared as speedily as possible.

The Assembly further expressed the opinion that the cooperation of a representative of the United States in the preliminary work was indispensable to the success of the Conference.

On September 26th, the Council requested the Council Committee to consider the Assembly's resolution and to submit a report on the steps to be taken for its execution.

The Use of Asphyxiating and Poisonous Gases in War. — On September 6th the Council considered a request of the Conference for the Supervision of the International Trade in Arms that the Council should call the attention of the Committee for the Progressive Codification of International Law to the Protocol ⁽²⁾ concerning the prohibition of the use of asphyxiating, poisonous and other gases in war, and of bacteriological methods of warfare, and also to the clause of the Washington Treaty ⁽³⁾ concerning the prohibition of chemical warfare.

(1) That the Convention of today's date must be considered as an important step towards a general system of international agreements regarding arms and ammunition and implements of war, and that it is desirable that the international aspect of the manufacture of such arms, ammunition and implements of war should receive early consideration by the different Governments.

(2) Geneva, June 17th, 1925.

(3) Washington, February 6th, 1922

At the suggestion of M. Veverka (Czechoslovakia) the Council postponed its decision on the grounds that the Committee for the Codification of International Law was engaged in a preliminary study of its sphere of activity, and that the Protocol adopted by the Conference was at that moment before the Powers for consideration, with a view to signature or ratification.

IV. — General Questions.

1. — INTERPRETATION OF THE COVENANT (1)

The Assembly had before it a proposal of the Netherlands delegation regarding a further examination of the replies of the Special Committee of Jurists appointed under the Council's resolution of September 28th, 1923. The replies concerned certain questions dealing with the interpretation of the Covenant (2).

The Assembly requested the Council to invite the Governments of States Members which considered that certain points of the Committee's report still required elucidation to make known their observations to the League Secretariat.

The Council, on September 26th, instructed the Secretary-General to take the necessary steps to give effect to the Assembly's decision.

2. — AMENDMENT TO ARTICLE XVI. OF THE COVENANT

The Assembly adopted the amendment to Article XVI. (economic sanctions) of the Covenant proposed by the British Government, which consists in the suppression of the words "in such case" in the second paragraph of the original text.

This amendment will be submitted for ratification by the Members of the League.

3. — ELECTION OF THE NON-PERMANENT MEMBERS OF THE COUNCIL (3)

On September 26th the Assembly elected the non-permanent members of the Council for 1926.

Forty-nine States voted, the absolute majority being twenty-five. The members elected were :

Brazil	43 votes.
Uruguay	40 »
Czechoslovakia	35 »
Spain.	35 »
Sweden.	34 »
Belgium	32 »

On the proposal of the Chinese delegation, the Assembly adopted a recommendation to the effect that elections for non-permanent seats should be conducted with due regard for the main geographical divisions of the world, ethnical groups, religious traditions, types of civilisation and sources of wealth.

(1) See *Resolutions of the Assembly*, p. 241 of this number.

(2) See *Monthly Summary*, Vol. III, No. 9.

(3) See *Resolutions of the Assembly*, p. 241 of this number.

The Assembly also approved a proposal of the Venezuelan delegation that the re-election of the above-mentioned members meant that the non-permanent part of the Council should be renewed by application of the principle of rotation, as from 1926.

4. — RELATION OF COSTA RICA TO THE LEAGUE

The Assembly, on the proposal of the French delegation, expressed its regret at the absence from its midst of Costa Rica, a Member whose participation in its work had been unanimously and highly appreciated. It expressed the hope that the Government of Costa Rica might again find it possible to co-operate with the League.

The Government of Costa Rica, by its letter of December 24th, 1924, had expressed its intention of withdrawing from the League.

5. — APPOINTMENT OF REPRESENTATIVES TO THE LEAGUE

Appointment of a Liberian Delegate.

The Government of Liberia has informed the Secretary-General that it has appointed Baron Lehmann, delegate of Liberia to the Assembly, as permanent delegate to the League of Nations.

6. — COMMUNICATION FROM THE PRESIDENT OF THE STRAITS COMMISSION

On September 10th the Council authorised the Secretary-General to accede to a request of the President of the Straits Commission to the effect that information furnished by him in execution of the Convention relating to the Regime of the Straits might be forwarded to the Powers concerned through the intermediary of the League Secretariat.

Under Article 15 of the Convention relating to the Straits Regime, the Straits Commission carries out its functions under the auspices of the League, to which it reports annually. Article 2 of the same Convention lays down that the Commission shall furnish certain information with regard to the naval forces in the Black Sea.

7. — FINANCIAL QUESTIONS (1)

The Assembly adopted the audited accounts of the League for 1924 and approved the budget for 1926, the total of which amounts to 22,930,633 gold francs as compared with 22,658,138 gold francs in 1925.

Expenditure is classified under the following heads :

	Gold francs
Secretariat and Special Organisations.	12,365,004
International Labour Organisation	7,039,938
Permanent Court of International Justice	1,900,401

A sum of 1,375,000 gold francs has been set aside for building expenses and 250,290 gold francs for capital expenditure.

The League accounts at the end of 1924 showed a surplus of 9,395,721 gold francs. From this surplus the sum of 2,110,420 francs was taken to complete the

(1) See *Resolutions of the Assembly*, p. 242 of this number.

fund of 3,200,000 francs provided for the building of the new offices for the International Labour Organisation. The balance of 7,285,301 francs was paid into a special account, henceforth to be known as the "League Building Fund". This account has further been increased by the contributions of the Argentine for the period during which that country was not included in the scale of allocation of expenses.

In view of the satisfactory financial position, the Assembly decided to increase to 11,700,000 francs the credit of 4,500,000 francs voted last year for the building of an Assembly Hall, a figure which the jury of architects had considered insufficient.

For the new building the Assembly considered the possibility of purchasing a site of about 11 acres in the immediate neighbourhood of the Secretariat Offices. It was also proposed, should favourable offers be received before the end of the year, that the present site occupied by the Secretariat might be sold and new offices built on the larger site.

As in preceding years, the Assembly fixed the scale of the allocation of the expenses of the League among States Members. A revised scale had been drawn up as a result of investigations carried out during the past year by the Committee on Allocation of Expenses. The present scale is based not only on budget returns, but also on certain economic data, such as mineral and cereal production, international trade, etc.

The reduction made in the allocation of certain States on account of devastation suffered during the war has been eliminated from the present scale. These reductions were granted for a time on the grounds that the original allocation was based on indices of pre-war wealth which no longer applied to countries which had suffered materially during the war. The present allocation is based on post-war data, which automatically reflect the losses incurred.

After noting the observations of certain delegations, the Assembly approved the revised scale and decided that it should be applied in 1926, 1927 and 1928.

8. — COLLABORATION OF THE PRESS IN THE ORGANISATION OF PEACE ⁽¹⁾

On the proposal of the Chilean delegation, the Assembly adopted a resolution with a view to affording the press the collaboration of the League in improving its technical facilities for assisting in the work of moral disarmament and the organisation of peace.

The Assembly requested the Council to examine the desirability of convening a committee of experts representing the press of the different countries.

On the proposal of M. Hymans, the Council, in order to consider the question at leisure, decided to include it in the agenda of its December session. In the meantime, the members of the Council will consult journalists' unions, editors' associations and directors of news agencies in their respective countries. The Secretary General will obtain the views of those directly affected by the Assembly's resolution.

V. — Technical Organisations.

1. — THE HEALTH ORGANISATION ⁽²⁾

The Assembly approved and adopted the report of the Health Committee on the work of the Health Organisation during the past year, and noted with satis-

(1) See *Resolutions of the Assembly*, p. 242 of this number.

(2) See *Resolutions of the Assembly*, p. 244 of this number.

faction that the work accomplished since last Assembly promised to be of great value to the health services of different countries.

The Epidemiological Intelligence Service continued the publication of its monthly reports, 81 numbers of which have appeared, and published, last June, its second annual report. With a view to ensuring the comparability of official morbidity and mortality statistics, the Health Organisation undertook the publication of reports on the organisation and work of the various health administrations and statistical departments.

The Far Eastern Bureau of Epidemiological Intelligence set up at Singapore has now established relations with forty-seven of the principal Asiatic, Australian and East African ports.

Investigations were pursued with a view to the standardisation of biological products. At a recent international conference at Geneva, agreement was reached with regard to the standardisation of processes used for the titration of salvarsan, insulin, digitalis, etc. An enquiry into the causes of the difference between England, Italy and the Netherlands as regards the death-rate from cancer of the breast and the uterus is in progress.

The Malaria Commission undertook a tour of investigation in different countries for the purpose of studying the relative value of the curative and preventive methods of treatment of malaria.

The question of sleeping sickness and tuberculosis in Equatorial Africa was discussed at a special conference held in London, when it was decided to send an international Commission to the countries infested with the tsetse fly, in order to study the question on the spot.

A Committee was appointed to study the effect of industrial labour, of housing and food supplies in general, and of milk consumption in particular, upon the prevalence of tuberculosis.

Interchanges of public health officials, organised by means of funds contributed by the International Health Board of the Rockefeller Foundation, took place in Great Britain, Belgium and the Kingdom of the Serbs Croats and Slovenes. Interchanges of specialists were held, one of which, organised in conjunction with the International Labour Office, was arranged for medical inspectors of labour.

The Assembly, after expressing its satisfaction with the work already accomplished, requested the Council to refer to the Health Committee proposals put forward by seven Governments, entrusting the Health Organisation with a series of new tasks. These were: a proposal of the French delegation, that the Health Committee be authorised to study the possibility of establishing a sanitary and epidemiological bureau in West Africa; a recommendation of the Cuban delegation concerning the organisation of an interchange of members of the staff of institutes of public health and tropical medicine in Latin-America; a proposal of the Italian delegation, that the Health Committee be requested to undertake an enquiry into the prevalence of trachoma; a proposal of the Serb-Croat-Slovene delegation that the Health Committee should study, from an international point of view, measures that might be recommended to Governments, in the interest of public health, for the control of the manufacture and distribution of food supplies; proposals of the Czechoslovak delegation that the Health Committee should undertake, in the interest of the economic and efficient organisation of public health services, a comparative study of the health services in various countries, that it should study a uniform international method of collecting information on diseases treated in hospitals, and that it should examine the conditions in which it would be possible to unify pharmacopoeas in so far as prescriptions relating to the compounding of drugs were concerned; a proposal of the Paraguayan delegation that the Health Organisation, in the interest of the comparability of health statistics, should send an expert statistician to Latin America for the purpose of studying, in collaboration with the competent authorities the statistical methods employed in those countries; a proposal of the Venezuelan delegation, recommending that

Governments should establish in their respective health organisations special bureaux to ensure collaboration between the administrations concerned and the League Health Organisation.

The Council referred these proposals to the Health Committee for examination.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *Work of the Financial Committee* (1).

The Financial Committee, besides continuing its work in connection with the Austrian and Hungarian reconstruction schemes and the settlement of Greek refugees—which are dealt with in special chapters of this issue—pursued its examination of the question of double taxation, cooperated with the Free City of Danzig in the issue of a municipal loan, and assisted the Esthonian Government in an inquiry into economic and financial conditions in its country.

The experts on double taxation finished their work in February, 1925, the Financial Committee approving the main outlines of their report. Their aim is, in the first instance, to decrease or eliminate the *double taxation* which arises when a tax-payer living in one country and drawing part of his income from another country has to pay a tax on that income in both States.

The International Chamber of Commerce had this question under consideration at the same time as the League experts. At its last general conference, it agreed, subject to a few amendments, to the conclusions of the latter. A text exists, therefore, which may be considered as the result of investigations undertaken simultaneously by revenue authorities and by representatives of the great commercial associations of the world.

The Council, desiring to obtain practical results of this work, decided to submit this text to a Conference of Experts, of thirteen countries, including Germany and the United States.

Almost since its foundation, the League has, by reason of its political responsibilities, devoted attention to the financial problems of the Free City of Danzig. In the course of the last few years the Financial Committee helped to bring about the monetary reform in the Free City and established the new gulden currency.

In 1925 the Financial Committee acted as a mediator and as a technical expert in connection with the issue of a loan of a million and a half pounds sterling floated by the municipality of Danzig.

In Esthonia, the assistance given by the League at the request of the Esthonian Government was of a different kind from that accorded to the countries previously mentioned. In this case, the Financial Committee, after studying on the spot the economic and financial conditions in Esthonia, gave technical advice as to the financial policy to be adopted.

The Assembly took note of the work of the Committee and expressed its interest in the publications prepared by the Economic and Financial Section of the League Secretariat. It considered that they formed a useful contribution to the study of economic and financial problems.

b) *The Financial Reconstruction of Austria* (2)

As a result of the examination by the Council, at its September meeting, of information furnished by the Austrian representative and the Commissioner-General; and of reports presented by the League Financial Committee and the experts, Mr. Layton and Professor Rist, a decisive stage was reached in Austrian reconstruction.

(1) See *Resolutions of the Assembly*, p. 244 of this number.

(2) See *Resolutions of the Assembly*, p. 245 of this number.

The consequence of the discussions of the Council and the Financial Committee was the conclusion of a new agreement between the League of Nations and the Austrian Government, in view, first, of the relaxation and, finally, of the abolition of the control system in force since 1922.

In the third reconstruction protocol (Geneva 1922) it is stipulated that the functions of the Commissioner-General shall be brought to an end by a decision of the Council, when the latter shall have ascertained that the financial stability of Austria is assured, without prejudice to any special control of the assets assigned for the service of the loan. This stipulation also figured in the agreement of September, 1924, between the League and the Austrian Government.

The Financial Committee, after a careful study of the experts' report and of information furnished by the Austrian representative and the Commissioner-General, arrived at the conclusion that the main conditions of the reconstruction programme had been fulfilled, and reported to this effect to the Council of September 10th. It drew attention to the fact that the Austrian currency had been stable since the reconstruction scheme had been drawn up. The ordinary budget for 1924 had shown a surplus which had been devoted to covering a substantial part of the capital expenditure. A similar result might be expected for 1925, the level at which the results were obtained being higher than had been originally hoped. Part of the capital expenditure had been and was being met out of the League reconstruction loan.

These results, coupled with the great progress made in the execution of the agreement of September 1924, enabled the Council to consider the abolition of the control. As, however, the sudden and complete suppression of all supervision might have given rise to some anxiety, the Council decided to take certain precautions in order to set at rest any apprehension which might be felt.

The attention of the Financial Committee had been drawn to the fact that Austria was still in constant need of foreign capital. The funds already at her disposal have entered the country in the form of short-term credits. In the opinion of the experts, it is vitally important at the present moment that the foreign credits should be consolidated in the form of long term loans. This depends not only upon the rate of interest but, above all, upon the maintenance of the confidence of foreign money markets in the Austrian financial situation.

The Council, therefore, taking into account the various aspects of the situation, provided for the *gradual* abolition of the control.

The first stage, of *relaxed or modified control*, began on August 11th, in virtue of a decision of the Commissioner-General which was communicated to the Austrian Government. The effect of this modification is that the Commissioner-General no longer intervenes in the details of the budget or in specific expenditure, but confines himself to the supervision of the general budget position. The Council, moreover, in agreement with the Austrian Government, endorsed proposals of the Financial Committee to the effect that the control of the Commissioner-General, from January 1st, 1926, should be limited to the assigned revenues and the expenditure of the balance of the reconstruction loan. From this date the Commissioner-General will no longer be obliged to reside permanently in Vienna. This will mark the beginning of the second stage of the *provisional abolition of control*. The abolition will continue provisional until the passing of the 1926 budget and the submission of the closed accounts for 1925. When these conditions have been fulfilled, the control exercised by the Commissioner-General will come to an end.

The application of these decisions is dependent upon legislation by the Austrian Parliament providing for the retention in office for a period of three years of the Foreign Adviser to the Austrian National Bank and for the possibility during ten years of the resumption of the control, should the proceeds of the assigned revenues be insufficient for the loan service or budgetary equilibrium be seriously menaced. The control would be re-established by the Council with a majority of three-quarters.

The object of these conditions, which will be submitted to the Austrian Parliament, is to maintain the confidence of foreign money markets in the general economic and financial situation of Austria, even after the termination of the control.

Both the Council and the Assembly expressed their approval of the work accomplished.

On September 10th, Mr. Austen Chamberlain, speaking on behalf of the Council, congratulated all who had co-operated, in the Financial Committee or in Austrian Government circles, in the remarkable progress made during the past year. He also expressed the indebtedness of the Council to the Commissioner-General and to the experts, Mr. Layton and Professor Rist, whose report, he said, should give confidence to investors and should encourage the Austrian Government and people to continue in the sound policy they had so far followed.

The Austrian Chancellor, Dr. Ramek, said that the object of the control had been attained. With its aid, the efforts of the Austrian people to place Austria on a sound financial basis had been crowned with success. As Austria's budget had been balanced and the stability of her currency ensured, it had been possible to consider the abolition of control. This decision, Dr. Ramek said, was particularly gratifying to Austria because it was an official testimony before the whole world that the country was now financially sound, and because Austria, like other nations, felt a very legitimate desire for freedom in the management of her affairs.

The Assembly, after noting a report by the Norwegian delegate, M. Michelet, congratulated the Austrian Government and the League organisations which had co-operated in the reconstruction work — the Council, the Financial Committee, and, above all, the Commissioner-General. Thanks to the intimate and constant collaboration of statesmen and technical experts, the Rapporteur said — a collaboration peculiar to the League and not conceivable elsewhere — it had been possible to accomplish this task, so entirely new in conception and presenting almost insurmountable practical difficulties, to the advantage, not of Austria alone, but of Europe and the world as a whole.

The Council had requested the Economic Committee to study the report of Mr. Layton and Professor Rist and the Assembly expressed the hope that this inquiry would soon yield positive results.

While fully aware of the complexity of the economic problems of present-day Austria, the Assembly was happy to confirm that the work undertaken by the League was nearing its conclusion and that the termination of the control was contemplated.

Progress of the Reconstruction Work in September.

The Austrian Government submitted to Parliament the draft budget for 1926, shewing the following items :

	(Millions of gold crowns)
Current expenditure.	502.67
Investments	50.00
Investments : electrification of railways.	29.00
	<hr/>
Total expenditure.	581.67
Total revenues	522.46
	<hr/>
Deficit (to be met out of the Loan balance).	59.21

The Agreement of September, 1924, provided that the budget for 1926 should shew expenditure of 495 million gold crowns and investments to the amount of 50 millions. The budget submitted by the Government shews current expenditure exceeding by 7.67 millions the maximum fixed in the Agreement. The Government ascribes this surplus to increased outlay for unemployment assistance and to the rise of the pound sterling.

Reduction of Civil Service Staff. — The total number of officials dismissed since October 1st, 1922, rose to 77,505 on September 19th.

Budget Estimate. — The Austrian Government communicated to the Commissioner-General the following estimates for September :

	Current Administration	Investments	Total
	(Millions of shillings)		
Expenditure	64.67	5.14	69.81
Revenues.	64.80	0.52	64.28
Surplus.	0.13	5.66	—
Deficit.	—	—	5.53

Assigned Revenues. — The yield of the revenues assigned for the service of the loan was 39.4 million shillings in August (23.8 from the tobacco monopoly and 15.6 from the customs).

General Situation. — The number of unemployed receiving State assistance increased from 111,959 on August 15th to 112,642 on September 15th.

Bank and savings bank deposits rose from 456.19 million shillings at the end of August to 477.51 millions in September.

The weekly balance sheet of September 23rd of the National Bank shewed note circulation of 755.8 million shillings covered by gold and foreign monies equivalent to 66.4%. If current accounts of 85.3 millions be added, it will be seen that total commitments of 841.1 millions are covered in a proportion of 59.1% by gold and foreign monies.

On September 2nd, the National Bank lowered its discount rate from 10 to 9%.

c) *The Financial Reconstruction of Hungary* (1).

The financial situation in Hungary was discussed at the September meetings of the Assembly, the Council and the Financial Committee.

On September 10th, the Council, including M. Cornène (Roumania), M. Yovanovitch (Kingdom of the Serbs, Croats and Slovenes) and M. Walko (Hungary), heard a statement by Mr. Jeremiah Smith, Commissioner-General, on the progress of the reconstruction work. The Chairman of the Financial Committee, M. Dubois, also attended the meeting.

Mr. Smith informed the Council that the reconstruction work was making satisfactory progress. The budget was balanced. Instead of the deficit of 100 million gold crowns contemplated for the first year, Hungary had reported a surplus of 63 millions. The harvest had been good, and economic conditions, though not yet normal, were slowly but steadily improving. Mr. Smith considered that, if the present conditions continued, there was reason to believe that the stability of the State finances would be maintained.

The Hungarian Foreign Minister, M. Walko, expressed the gratitude of his Government to all who had co-operated in the reconstruction work — to the League of Nations, its competent organisations and the Commissioner-General.

The Council congratulated the Hungarian Government on the progress of the reconstruction work.

After noting the reports of the Commissioner-General and the Financial Committee, the Council endorsed the views of the latter as to the advantage for Hungary of concluding further commercial agreements with her neighbours, with the

(1) See *Resolutions of the Assembly*, p. 245 of this number.

object of bringing about a progressive reduction of tariffs in Central Europe, thus promoting closer commercial relations.

The Council also noted that the Hungarian Government was about to consider a scheme of administrative reform, based on the progressive reduction of the civil service staff.

• The Assembly, on the report of M. Loucheur (France), expressed its satisfaction with the rapid progress made in the financial reconstruction of Hungary, and the hope that the programme might be brought to a conclusion within the period provided for by the Protocol.

d) *Settlement of Greek Refugees* (1).

The progress in the settlement of Greek Refugees was discussed at meetings of the Assembly and the Council.

At the Council meeting of September 10th, the Chairman of the Greek Refugees Settlement Commission, Mr. Charles P. Howland, outlined the work accomplished by the Commission since its establishment in September 1923. In November of that year, he said, when the Commission began its work, there arrived at Piraeus and other Greek ports, about 1,400,000 refugees, 1,200,000 of whom were destitute. To-day all but a very small number had been or were being established in the productive life of Greece. These people, Mr. Howland said, would in the course of a few years be one of her greatest assets, if indeed they could not already be considered as such.

Mr. Howland paid a tribute to the efforts of the Greek Government which had undertaken to establish the refugees even before the Commission began work. He further recalled that, through the generosity of the Bank of England and the Greek National Bank, the Commission had been enabled to do its work without waiting for the floating of the international loan of £ 10,000,000, issued in December, 1924. Of this fund the Commission had so far spent £ 7,000,000. The British and Greek loans had been repaid and a considerable number of refugees had been established. The balance of £ 3,000,000 had already been disposed of in the budget estimates published by the Commission. The Greek National Bank had promised to contribute £ 500,000 in order to enable the Commission to continue its work.

With the approval of the Greek Government the majority of the refugees had settled in Greek Macedonia. This region, once devastated by war, is now peopled by a homogeneous colony of Greek refugees.

Mr. Howland added that the revenues assigned to secure the loan were more than double the amount necessary for interest and sinking-fund.

Certain difficulties with which the Commission had had to cope were the subject of a discussion between the Greek Committee of the Council, representatives of the Greek Government, and the Greek Refugees Settlement Commission. As a result of the discussion, measures were taken to secure full co-operation between the Greek Government and the Commission.

The Council approved the appointment, by the Greek Government, of M. Palis and M. Lambros to replace M. Delta and M. Estathopoulos on the Commission.

The Assembly noted with satisfaction the progress in the settlement of the Greek refugees. It expressed the hope that close co-operation between the Greek Government and the Settlement Commission might bring the work to a successful conclusion.

e) *Work of the Economic Committee* (2).

The report of the Economic Committee on its work during the past year was approved by the Assembly, the Council having previously examined the report of the Committee on its sixteenth session.

(1) See *Resolutions of the Assembly*, p. 245 of this number.

(2) See *Resolutions of the Assembly*, p. 246 of this number.

The Committee's programme had included the following subjects : import and export prohibitions and restrictions; treatment of foreign nationals and enterprises; unfair competition; economic crises and unemployment; unification of methods in economic statistics; customs formalities; false customs declarations; commercial arbitration; bills of exchange; collaboration with the International Parliamentary Conference on Commerce; protection of the consumer against worthless goods.

For the execution of its programme, the Committee had worked in co-operation with the International Labour Organisation, the Financial Committee, the International Chamber of Commerce, the International Institute of Statistics and other bodies.

The Fifth Assembly had requested the Economic Committee to consider the possibility of an international agreement with a view to the final suppression of import and export prohibitions and restrictions. The Committee, after careful study, prepared the text of a draft agreement to serve as a basis of discussion in consultation with Governments and large commercial and industrial organisations.

By the proposed agreement the contracting parties would undertake to abolish all existing import and export prohibitions and restrictions and not to impose fresh measures of the kind. Regulations regarding the manner, form or place of importation or exportation should not be made a means of disguised prohibition or arbitrary restriction. Nevertheless, certain prohibitions and restrictions would not fall within the scope of the proposed agreement, in particular those having in view national defence, public safety, or order; public health and the protection of animals and plants against disease; the suppression of improper traffic; the protection of national artistic, historical or archaeological treasures; the protection of industrial, literary and artistic property; the maintenance of a State monopoly; the execution of international conventions regulating the traffic in arms, opium, etc., and those applicable to coin, gold, silver, currency notes and securities.

Nothing in the draft agreement affects the rights of States to take all necessary measures to cope with extraordinary and abnormal circumstances. Disputes as to the interpretation or application of the agreement would be referred for amicable settlement to a technical body appointed by the Council. Two clauses lay down conditions for the entry into force and eventual denunciation of the agreement.

In its examination of the question of false customs declarations, the Economic Committee encountered legal and technical difficulties which prevented it from arriving at any practical conclusions. The Committee requested the Economic and Legal Sections of the Secretariat to make enquiries as to the practicability of various solutions under consideration.

The Committee considered that co-operation with the International Parliamentary Conference would be a source of useful particulars regarding the work of the latter body and of valuable information for the Committee's own studies. It was suggested, furthermore, that the International Parliamentary Conference could be of great assistance in giving practical effect to the work of the Committee by using its influence in parliaments to obtain the enforcement of international agreements drawn up by the Committee. This, the Committee felt, would apply in particular to the Protocol on Arbitration Clauses in Commercial Contracts, which, although signed by twenty-five States, had only been ratified by ten.

With regard to legislation on bills of exchange, the Committee, on the basis of information received, proposed to resume its investigation, aiming at progressive co-ordination rather than unification of the various systems.

The Assembly noted the work of the Committee in various fields. It expressed the hope that States might be guided by the principles established by the Committee for the treatment of foreign nationals, both in regard to their national legislation and in the negotiation of bi-lateral agreements. It also recommended that the amendments to the International Convention for the Protection of Industrial Property proposed by the Committee should be supported by States Members on the occasion of the Conference summoned by the Netherlands Government to meet next October at the Hague. The Assembly further recommended that the Com-

mittee should continue to study the question of the protection of the foreign purchaser against worthless goods, in order that as complete information as possible might be collected and published.

f) *Plans for a General Economic Conference* (1).

The Assembly, on the proposal of the French delegation, invited the Council to consider the expediency of constituting a Committee, which, with the assistance of the League's Technical Organisations and the International Labour Office, would prepare the work for a General Economic Conference.

The delegates were unanimously of the opinion that an attempt to deal with the economic problem as a whole was in conformity with the mandate given to the League by Article 23 of the Covenant. Observations made by the different delegations showed that the proposal was generally considered a most necessary one. It was considered desirable that public opinion should be provided with full and objective information on the subject, in order that the grave nature of the economic difficulties with which most countries were faced and the necessity of finding a remedy for them might be understood.

Since it was thought that the questions to be considered ought not to be too limited and fragmentary, and that the work to be undertaken should be given the widest publicity, it did not seem expedient that the task should be entrusted to the Technical Organisations alone. The Assembly therefore approved the proposal to consider a general Conference, and was of opinion that the preparatory measures should be taken with the utmost care and in the most methodical manner. It considered that the details of the preparatory work should be settled by the Council to whose discretion the convocation and programme of the Conference should be left, due account being taken of the results of the preparatory work.

The British delegation felt that it was also necessary not to prejudice the Council's decision even with regard to the expediency of constituting the preparatory Committee. It pointed out that a short delay would have the advantage of giving Governments the time to study the proposal and to obtain the necessary advice in connection with it.

The French delegation declared that, in its view, the decision reached implied that the Council would at its December session consider the expediency of setting up the preparatory Committee. The French Government, accordingly, intended to submit to the Council before that session proposals as to the measures to be taken. In order that the Council should have at its disposal all necessary information, it was understood that, as soon as the French Government's proposals were received, the Secretary-General would be authorised to ask the League Technical Organisations and the International Labour Office to communicate to him their views with regard to the composition of the preparatory committee. As to the programme of the Conference, the Council would subsequently examine, if necessary, the proposals of the preparatory committee.

The Assembly endorsed this declaration and agreed to the procedure proposed by the French delegation.

3. — COMMUNICATIONS AND TRANSIT (2)

The Assembly examined the report of the Advisory and Technical Committee on the work of the Organisation for Communications and Transit during the past year.

The Advisory Committee continued its regular work towards the practical improvement and development of international public law dealing with transport.

(1) See *Resolutions of the Assembly*, p. 247 of this number.

(2) See *Resolutions of the Assembly*, p. 247 of this number.

With regard to transport by rail, the Committee instituted enquiries into various questions connected with the application of the Convention on the International Régime of Railways (Geneva, 1923). It studied, in particular, the question of maintaining, as far as possible, the unifications effected before the war by certain States in Central and Eastern Europe.

As regards river navigation, texts have been prepared to serve as a basis for the Conference on Tonnage Measurement in Inland Navigation which will meet at Paris on November 20th. Problems of maritime navigation called for highly specialised technical work in connection with the unification of buoyage and the lighting of coasts.

Telegraphic communications were studied by a Special Committee. In the interest of the administrations concerned, in particular of the Telegraphic Conference sitting in Paris, suggestions were made with a view to facilitating the work of the Radio-Telegraphic Conference which will meet later in Washington.

Motor transport was dealt with by a Special Committee on Road Traffic, which drew up plans for the revision of the Convention of 1909.

Apart from these general questions, the Committee dealt with various special problems of particular difficulty, acting either as an organ of conciliation, or as an advisory organ of the Council. The cases which came up for consideration concerned a dispute with regard to the international régime of the Oder tributaries; a dispute as to the jurisdiction of the European Commission of the Danube; the appropriation of navigation dues at the Iron Gates; and questions in connection with Danzig and Memel.

Finally, the Committee, acting in accordance with resolutions adopted by the Genoa Conference, began a special investigation of the condition of inland navigation, much on the lines of its previous enquiry into the condition of railways. Mr. Walker D. Hines, at the request of the Committee, undertook an important mission on the Rhine and the Danube.

Attention was drawn at the Sixth Assembly to the situation as regards the ratification of the Barcelona and Geneva Conventions. Nearly all European States have ratified or adhered to the General Convention on Freedom of Transit. The General Convention on the Régime of Navigable Waterways of International Concern is gradually being applied throughout Europe. This is due not only to ratifications and adhesions, but also to the passing of Navigation Acts modelled on the same lines relating to international waterways.

The Assembly, after expressing its satisfaction with the work accomplished, drew the attention of Governments to the desirability of the Conventions adopted at the second General Transit Conference coming into force as soon as possible. It emphasised the importance of problems relating to the exploitation of hydro-electric power and, in view of the favourable influence which agreements between States would exercise on the economic reconstruction, requested the competent League organisations to draw up a definite plan of action on the subject.

Attention was also drawn to the importance of the Conference on Passports to be held in 1926. Public opinion, it was stated, undoubtedly expected that the Conference would take steps with a view to the abolition, to the widest extent possible, of the passport system, and to a considerable mitigation of the disadvantages and expense attendant upon this régime.

The Assembly further suggested that an improvement might be made with regard to customs formalities at frontiers near the seat of the League. With reference to the establishment of a new European long-distance telephone system, it recommended that communications between the League and the principal European capitals should be treated on the same footing as communications between important capitals, when considering the question of priority and urgency.

The Assembly, finally, referred to the Organisation for Communications and Transit the question of telegraphic facilities for the dissemination of information on the work of the League.

4. — INTELLECTUAL COOPERATION (1)

The work of the Committee on Intellectual Cooperation was discussed by the Council on September 9th, when it heard a report on the subject by the French representative. The work of the Committee at its sixth session concerned mainly the Paris Institute of Intellectual Cooperation, the unification of scientific terminology, the protection of intellectual property, inter-university relations and bibliography. The Council approved the constitution of a Sub-Committee on Arts and Letters and certain measures relating to the organisation of the Paris Institute. It postponed to its next session the choice of M. Bergson's successor.

The Assembly, after noting the work of the Committee, considered the question of the instruction of youth in the aims and ideals of the League. The investigation undertaken by the Secretariat at the request of the Fifth Assembly had brought to light that instruction regarding the League was frequently provided for, and in some cases organised, by the competent authorities.

The Assembly suggested that the Council should invite the Committee to consider the possibility of summoning a sub-committee of experts to examine the best methods of co-ordinating official and non-official efforts designed to familiarise young people with the principles and work of the League and to train the younger generation to regard international cooperation as the normal method of conducting world affairs.

VI. — Administrative Questions.

1. — DANZIG

The Council on September 19th dealt with two questions concerning the Free City of Danzig : that of the Polish postal service and that of a depot for Polish war material.

The Polish representative, the President of the Danzig Senate, the League High Commissioner and the Chairman of the Harbour Board were present at the meeting.

Depot for Polish War Material. — The Chairman of the Harbour Board had requested, for technical reasons, that the Council's decision of March 14th, 1924, should be amended and supplemented as far as certain questions of delimitation were concerned. By the decision in question the Westerplatte peninsula had been placed at the disposal of the Polish Government, solely for the purpose of the unloading, storage and despatch to Poland of war material and explosives in transit.

The Council was of the opinion that the Harbour Board should undertake the proposed delimitation. The question of the risk of accidents having been raised by the Polish Government, it was decided that the Harbour Board, before making any definite arrangements, should seek the advice of one or two experts chosen in agreement with the Secretary General of the League. In these circumstances, the Harbour Board's decision should be final.

The Council considered that Poland was entitled to take possession of the Westerplatte as soon as possible and, at the suggestion of the High Commissioner, fixed November 1st as the date of the transfer. On account of the very limited time at its disposal, the Council adjourned to its next session the consideration of proposals of the Polish Government regarding the establishment of a guards detach-

(1) See *Resolutions of the Assembly*, p. 249 of this number.

ment on the Westerplatte peninsula. At that time it will consider whether the arrangement proposed by the Polish Government, which is provided for by the Danzig-Polish Agreement of June 22nd, 1921, meets with any objection on account of the stipulation contained in Article 5 of the Constitution of the Free City, which reads :

“The Free City of Danzig cannot without the previous consent of the League of Nations... serve as a military or naval base.”

Polish Postal Service in Danzig. — The Council, after hearing the representatives of Poland and Danzig, proceeded to an exchange of views in which the British, Swedish and Spanish representatives took part.

On the proposal of the Spanish representative the Council endorsed the opinion of the experts ⁽¹⁾ that the Port of Danzig, in the postal sense, should include not merely the area occupied by its technical installations, but also the area in which its economic constituents were concentrated. The Council accordingly approved the boundaries of the Port as laid down by the experts.

In order to allow for any change that may occur in the economic and technical services of the Port, the boundaries are subject to revision every five years, at the request of one of the parties.

The Council invited the parties to enter into negotiations in order to make arrangements with regard to (1) the delivery of postal matter to Polish authorities outside the Port and (2) the delivery of postal matter for addressees outside the Port at addresses within the Port. Pending the conclusion of agreements on the subject, the Council considered that Danzig should provisionally grant the necessary facilities to Poland.

The Council also invited the parties to endeavour to reach agreement on certain subsidiary questions, such as currency, language, taxation, etc.

2. — MANDATES

On September 15th the Council examined the Report of the Permanent Mandates Commission on the work of its sixth session, together with the observations of certain accredited representatives of the Mandatory Powers. It approved, subject to certain amendments, a report and a series of resolutions submitted by the Swedish representative. The representatives of Australia, New Zealand, Portugal and South Africa were present at the meeting.

Loans, Advances and Investments of Public and Private Capital in Mandated Territories. — The Council declared that the validity of financial obligations assumed by a Mandatory Power on behalf of a mandated territory in conformity with the provisions of the mandate, and all rights regularly acquired under the mandatory regime, were in no way impaired by the fact that the territory was administered under mandate.

The Council further agreed that the cessation or transfer of a mandate could not take place unless the Council had been assured in advance that the financial obligations regularly assumed by the former Mandatory would be carried out and that all rights regularly acquired under its administration would be respected. The Council, moreover, stated that it would continue to use all its influence to ensure the fulfilment of such obligations, when the change had taken place.

Extension to Mandated Territories of Special International Conventions. — The Council recommended with certain reservations that all States which had concluded special treaties or conventions with Mandatory Powers, should agree to extend as

(1) See *Monthly Summary*, Vol. V., No. 8, p. 197.

far as possible the benefits of such agreements to mandated territories. It further requested the Mandatory Powers to insert in future agreements a clause providing for the possibility of their extension to mandated territories, and to indicate in their annual reports, if possible and expedient, the reasons which may have prevented the application to Mandated territories of special agreements concluded during the period covered by the report.

Frontier Zone between Angola and South West Africa. — The Council invited the Portuguese and South African Governments to hasten the conclusion of an agreement to remove any differences concerning the territory situated between Angola and South West Africa, and to keep the Council informed of the progress of the negotiations.

The Council adopted several other resolutions dealing in particular with the questions of petitions and the communication of Mandates documents to officials in Mandated Territories. It decided to forward the special observations to the Mandatory Power concerned in each case and to request it to take the necessary action.

The Assembly expressed its satisfaction with the work accomplished by the Mandatory Powers, the Mandates Commission and the Council, in fulfilling their duties under Article 22 of the Covenant. It expressed the hope that all States Members would give prompt effect to the recommendation of the Council concerning the extension to mandated territories of special conventions.

VII. — Protection of Minorities ⁽¹⁾.

1. — GENERAL QUESTIONS

On the basis of a proposal of the Lithuanian delegation, aiming at the preparation of a general minorities convention, various discussions took place in the Assembly and its Sixth Committee on the question of the procedure in regard to minorities.

In the course of the discussions in the Sixth Committee it was pointed out that the treaties and declarations for the protection of minorities were the concern of certain States only, while others were exempt from such obligations; this, it was stated, was not in conformity with the principle of equality between States. On the other hand, several delegates urged that it was not correct to look at the matter in this light since the special position of States bound by treaties and declarations was the result of circumstances peculiar to those States.

As regards the question of the procedure followed by the Council in dealing with minorities questions, various delegates paid a tribute to the work of the Council and emphasised the advantages of the procedure at present in force. Some suggestions were made in view of its improvement, but it was pointed out that, whatever might be done, the provisions of the Minorities Treaties must be respected.

On the proposal of the Sixth Committee the Assembly approved the chapter of the Report on the Work of the Council and the Secretariat dealing with the procedure followed with regard to the protection of minorities. The Lithuanian representative having withdrawn his proposal, the Assembly requested the Secretary General to communicate to the Council the discussion which had taken place in the Sixth Committee.

(1) See *Resolutions of the Assembly*, p. 250 of this number.

2. — MINORITIES IN ROUMANIA

The question of the farmers of Hungarian race in the Banat and Transylvania was dealt with by the Council on September 5th after being thoroughly examined by a Council Committee composed of the Brazilian, British and Swedish representatives. The Roumanian representative, M. Titulesco, made statements to both bodies on his Government's point of view in the matter.

In their petition the farmers refer principally to two provisions of Roumanian law :

Article 10 of the Law for Agrarian Reform in Transylvania, The Banat, Crisana and Maramures (July 23rd, 1921) and Article 2 § 1 of the law of October 25th, 1921.

Article 10 reads :

The holdings of colonist farmers who settled subsequently to January 1st, 1885, shall be expropriated in so far as they exceed the maximum area of land granted in the district to beneficiaries under Article 92.

According to Article 97 of the Agrarian Law, the maximum area of these holdings is 7 jugars.

The petitioners allege that the system of expropriation whereby the maximum area retained by the owner is 7 jugars constitutes an exception to the general rule applied to other farmers cultivating their own land and an exception which only affects persons belonging to the Hungarian minority. According to this general rule estates cultivated by their owners are to be expropriated in such a manner as to leave the owners considerably larger areas.

Article 2, § 1, of the law of October 25th, 1921, declares null and void acts relating to State land concluded after December 1st, 1918, by the Hungarian Government or its representatives in respect of territory transferred from Hungarian to Roumanian sovereignty. The petitioners assert that their holdings were formed out of land belonging to the Hungarian State; that a certain number of holdings were not entered in the land register in consequence of administrative delay (which was not due to any negligence or omission on their part) until the spring of 1919, and consequently that these entries can be regarded under the Roumanian Law of October 25th, 1921, as null and void in law and in fact. They say that their right of ownership, which had been acquired years before, can in this way be annulled without any compensation.

For the Council the question was whether the application to the farmers of the provisions of Article 10 of the Agrarian Law for Transylvania, and of Article 2, § 1, of the law of October 25th, 1921, was entirely in conformity with the stipulations of the Roumanian Minorities Treaty, and in particular with a provision whereby Roumanian nationals belonging to racial, religious or linguistic minorities enjoy the same treatment and the same guarantees *de jure* and *de facto* as other Roumanian nationals.

The Roumanian Government in its reply to these complaints observed that, whereas the colonisation before 1885 was intended to develop districts where there was a shortage of labour, that which took place after that date had no economic purpose and merely deprived of the possibility of acquiring land a large agricultural population which possessed no cultivable land at all.

The result of these measures of colonisation was that, when the Roumanian agrarian reform was introduced in these districts there were on the one hand large numbers of colonist farmers with holdings of from 15 to 25 jugars, and, on the other, native peasants who were landless and living in direst poverty. The stipulation contained in Article 10 of the Agrarian Law for Transylvania was necessary because, despite the expropriation of the large estates, there was still insufficient land in the colonised region to meet the claims of all those entitled to benefit by the expropriation.

The Government added that, in the distribution of the allotments formed out of land expropriated, either from large land-owners or from small farmers, no distinction was made on the ground of the nationality of the beneficiaries.

As regards the law concerning the nullification of acts relating to land in the territory united to Roumania, the Government declared that it in no way affected the position of farmers who had obtained their land by regular procedure, and could prove that they had paid their annual instalments to the proper authorities. The only entries revised or cancelled under the above-mentioned law were those irregularly made. These cancellations did not involve any dispossession between 1918 and 1925, when the petitioners submitted their complaints.

From a statistical table furnished by the Roumanian Government it appears that the number of farmers concerned is roughly 2300, and the total area of the farms in question is 42,000 jugars. Of this area 24,000 jugars, that is about 60% of the total area, have either been expropriated or may be expropriated in virtue of Article 10 of the law on agrarian reform. According to the contracts the total purchase price of the farms (without interest) is 11,300,000 Hungarian crowns. The farmers were required to pay for fifty years, beginning with the third year (in some cases sooner), an annual sum for the amortisation of the capital and interest charges. During the first years these annual sums consisted mainly of interest, and only a comparatively small amount represented amortisation of capital.

M. Titulesco explained to the Council that, if the farmers had made their annual payments in gold up to 1918, and had paid the balance in depreciated currency, the total payments would have amounted to 1,670,000 crowns, the total price of the holdings being 11,300,000 crowns. He pointed out that the farmers had also remained in possession of buildings, erected for the most part by the Hungarian State, the value of which was certainly not less than 1,400,000 crowns. In addition the Roumanian Government had paid compensation equivalent to 300,000 crowns for the land expropriated (60% of the total area). The settlers, therefore, had received equal, if not greater, value for the 1,670,000 crowns assumed to have been paid.

The table further shows that the application of Article 10 leaves the expropriated farmers with an amount of land exceeding, and in some cases far exceeding, the standard holding for the district, that is to say, the portion of land allotted by the Agrarian Reform Authorities to authorised claimants, Roumanian or otherwise, occupying the twenty-six village settlements. The expropriated farmers are left in possession of their houses, plantations and all installations on their farms. A considerable number (1314 out of 6303) of the interested parties amongst whom the expropriated land has been distributed, are persons belonging to the families of the farmers.

The Roumanian Government has caused a detailed examination to be made of the position of each farmer as regards the fulfilment of his contract. It appears, from that examination, that a considerable number of farmers could be legally deprived of their holdings (including their houses and other installations) if the Roumanian Government exercised against them the right of repurchase as laid down in the contracts. Some of the stipulations contained in the contracts drawn up by the Hungarian Government are extremely hard upon the farmers, and offer the Government many opportunities of exercising against the farmer a right of repurchase which, under present circumstances, would deprive the farmers of their homes in exchange for practically negligible compensation.

The Roumanian Government has strongly emphasised that it has no intention whatsoever of availing itself of its right of repurchase at the expense of the farmers, provided that there is no infringement of Article 10 of the Agrarian Law. It recognises that the position of the farmers in question is exceptional, on account of the geographical situation of their holdings, the land shortage in the region being so great that, in order to safeguard the rights of the authorised claimants, expropriation measures had to be applied very strictly.

The Roumanian Government, therefore, proposed to the Council to offer the farmers, on humanitarian grounds and irrespective of the expropriation price fixed by the law, compensation to the amount of 700,000 francs. There could be no question of amending the provisions of Article 10 of the law on Agrarian Reform which would be put into full execution. The Government merely wished to give farmers who came under this clause material proof of the interest taken in their special situation.

The Council considered that this practical solution of the question seemed better calculated to meet the interests of the farmers and to pacify the inhabitants directly concerned than a legal decision cancelling Article 10 of the Agrarian Law. It therefore accepted the proposal of the Roumanian Government, giving it, as its rapporteur stated, an opportunity of settling this affair with the conviction of having rendered possible a satisfactory arrangement between the Roumanian Government and certain of its subjects — an arrangement reflecting the spirit of goodwill of which the Roumanian Government was prepared to give evidence in its dealings with the Hungarian farmers.

3. — MINORITIES IN LITHUANIA

The question of minorities in Lithuania was dealt with by the Council on September 5th.

M. de Mello Franco (Brazil), reporting on the subject, submitted to the Council fresh information with regard to the situation of minorities in Lithuania and the results of his examination of documents submitted by the Lithuanian representative at the June Council meeting.

In his report, M. de Mello Franco drew attention to the fact that the measures in connection with the participation of "minorities" in the Committees of the Lithuanian Diet concerned parliamentary minorities and not linguistic, racial or religious minorities as such ⁽¹⁾. The language question in schools is decided in each case according to the wishes of the parents. The decrees concerning the language to be used on signs, inscriptions, etc., were repealed in July 23rd, 1925. The law does not, generally speaking, forbid the use of any particular language in account books. Its aims are entirely fiscal, and it is for this reason that the ledger, the day-book and the cash-book must be kept in the official language.

Expropriated forest land is not re-distributed, but is administered by the Government in the public interest. The Government takes care that the forests are not encroached upon, and that their produce is kept at the disposal of the whole population without distinction of race. The fundamental principle of the agrarian reform is that the first to benefit should be the agricultural workers living on or near the land expropriated. The minorities are also allowed to benefit by the reform. The question of mortgages and other encumbrances and liens on property taken over in virtue of the agrarian reform has not yet been settled by legislation. A bill settling the question in accordance with mortgage law applying to the repartition or seizure of estates encumbered with such debts was tabled at the beginning of the present year and has already passed the second reading.

The Council, including M. Galvanauskas (Lithuania), noted the information contained in the reports of M. de Mello Franco, as well as the detailed explanations given by the Lithuanian Government. The Council further expressed the hope that the Lithuanian Government would succeed in dispelling any apprehensions which might still exist among the minorities on its territory, and in persuading them of its fixed determination to apply the provisions of the Minorities declaration of May 12th, 1922.

(1) See *Monthly Summary*, Vol. V, No. 6, p. 158.

4. — MINORITIES IN GREECE AND TURKEY

On September 2nd the Council postponed to its next session the consideration of the question of the Greek minority in Constantinople and the Turkish minority in Western Thrace.

This decision was due to the fact that the League Commissioners for the question of Greek and Turkish minorities had informed the Council that they were not yet able to submit their report.

VIII. — Political Questions.

1. — THE IRAQ FRONTIER

The question of the Iraq frontier was carefully examined by the Council. At several public meetings the representatives of the interested parties, Mr. Amery (Secretary of State for the Colonies in the British Government) and the Turkish Foreign Minister, Tevfik Rouschdy Bey, explained the views of their respective Governments with regard to the report of the Mosul Commission, the merits of the case and the procedure to be followed in order to settle the question.

The general character of these statements and the main points dealt with may be summed up as follows :

Mr. Amery said that, admitting that until the Council had announced its decision the legal sovereignty over the whole area between the frontiers claimed by the British Government and the Turkish Government might remain in a strictly technical sense Turkish, it was perfectly clear that the Turkish Government, in virtue of Article 3 of the Treaty of Lausanne and of the formal declaration made by its representative to the Council, had agreed in advance to renounce Turkish sovereignty over all territory beyond the line which the Council might decide upon as the boundary, and that the legal sovereignty, to whatever extent it might be transferred by the decision of the Council, would therefore pass automatically at the moment when the Council gave its decision.

Mr. Amery underlined the Commission's conviction of the "insuperable practical difficulties of holding a plebiscite" and the Commission's statement that it had nevertheless neglected no means and no opportunity of ascertaining the views of the population. Mr. Amery said that assuming that the Commissioners, in proposing the continuance of the mandate, did not suggest any derogation from the present status of Iraq, but only the maintenance of the mandate in the shape of the existing Treaty between Iraq and Great Britain, the British Government was prepared, before the expiration in 1928 of the present Treaty, to replace it by a Treaty of longer duration, thus continuing its responsibility towards the League in this respect until such time, within the limit suggested by the Commissioners, as the Council was clearly convinced that conditions of stability were definitely secured. He read a telegram from the Prime Minister of Iraq, stating that the Iraq nation, represented by its Chamber of Deputies, desired to continue in alliance with Great Britain after the expiry of the present Treaty.

After giving assurances with regard to the Kurds, Mr. Amery said that to weaken Iraq economically and then to set it the task of defending a strategically indefensible frontier would impose upon the Iraq Government an undertaking entirely beyond its capacity, and a partition of the territory as suggested by the Commission as an alternative would be an even more serious and permanent danger to the stability of Iraq than the premature withdrawal of British support. Britain had put forward a claim to a moderate extension northward of the provisional Brussels line so as to give the greatest measure of strategical security to Iraq and at

the same time enable the remnant of the Assyrian nation to live once again in a substantial portion of their ancestral home. Any less satisfactory frontier would present serious disadvantages, while any impairment of the territorial unity of Iraq would be fraught with the gravest possibilities of disaster to the whole policy of the regeneration of Iraq.

Tevfik Rouschdi Bey stated that, according to the Commission, it might be said that the majority of the population would prefer Turkish rule if the question of a prolonged mandate were not introduced. This amounted to saying that, as regards the question raised under the Treaty of Lausanne, the population was in favour of Turkey. The Turkish representative underlined the Commission's views on the legal aspect of the matter and said that there could be no question of discovering artificial means for making possible the attachment to Iraq of this large and important part of Turkey. It was not a question of knowing whether the British Government would consent or not to ensure the stability and development of Iraq, and the Turkish Government was grateful to the Commission for the valuable appreciation which it had made of the fact that it was impossible to attach in any normal way the vilayet of Mosul to Iraq.

As Turkey had not recognised the mandatory system in the countries detached from the former Ottoman Empire, how could one speak to her of the establishment of a mandate in a territory which now formed an integral part of her own territory? Turkey had refused categorically to accept the Treaty of Sèvres with its articles relating to mandates, the Treaty of Lausanne made no allusion whatever to the mandate, and neither at the Conference of Lausanne nor during the subsequent phases of the dispute had the question whether it was necessary to establish a mandate over the vilayet of Mosul ever been raised, and the conclusions of the Commission should be considered (from the political as well as the juridical point of view) altogether apart from the question of the mandate. Turkey based her demand to keep the contested territory on the ground that it formed an integral part of her country and that its inhabitants demanded the maintenance of Turkish sovereignty.

After hearing these statements the Council, on September 4th, appointed a Committee to consider information furnished by the Commission and the parties. The composition of this Committee was the same as that of the Committee appointed last year in Brussels to study the question: M. Unden, Rapporteur (Sweden), M. Quinones de Leon (Spain), and M. Guani (Uruguay). The Committee received a series of notes and memoranda from the parties, and heard verbal statements by their representatives. Certain preliminary questions being raised, the Committee proposed that the Council should seek the advisory opinion of the Permanent Court of International Justice on two of the most important points. The questions suggested for reference to the Court were:

- 1) What is the character of the decision to be taken by the Council in virtue of Article 3 § 2 of the Treaty of Lausanne — is it an arbitral award, a recommendation, or a simple mediation?
- 2) Must the decision be unanimous or may it be taken by a majority? May the representatives of the interested parties take part in the vote?

Mr. Amery, while regretting the postponement which would possibly be involved, agreed that it was essential for the Council to know exactly in what capacity and by what procedure it was to settle the question. He confessed, however, that he thought he was justified in assuming, from the definite and explicit agreement reached at the Council meeting of September 1924, that there was no doubt whatever as to the character of the decision to be taken, that it was an arbitral decision to be given on the broad merits of the case binding on both parties, and not in any case a mere recommendation or the suggestion of a mediator. On the assumption that there was no doubt with regard to the question of the competence of the Council except in regard to the questions specifically mentioned, he was prepared to fall in with the recommendation of the Committee and do his best to facilitate it.

Tevfik Rouschdi Bey contended that the proper interpretation of the Treaty of Lausanne showed clearly that the two parties resorted to the good offices of the Council and not to a decision given by the Council without their consent. He quoted a statement made by Lord Curzon at the Conference of Lausanne in which he said that the decision of the Council, upon which the Turkish Government would be represented, would have to be unanimous, so that no decision could be arrived at without its consent. He contended that this statement figured in the minutes of the meeting of the Conference which resulted in the conclusion of a Treaty of Peace, and therefore had an altogether special legal significance. The advisory opinion of the Court could not therefore in any way affect the rights of the Turkish Government under the Acts of Lausanne or modify the role of the Council laid down by those Acts. The minutes of the Conference, and the stipulations of the Covenant concerning the powers of the Council in those international disputes, which existed on July 24th, 1923, were the only records which had any force whatever. The National Assembly of Turkey was not bound by any undertaking except the Acts which it had ratified, and any undertaking given by the Government which modified or exceeded stipulations ratified by the Turkish Assembly could not constitute any engagement until that Assembly had approved them. The statements of the Turkish representative at the meeting of the Council in September, 1924, were made in the light of all the past phases of the question including Lord Curzon's speech.

Mr. Amery stated that it seemed to him perfectly clear that the Turkish representative had disavowed the assurances given by Fethi Bey to the Council on September 30th, 1924, and if that were really the meaning of the Turkish representative, he must make it quite clear that, until the Turkish Government definitely and explicitly renewed its pledge to accept in advance the decision of the Council, any pledge or assurance the British Government had given either through Lord Parmoor or through himself fell to the ground and was not effective.

* * *

The Council, in adopting the resolution referring to the Permanent Court the two questions mentioned above, reminded the parties of the engagement to maintain the *status quo* which they had entered into when signing the Treaty of Lausanne, and which they had renewed last year before the Council. At the request of the British Government the Council, in order to avoid the serious situation which might result from the spread of news concerning local incidents, sometimes difficult to verify, and thus better to ensure the maintenance of the *status quo* during the period of delay involved by reference to the Court, decided to send to the spot a representative of the League of Nations. This emissary will keep the Council informed of the situation in the locality of the provisional line fixed at Brussels on October 29th, 1924, and will deal solely with frontier incidents on this line. The British representative stated that his Government and the Government of Iraq would afford the League representative every facility towards carrying out his task. The Council expressed the hope that the Turkish Government would soon be able to give it a similar assurance in regard to the territory north of the Brussels line, as the Turkish delegate present at the meeting had not the necessary powers.

On September 28th, the Council appointed General Laidoner (Esthonia) as representative of the League of Nations for purposes of information on the situation at the provisional Iraq-Turkish frontier as laid down at the Brussels Council meeting of October 29th, 1924. To General Laidoner will be attached two assistants to be nominated later by the Council Committee on the Iraq frontier.

2. — THE MEMEL CONVENTION

The Council, on September 28th, considered a question of procedure in connection with the application of Article 17 of the Memel Convention, now in force.

Article 11 deals with the protection of minorities in the Memel Territory and lays down that the procedure adopted by the Council in regard to minority petitions shall be applicable to petitions concerning minorities in the Memel Territory. Article 17 lays down that any Member of the Council shall be entitled to draw the attention of the Council to any infraction of the provisions of the Convention.

M. Guani (Uruguay), reporting on the subject, was of opinion that the Council had the choice of two methods. The first would consist in adopting, with regard to information received either by Members of the Council or by the Secretariat in relation to questions dealt with in Article 17, the same procedure as had been adopted in regard to petitions relating to the protection of minorities. The right conferred by this Article upon Members of the Council was described in terms similar to those used in Article 9 of the Declaration on the protection of minorities made by the Lithuanian Government to the Council on May 12th, 1922. The other method would be to instruct the Secretary-General to transmit to Members of the Council for their information all documents which he might receive concerning matters which might give occasion for the exercise of the right laid down in Article 17.

After hearing M. Galvanauskas (Lithuania) the Council proceeded to an exchange of views in which Viscount Cecil, M. Hymans, M. Paul Boncour, M. de Mello Franco, M. Scialoja and the rapporteur took part. The Council authorised the Secretary-General, should he receive spontaneous communications of a serious character, addressed to the Council of the League, and bearing on infractions or alleged infractions of the Memel Convention, to forward the same as a matter of information and without comment to the Members of the Council.

3. — THE SITUATION IN CHINA

The question of the present international situation of China was raised at the Sixth Assembly by the Chinese representative, who drew attention to the fact that a Conference of the Powers concerned was about to take place at Peking, and claimed the moral support of the League for his country.

The Assembly noted the declarations of the Chinese representative, and adopted a resolution expressing the hope that a satisfactory solution would shortly intervene.

IX. — Social and Humanitarian Questions.

1. — SLAVERY (1)

The Sixth Assembly, after examining the report of the Temporary Slavery Commission (2), recommended for approval a draft convention for the suppression of slavery submitted by the Sixth Assembly Committee and based on proposals put forward by the British delegation.

The Sixth Assembly Committee, assisted by the Chairman of the Slavery Commission, M. Gohr, decided to refrain from investigating the particular situation in certain territories, and to confine itself to an examination of the general problems. It accordingly recommended that the Assembly should adopt a formal document

(1) See *Monthly Summary*, Vol. V, No. 7, p. 180.

(2) See *Resolutions of the Assembly*, p. 250 of this number

setting forth the minimum standard which it was hoped that Governments would be ready to accept and apply.

By the draft convention, which is composed of a preamble and the convention proper, the contracting parties undertake to prevent and suppress the slave trade, and to bring about progressively and as soon as possible the disappearance of slavery in all its forms. They also agree to take all necessary measures to prevent conditions analogous to slavery from resulting from forced labour, it being recognised that, in principle, forced labour may only be exacted for public purposes and that in territories in which it still survives for other purposes it shall be adequately remunerated, of an exceptional character and shall not involve the removal of labourers from their place of residence. Special clauses deal with the definition of slavery, trade at sea, penalties and partial accessions to the convention.

Proposals of the Norwegian delegation concerning (1) reference to the Permanent Court of International Justice of disputes as to the interpretation and application of the Convention and (2) reports to be made annually to the League on the execution of the Convention were postponed for consideration at next year's Assembly.

The Council, on September 28th, decided to communicate the draft convention to the Members of the League and to Afghanistan, Ecuador, Egypt, Germany, Mexico, Russia, the Sudan, Turkey and the United States of America, requesting them to forward to the Secretary-General, not later than June 1st, 1926, any observations they might desire to make with regard to the draft. States were further urged to make every effort to adopt forthwith all possible measures in conformity with the convention, and to assist one another in the abolition of the slave trade, slavery and analogous conditions by all practicable means and, in particular, by the conclusion of special agreements.

2. — TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS (1)

Both the Council and the Assembly examined reports on the work of the Advisory Committee on Traffic in Opium during the past year.

The Assembly examined in particular a resolution contained in the Final Act of the Second Opium Conference. This resolution provides for the appointment of a Commission to visit certain opium-producing countries, for the purpose of studying local difficulties connected with the limitation of the production of opium to quantities required for medical and scientific purposes. The Commission will also advise as to the measures to be taken in view of such limitation.

On this occasion, the Persian delegate stated that, while his country was anxious to co-operate by all the means in its power in the suppression of the illicit traffic in opium, it was impossible for it to limit its production unless other crops were substituted for the opium poppy. He therefore urged, as at the Second Opium Conference, that a Commission of Enquiry be sent to Persia.

The Assembly approved the proposal and requested the Council to appoint a commission of three whose would task it be to examine the question from the point of view of replacing the poppy by another crop, of transport problems and of business conditions and markets in the East. It voted a credit of 100,000 Swiss francs for the enquiry.

The Council requested the Secretary-General to ask the Persian Government whether it could see its way to participating in the expenses of the Commission. It also asked the Secretary-General to submit at its December meeting a list of persons suitable to serve on the Commission.

The representatives of Canada, Denmark and Hungary signed on behalf of their respective Governments, the Convention drawn up by the Second Opium Conference.

(1) See *Resolutions of the Assembly*, p. 251 of this number.

3. — PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE ⁽¹⁾

The question of the protection and welfare of children and young people was dealt with by the Council and the Assembly.

The Assembly approved the work of the Advisory Commission. It recommended that the study of the questions on the programme of the Commission should be undertaken progressively, and that the Commission should concentrate on the investigations outlined by the Fifth Assembly, namely, problems in regard to which comparison of the methods and experience of different countries, consultation and exchange of views between experts and officials of various countries, and international cooperation would be likely to assist Governments in dealing with such problems.

The hope was also expressed that the Advisory Commission would co-operate with the League Health Organisation and with the International Labour Office in order to improve the situation of children in distress or misery and to provide for the adequate physical and moral education of the younger generation.

The Council took certain steps to give effect to the programme of the Advisory Commission. At its June meeting it had requested the Secretary-General to consult the United States and Uruguayan representatives on the Commission with a view to presenting to the Council proposals as to the best method of choosing an additional assessor representing charitable organisations of the American continent interested in child welfare.

On September 5th the Council, after noting the suggestions of the United States and Uruguayan delegates, decided to invite the National Conference of Social Work, the Pan-American Union and the Canadian Social Service Council each to nominate three candidates for the additional assessorship. It also invited the International Federation of Trades Unions (Amsterdam) to present at the same time one or more candidates for assessorship.

4. — PROTECTION OF WOMEN AND CHILDREN IN THE NEAR EAST ⁽²⁾

The report of the League Commission for the protection of women and children in the Near East was examined by the Assembly and the Council.

The report from the Aleppo Branch shows that, during the past year, 250 people received assistance. The Commission hopes to be able to come to the aid of 2,000 Armenian women and children in the district of Ras-el-Ain. Women and children separated from their families are received and lodged at the Aleppo Home until they can be sent home. The scheme of agricultural settlement, initiated by Miss Karen Jeppe, is developing, two Armenian villages having been founded near the main centre. The Commission received contributions from charitable associations in Great Britain, Germany and Switzerland.

At the League of Nations Home in Constantinople, 1414 children and 1456 adults received aid, irrespective of nationality or creed. Contributions to the total amount of \$14,417 were received from mainly British and American organisations and individuals. The Home was thus enabled to extend its activity and to provide medical assistance, food and education for the refugees.

The report draws attention to the fact that the Home is the only international centre in Constantinople where destitute women and children may turn for help, protection and advice.

The Assembly expressed its appreciation of the work of the Commission, and voted credits of 45,000 and 30,000 Swiss francs respectively for the work of the Syrian and Constantinople branches during the coming year.

(1) See *Resolutions of the Assembly*, p. 251 of this number.

(2) See *Resolutions of the Assembly*, p. 252 of this number.

5. — REFUGEES (1)

On the proposal of the Norwegian delegation, the question of Armenian and Russian refugees, which since the Fifth Assembly had been dealt with by the International Labour Office, was discussed by the Sixth Assembly.

According to a statement prepared by the International Labour Office, there are at present more than 1,000,000 Russian refugees, 200,000 of whom are unemployed or in casual employment. In addition, a considerable number of Armenians, 23,000 in Greece alone, are in a precarious condition.

Unemployment, which has been rife in Europe for some years, has an undeniable bearing on refugee questions. Emigration overseas having been proposed as a solution of the question, a mission of technical experts was sent to South America to examine the possibilities of settling refugees in Latin American countries. These steps, together with various administrative measures, such as a census of refugees, the formation of advisory committees for the selection of refugees for whom employment was obtainable, etc., resulted in the definite settlement in thirty different countries of about 18,000 refugees. Recognition for the so-called Nansen passports has now been obtained from forty Governments in the case of Russians, and from twenty-eight in the case of Armenians.

The Assembly expressed its appreciation of the work of the Refugee Service of the International Labour Office in cooperation with the High Commissioner, Dr. Nansen. While recognising the temporary character of the Refugee Service, it authorised the inclusion in the 1926 budget of the International Labour Office of a sum of 303,000 Swiss francs for the continuation of the work in favour of refugees. The Assembly further recommended the convocation of an Inter-Governmental Conference to examine (1) the question of passports, (2) the possibility of creating a revolving fund of £100,000 to assist the migration of Russian and Armenian refugees.

The Council, in a meeting attended by Dr. Nansen and the Director of the International Labour Office, M. Albert Thomas, decided to refer to the Governing Body of the International Labour Office all the Assembly documents relating to the question of measures to help refugees. The Council authorised Dr. Nansen to take on its behalf and as soon as possible steps for the summoning of an Inter-Governmental Conference on the question of passports and, subject to the agreement of the Governing Body of the International Labour Office, on that of revolving fund of £100,000.

Settlement of Armenian Refugees. — The Assembly had before it a report by Dr. Nansen on the results of his investigation as to the settlement of Armenian refugees in the Caucasus.

In this report Dr. Nansen submitted a scheme for irrigation works in Armenia, which, he said, would allow of the settlement in good conditions of 15,000 to 25,000 refugees, provided that the necessary funds were forthcoming.

The Assembly invited the Council to appoint five commissioners to examine the technical aspects of the proposed undertaking, to establish contact with the authorities interested in the scheme, and to make any other necessary arrangements. It further voted a credit of 50,000 Swiss francs to be placed at the disposal of the commissioners for the execution of its resolution.

The Council, on September 26th, invited its chairman and its rapporteur to appoint the five commissioners as provided by the Assembly. The Commission will include Dr. Nansen.

6. — INTERNATIONAL RELIEF UNION (2)

The question of an International Relief Union was discussed by the Assembly and the Council on the basis of the report submitted by the preparatory committee entrusted with the study of Senator Ciraolo's scheme for relief in disaster.

(1) See *Resolutions of the Assembly*, p. 252 and 253 of this number.

(2) See *Resolutions of the Assembly*, p. 254 of this number.

In the course of the debate in the Second Assembly Committee, the principal observations submitted concerned the definition of disasters. The possibility of including in the Union's sphere of action disasters peculiar to vast territories, such as India or China, was also discussed. Further observations bore on the organisation and finances of the Union, the work of its various organs, legal questions, and the role of charitable institutions.

As the discussions clearly showed that, besides a great number of States Members, certain non-Member States, such as Germany, approved the creation of an International Relief Union, the Assembly recommended that the scheme, after being revised by the Preparatory Committee in the light of the observations of delegates to the second Committee, should be submitted to Governments for their formal consideration.

7. — INTERNATIONAL MUNICIPAL COOPERATION

The Sixth Assembly had before it a report on international municipal cooperation, submitted by the Secretary-General in accordance with a resolution of the Fifth Assembly.

The debate on this question, which had been first brought before the Assembly by the Cuban delegation, shewed that, as a certain number of international organisations were already dealing with the subject, the League's role would be limited to seeking collaboration with such bodies. Attention was drawn to the fact that various technical organisations of the League and the International Labour Organisation were concerned, directly or indirectly, with municipal questions.

The Assembly, after endorsing the report of the Secretary-General, drew the attention of Governments to the advantages which national and international municipal cooperation, within the strict limits of national sovereignty, presented from the point of view of the aims of the League. It further recommended that the Council should authorise the League's Technical Organisations to give favourable consideration to requests for cooperation from non-official organisations dealing with municipal questions.

X. — Forthcoming Events.

- October 18th : Japanese interchange of health officers, Tokio.
- October 19th : Meeting of the Permanent Mandates Commission, Geneva.
- November 10th : Mediterranean interchange of Port Medical Officers, Barcelona.
- November 18th : Meeting of the Preparatory Committee on the Ciraolo Scheme, Paris.
- November 20th : Conference on Tonnage Measurement in Inland Navigation, Paris.
- November 25th : Meeting of the Supervisory Commission, Geneva.
- November 30th : Extraordinary session of the Economic Committee.
- December 3rd : Meeting of the Financial Committee, Geneva.
- December 7th : Thirty-sixth session of the Council, Geneva.

XI. — Resolutions of the Assembly.

I. — Reduction of Armaments

1. — ARBITRATION, SECURITY AND REDUCTION OF ARMAMENTS

The Assembly,

Taking note of the declarations submitted to the Council and the Assembly of the League of Nations in respect of the Protocol for the Pacific Settlement of International Disputes and of the fact that the said Protocol has not up to the present received the ratifications necessary for putting it into operation immediately;

Convinced that the most urgent need of the present time is the re-establishment of mutual confidence between nations;

Declaring afresh that a war of aggression should be regarded as an international crime :

Regards favourably the effort made by certain nations to attain those objects by concluding arbitration conventions and treaties of mutual security conceived in the spirit of the Covenant of the League of Nations and in harmony with the principles of the Protocol (Arbitration, Security, Disarmament);

Records the fact that such agreements need not be restricted to a limited area but may be applied to the whole world;

Recommends that, after these conventions and treaties have been deposited with the League of Nations, the Council should examine them in order to report to the Seventh Assembly on the progress in general security brought about by such agreements;

Undertakes again to work for the establishment of peace by the sure method of arbitration, security and disarmament;

And, in conformity with the spirit of Article 8 of the Covenant, requests the Council to make a preparatory study with a view to a Conference for the Reduction and Limitation of Armaments in order that, as soon as satisfactory conditions have been assured from the point of view of general security as provided for in Resolution XIV of the Third Assembly, the said Conference may be convened and a general reduction and limitation of armaments may be realised.

2. — THE PACIFIC SETTLEMENT OF INTERNATIONAL DISPUTES

The Assembly,

In view of the importance of making a thorough study of the views which have been expressed in the Assembly and the Council on the subject of pacific settlement of international disputes;

Convinced that such study will contribute to the development of a system of pacific settlement of international disputes :

Requests the Council to submit to careful examination the proposals, declarations and suggestions made at the Assembly and the Council with a view to pacific settlement of international disputes, and to report to the Seventh Assembly upon the progress which can be made in this matter.

The Assembly,

Reserving the question whether it is at present desirable to embody in a new general Convention the provisions concerning compulsory arbitration contained in the Protocol for the Pacific Settlement of International Disputes;

Recalling the guarantees provided in the Covenant of the League of Nations :

Calls the attention of States Members of the League to the desirability, from the point of view of their security, of concluding particular conventions for arbitration or for the judicial settlement of disputes.

3. — COUNCIL ORGANISATION FOR WORK ON DISARMAMENT

The Assembly :

Takes note of the Council resolution dated October 3rd, 1924, establishing the Co-ordination Commission;

And invites the attention of the Council to the suggestions made during the proceedings of the Third Committee, as contained in the report submitted to the Assembly, with regard both to the designation and the composition of that Commission, and also to the necessity of determining its rules of procedure.

4. — MANUFACTURE OF ARMS AND AMMUNITION AND OF IMPLEMENTS OF WAR

The Assembly adopts the declaration inserted in its Final Act by the Conference for the Supervision of the International Trade in Arms and Ammunition and in Implements of War which met at Geneva in May and June 1925, declaring that the Convention concerning the Supervision of the International Trade in Arms and Ammunition and in Implements of War "must be considered as an important step towards a general system of international agreements regarding arms and ammunition and implements of war, and that it is desirable that the international aspect of the manufacture of such arms and ammunition and implements of war receive early consideration by the different Governments";

The Assembly invites the Council to continue the preliminary work on the subject of the control of the private manufacture of arms, ammunition and implements of war so that a draft Convention may be prepared as speedily as possible and that the Council may summon an international Conference to consider it, if possible, before the next Assembly.

It is of opinion that the co-operation of a representative of the United States Government in the preliminary work for this Convention is indispensable to the success of the Conference and begs the Council to invite the said Government to co-operate as soon as it considers such a step possible.

**5. — YEAR-BOOK OF GENERAL AND STATISTICAL INFORMATION ON MILITARY,
NAVAL AND AIR ARMAMENTS**

The Assembly declares that the Year-Book of General and Statistical Information regarding the armaments of the various countries is of great assistance in connection with the work for the reduction and limitation of armaments, and it trusts that the Secretary-General will arrange for the continuation and enlargement of this publication on the lines laid down in the resolution of the fifth Assembly.

**6. — STATISTICAL INFORMATION ON THE TRADE IN ARMS,
AMMUNITION AND IMPLEMENTS OF WAR**

The Assembly,

Taking into account the provisions of the Convention for the Supervision of the International Trade in Arms and Ammunition and in Implements of War, signed at Geneva on June 17th, 1925;

Considering the advantage to be derived from the standardisation of nomenclature and statistical systems for this trade;

Considering paragraph 3 of the resolution of the fifth Assembly, dated September 27th, 1924, in virtue of which "States Members and non-Members of the League of Nations are invited to transmit to the Secretariat all documents which they may deem likely to be of assistance in the preparation of a collection of statistical data concerning the trade in arms, munitions and implements of war";

Recommends all States, so soon as they may find it possible, to adopt the models given in Annex I to the said Convention for their national statistics and for the documents they supply to the Secretariat as data for the preparation of the above-mentioned collection.

II. — General Questions

1. — OPTIONAL CLAUSE OF THE STATUTE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Assembly,

Noting with satisfaction the fact that up to the present fifteen States have accepted the optional clause of the Statute of the Permanent Court of International Justice concerning the compulsory jurisdiction of the Court,

Noting also that some of those States have assumed this obligation for a period which will shortly terminate,

Requests the Secretary-General of the League of Nations to draw the attention of such States to the measures to be taken, if they consider it proper, in order to renew in due course their undertakings.

2. — ESTABLISHMENT OF A CONCILIATION COMMISSION ATTACHED TO THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Assembly decides to adjourn to a subsequent session the consideration of the proposal of the Danish Government as to the establishment of a Conciliation Commission attached to the Permanent Court of International Justice.

3. — REPLIES OF THE SPECIAL COMMITTEE OF JURISTS APPOINTED UNDER THE COUNCIL'S RESOLUTION OF SEPTEMBER 28TH, 1923

The Assembly requests the Council of the League to invite the Governments of States Members of the League which find, in the report of the Special Committee of Jurists appointed under the resolution of the Council of September 28th, 1923, doubtful points which require elucidation, or which may have other comments to make on this report, to forward their observations to the Secretariat of the League of Nations before February 1st, 1926, with a view to a possible examination of the matter by a Committee to be appointed by the Council.

4. — AMENDMENT TO ARTICLE 16 OF THE COVENANT

The Assembly adopts the following resolution, being an amendment to Article 16 of the Covenant :

The words 'in such case' in the second paragraph of the original text of Article 16 of the Covenant shall be deleted.

This amendment shall be submitted for ratification by the Members of the League.

A Protocol embodying the amendment shall at once be drawn up in accordance with the principles adopted by the second Assembly for amendments to the Covenant.

5. — ELECTION OF THE SIX NON-PERMANENT MEMBERS OF THE COUNCIL

I

The Assembly reiterates the following recommendation adopted unanimously by the Assemblies of 1922, 1923 and 1924 :

"It is desirable that the Assembly, in electing the six non-permanent Members of the Council, should make its choice with due consideration for the main geographical divisions of the world, the great ethnical groups, the different religious traditions, the various types of civilisation and the chief sources of wealth."

II

The Assembly,

Noting that the non-permanent Members of the Council at present in office have been re-elected for a year;

Considers the meaning of this re-election to be that it is subject to the non-permanent part of the Council being renewed as from the election of 1926 by application of the principle of rotation.

6. — WITHDRAWAL OF THE REPUBLIC OF COSTA-RICA FROM THE LEAGUE

The Assembly,

Having learnt that the Republic of Costa-Rica has expressed its intention of resigning its membership of the League;

Deeply regrets to note the absence of a Member whose participation in the work of the Assembly has been unanimously and highly appreciated;

Expresses the hope that the Government of the Republic of Costa-Rica may again find it possible to afford the League its valuable co-operation.

7. — COLLABORATION OF THE PRESS IN THE ORGANISATION OF PEACE

The Assembly,

Considering that the Press constitutes the most effective means of guiding public opinion towards that moral disarmament which is a concomitant condition of material disarmament :

Invites the Council to consider the desirability of convening a committee of experts representing the Press of the different continents with a view to determining methods of contributing towards the organisation of peace, especially :

(a) By ensuring the more rapid and less costly transmission of Press news with a view to reducing risks of international misunderstanding;

(b) And by discussion all technical problems the settlement of which would be conducive to the tranquillisation of public opinion.

III. — Financial Questions

1. — AUDITED ACCOUNTS FOR 1924 : BUDGET FOR 1926 : REPORTS OF THE SUPERVISORY COMMISSION

The Assembly of the League of Nations, in virtue of Article 38 of the Regulations for the Financial Administration of the League, finally approves the audited accounts of the League for the sixth financial period, ending December 31st, 1924.

The Assembly, in virtue of Article 17 of the Regulations for the Financial Administration of the League :

Approves, for the financial year 1926, the general budget of the League, of the Secretariat and of the Special Organisations of the League, of the International Labour Organisation and of the Permanent Court of International Justice, the total amount of which, including supplementary credits, is 22,930,633 gold francs ⁽¹⁾;

(1) The budget, as presented to the Assembly by the Fourth Committee amounted to 22,980,633 gold francs; the Assembly, in plenary session, reduced from 150,000 to 100,000 francs the credit inserted by the Fourth Committee, by a majority vote, for the Commission of Enquiry on Poppy Cultivation in Persia; thus reducing the total budget to the figure indicated above.

And decides that the said budgets shall be published in the *Official Journal*.

The Assembly adopts, in so far as they have been approved by the Fourth Committee, the conclusions of the various reports of the Supervisory Commission submitted to its consideration, and at the same time expresses to the Supervisory Commission its thanks for the services it has so well rendered.

The Assembly adopts the conclusions of the report of the Fourth Committee.

2. — ALLOCATION OF EXPENSES OF THE LEAGUE

The Assembly,

Requests the Council to ask the Committee on the Allocation of Expenses to follow the economic development of the various Member States with a view to submitting a revised scale to the Assembly of 1928.

Approves for the years 1926, 1927 and 1928 the scale for the allocation of the expenses of the League annexed to the present resolution.

SCALE OF ALLOCATION OF THE EXPENSES OF THE LEAGUE FOR 1926, 1927 AND 1928

Country	Units	Country	Units
		<i>Brought forward.</i>	547
Abyssinia	2	Irish Free State.	10
Albania	1	Italy.	60
Argentina	29	Japan	60
Australia	27	Latvia	3
Austria	8	Liberia.	1
Belgium.	18	Lithuania.	4
Bolivia	4	Luxemburg.	1
Brazil.	29	Netherlands.	23
Bulgaria.	5	New Zealand	10
Canada	35	Nicaragua.	1
Chile	14	Norway.	9
China	46	Panama.	1
Colombia	6	Paraguay.	1
Costa Rica.	1	Persia	5
Cuba	9	Peru.	9
Czechoslovakia.	29	Poland.	32
Denmark.	12	Portugal	6
Dominican Republic	1	Roumania.	22
Esthonia.	3	Salvador	1
Finland	10	Serbs, Croats and Slovenes (King-	
France.	79	dom of).	20
Great Britain.	105	Siam.	9
Greece.	7	Spain.	40
Guatemala.	1	South Africa (Union of).	15
Haiti	1	Sweden.	18
Honduras	1	Switzerland.	17
Hungary	8	Uruguay	7
India	56	Venezuela.	5
<i>Carried forward.</i>	547		937

3. — CONTRIBUTIONS IN ARREARS

The Assembly,

Having considered the report which was submitted to it by its Fourth Committee :

Decides to approve the settlement of the Argentine Republic's debt;

Expresses its satisfaction with the efforts made by certain Members to pay their debts to the League;

Makes a pressing appeal to Members whose contributions have not yet been paid to take the necessary measures for the settlement of their debts to the League of Nations and requests the Secretary-General to make further urgent representations to these Members;

Invites the Secretary-General to report to the Council, at its session of June 1926, on the results of these representations, in order to enable the Council to examine the question of contributions in arrears and report to the Seventh Assembly.

4. — ERECTION OF AN ASSEMBLY HALL AND OF ANNEXES FOR THE USE OF THE SECRETARIAT

The Assembly approves the report of its Fourth Committee on the erection of the Assembly Hall and Annexes for the Secretariat, and votes for this purpose a credit of 11,700,000 francs, made up as follows : 8,000,000 for the erection of an Assembly Hall, 2,000,000 for the purchase of the site, and 1,700,000 for the Annex to the present Secretariat building.

The Assembly invites the Council to appoint a Committee to report to the Council, should the building at present occupied by the Secretariat be sold within the period and under the conditions laid down in the Fourth Committee's report, whether any changes as regards the selection of the site and the arrangement of the various buildings should be made in the decision adopted in paragraph 1 of the present resolution.

IV. — Technical Organisations

1. — THE HEALTH ORGANISATION

The Assembly has examined the report presented by the Health Committee on the activities of the Health Organisation and considers that the work accomplished since the last Assembly has been carried out in accordance with the recommendations of former Assemblies and in conformity with the decisions of the Council.

The Assembly notes with satisfaction that this work, thanks to the research and investigations undertaken for the solution of the problems examined, will be of the greatest value to the public health services of different countries.

The Assembly is glad to note that the Governments are more and more disposed to collaborate with the Health Organisation in matters concerning the prevention of communicable diseases and the improvement of health conditions of the peoples.

The Assembly requests the Council to refer to the Health Committee and to the Economic Committee for their consideration the proposal submitted by the delegation of the Kingdom of the Serbs, Croats and Slovenes, and to the Health Committee the proposals of the delegations of Cuba, Czechoslovakia, France, Italy, Paraguay and Venezuela, on the assumption that these proposals will not involve any expenditure supplementary to the estimates already submitted for 1926.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *Work of the Financial Committee.*

OTHER THAN THE WORK CONCERNING THE FINANCIAL RECONSTRUCTION OF AUSTRIA AND HUNGARY

The Assembly :

(a) Has learnt with satisfaction that the scheme which was prepared, and partially put into execution through temporary advances last year, for the settle-

ment of Greek refugees has been realised through the successful issue of a loan, yielding an effective sum of £ 10,000,000 in Athens, London and New York, on the basis of the Protocol signed on September 29th, 1923, and the Additional Act signed on September 19th, 1924;

(b) Notes that, of the 1,200,000 refugees who, on the estimate of the original scheme, required settlement in productive work, over 700,000 have already been settled in agricultural districts or housed in urban settlements near Athens;

(c) Notes with pleasure the reports received that the refugees form an energetic and industrious class, rapidly taking advantage of the opportunities afforded them, and will put to good use the land and materials which it is the work of the Commission to place at their disposal;

(d) Observes that the Settlement Commission thus instituted under the auspices of the League has been able to effect a piece of work which, apart from the benefit to the refugees themselves, should have far-reaching beneficial results for Greece of both an economic and political character;

(e) Expresses the hope that, through close collaboration between the Greek Government and the Settlement Commission, the work may be successfully pursued and brought to a conclusion.

The Assembly approves the part taken by the Financial Committee and the Council in the issue of a loan for the economic development of Danzig and for the equipment of the port, under conditions which have fully satisfied all those interested.

The Assembly notes the conclusions which have been formulated by the representatives of the Revenue Departments of certain European countries on the problems of double taxation and fiscal evasion. It observes with satisfaction that agreement has been reached on certain common principles, which are expressed in these conclusions, and that a further Conference of Experts is to be convoked in 1926, selected on a larger basis. It hopes that this technical Conference, which for the first time undertakes at the request of the Council the study of a financial problem of universal importance, may be able to submit practical proposals.

The Assembly has learnt with interest of the new publications which are in course of preparation by the Statistical Branch of the Secretariat for the use of the Financial and Economic Organisation of the League, and considers that they form a useful contribution to the study of economic and financial problems.

b) Financial Reconstruction of Austria.

The Assembly desires to express its satisfaction at the progress made by Austria towards the stabilisation of her finances, as shown in the Commissioner-General's reports and in the declaration of the Austrian Minister for Foreign Affairs. It tenders its congratulations to the Austrian Government and to the Commissioner-General.

It is happy to see that the work undertaken by the League is approaching its conclusion and notes the resolutions of the Council and the report of the Financial Committee, which contemplate the speedy termination of the control.

It hopes that the measures which will allow the control to be abolished will soon be realised.

The Assembly has further noted the conclusions embodied in the report of the experts entrusted by the Council with the investigation of the economic situation of Austria.

It hopes that the enquiry to be carried out by the Economic Committee will soon yield positive results.

c) Financial Reconstruction of Hungary.

The Assembly notes with satisfaction the rapid progress made in the financial reconstruction of Hungary. In the first year in which the reconstruction pro-

gramme has been applied, the budget has been balanced and the accounts relating to the period from July 1924 to June 1925 show a considerable surplus instead of a deficit, which would have had to be covered out of the yield of the international loan. Monetary stability is assured, and there is an improvement in the economic situation.

The Assembly expresses its congratulations to the Hungarian Government and the Commissioner-General. It confidently hopes that the reconstruction programme may be brought to a conclusion within the period provided for by the Protocols.

It notes the Hungarian Government's declarations regarding its proposals for re-organising the administrative departments.

It considers that the measures taken by the Hungarian Government with a view to re-establishing freedom of trade are of a kind to encourage the development of the country; it would welcome the conclusion of further commercial agreements between Hungary and other countries—particularly the adjoining countries with which negotiations are in progress—which would tend to bring about a progressive reduction of the tariffs in Central Europe and would thus contribute to establishing closer economic relations.

d) Work of the Economic Committee.

The Assembly :

Referring to the resolution of the Fifth Assembly regarding import and export prohibitions and restrictions :

Notes the progress achieved by the Economic Committee during the past year in the study of this complex and difficult question;

Expresses the hope that the draft agreement drawn up by the Economic Committee as a basis of further discussion may receive from the Governments interested all the consideration due to a problem the solution of which would contribute in large measure to the improvement of international commercial relations.

Referring to the resolution of the Fourth Assembly concerning the treatment of foreign nationals and enterprises :

Declares that the Economic Committee, as a result of the systematic pursuit of its study, has established a series of principles the application of which would ensure an equitable treatment of foreigners in regard to their admission to the exercise of professions, industries and occupations;

Expresses the hope that States may be guided by this body of principles both in regard to their national legislation and in the negotiation of bilateral agreements.

Notes that the Economic Committee will be represented in an advisory capacity at the Conference summoned by the Netherlands Government for next October at The Hague for the revision of the International Convention for the Protection of Industrial Property, and reiterates the hope already expressed by the Fifth Assembly that the amendments proposed by the Economic Committee in respect of unfair competition may receive the support of States Members on the occasion of that Conference.

With regard to the protection of foreign purchasers against worthless goods :

Expresses the desire that the investigations undertaken by the Economic Section be actively pursued with the help of all data that can be obtained from official sources and also of any data which may be supplied by industrial and commercial organisations, in order that as complete information as possible may be collected and published.

Follows with interest the studies of the Economic Committee in regard to the suppression of false Customs declarations and the progressive assimilation of laws relating to bills of exchange, and in regard to the enquiry undertaken in collaboration with the International Labour Organisation and the Financial Committee into the causes of economic crises and of unemployment.

With regard to the Convention for the Simplification of Customs Formalities and the Protocol on Arbitration Clauses :

Takes note with satisfaction of such ratifications as have been deposited up to the present;

Considers at the same time that the adhesion of a larger number of States is desirable in order that the beneficial influence of these two international instruments may operate to the fullest extent.

e) International Economic Conference.

The Assembly,

Firmly resolved to seek all possible means of establishing peace throughout the world;

Convinced that economic peace will largely contribute to security among the nations;

Persuaded of the necessity of investigating the economic difficulties which stand in the way of the revival of general prosperity and of ascertaining the best means of overcoming these difficulties and of preventing disputes :

Invites the Council to consider at the earliest possible moment the expediency of constituting on a wide basis a Preparatory Committee which, with the assistance of the Technical Organisations of the League and the International Labour Office, will prepare the work for an International Economic Conference.

The convening of this Conference under the auspices of the League of Nations shall be a matter for subsequent decision by the Council.

3. — ORGANISATION FOR COMMUNICATIONS AND TRANSIT

I. The Assembly :

Having taken note of the report of the Advisory and Technical Committee for Communications and Transit on the work of the Organisation for Communications and Transit between the fifth and sixth Assemblies,

Expresses its gratification at the work undertaken and the results obtained by the Advisory and Technical Committee, its Sub-Committees and the various persons appointed by the Chairman of the Advisory and Technical Committee to undertake special missions;

Associating itself with the resolution adopted by the Advisory and Technical Committee at its last session, considers it highly desirable that the Conventions adopted at the last General Conference on Communications and Transit should come into force as early as possible between the greatest possible number of States, draws the attention of the Governments concerned to this fact, and reminds them that, should it seem desirable to any of these Governments to obtain, with a view to facilitating ratification or adhesion, any necessary information or particulars as to these Conventions in order to dispel all misunderstandings, the Advisory Committee would be ready to give any assistance which might be required;

Trusts that the European Conference of the Tonnage Measurement of Vessels employed in Inland Navigation, which is to meet on November 20th next, will obtain the complete success which can be already expected as a result of the excellent preparatory work of the Advisory and Technical Committee carried out with the full co-operation of the European States not Members of the League;

Draws the attention of all the Governments to the special importance of the Conference on Passports to be held in 1926, which public opinion, particularly in economic circles, undoubtedly expects to take at least a step towards the abolition, to the widest extent possible, of the passport system, and to mitigate considerably the disadvantages and expense which that system entails for the relations between peoples and for international trade facilities;

Follows with keen interest the work of the Organisation for Communications and Transit which may result in the convening of a Conference on communications and transit of the European States concerned with a view to maintain, preserve and, if necessary, adapt to present circumstances, the unification of private law concerning internal transport as applicable to international transport on successive contracts, of the method of presentation of tariffs and of the method of presentation of operation regulations which were all effected before the war between certain railway systems in Central and Eastern Europe;

In view of the great economic importance which problems relating to the organisation and exploitation of hydro-electric power present for a large number of countries Members of the League of Nations, and in view of the influence which favourable agreements will exercise on the economic reconstruction of Europe and the improvement of the general economic conditions of the world, again draws the attention of Governments and the Organisation for Communications and Transit to these problems, and to the fact that, apart from the question of the ratification of the Conventions concluded at the last General Conference, it is desirable that the competent organs of the League should draw up a definite plan of action for instituting the most practical methods whereby the League of Nations may take as active a part as possible in the solution of these problems;

Convinced that the Members of the League will further the work of the Organisation in every direction, and, in particular, will assist its efforts to arrange for the technical settlement between States of disputes concerning international communications, of which efforts remarkable examples have been given by the Advisory Committee during the past year :

Invites the Organisation for Communications and Transit to continue its work in the same spirit and on the same lines, with a view to the improvement of international transport and the development of international law in regard to communications.

II. The Assembly :

Considering that all improvements in railway, telegraphic, radio-telegraphic, telephonic and radio-telephonic communications between the seat of the League of Nations and the States Members or non-Members of the League are of the highest political and practical importance to the working and development of the League;

And having taken note of the efforts of the Organisation for Communications and Transit to secure improvements in the railway time-tables which affect communications with the seat of the League ;

Calls the attention of the Governments concerned to the necessity for further progress accompanied by an improvement in conditions as regards Customs formalities at the frontiers near the seat of the League. These conditions are still giving rise to the delays and inconveniences to which attention was drawn in the discussions of the last Assembly, and the Assembly requests the Organisation for Communications and Transit to continue to co-operate in the endeavour to achieve such progress;

Associating itself with the resolution adopted by the Advisory and Technical Committee at its last session with reference to the questions raised by the establishment of a new European long-distance telephone system, draws the attention of the Governments concerned to the desirability of treating communications between the seat of the League and the principal European capitals on the same footing as communications between important capitals, when considering the question of priority and urgency for the establishment of different lines;

Recommends that a resolution proposed by the delegate for Uruguay on the subject of telegraphic facilities for the dissemination of information regarding the work of the League of Nations should be referred to the Organisation for Communications and Transit for consideration and for any action which it may think expedient and possible.

4. — INTELLECTUAL CO-OPERATION

The Assembly invites the International Committee on Intellectual Co-operation to continue its work in the same spirit of prudence and firmness as heretofore; it expresses its satisfaction with the results obtained and, in particular, with the manner in which the International Institute for Intellectual Co-operation has been organised.

It notes with pleasure that the work of the International Committee on Intellectual Co-operation is becoming more and more appreciated and that still greater services are expected of it in the future, and it is happy to observe the response made in numerous countries to the appeals which it has issued on behalf of nations, the intellectual position of which was particularly difficult and of students and young people, and also with a view to assisting research workers in their task.

The Assembly notes with satisfaction that most of the States Members of the League have acted on the resolutions adopted by the fifth Assembly on the subject of the instruction of youth in the ideals of the League of Nations and the encouragement of contact between young people of different nationalities. It expresses its satisfaction with the report prepared by the Secretary-General on this subject and considers that the report should be regarded as a first stage.

It therefore invites the Council :

(a) To consider the possibility of requesting all States Members of the League of Nations and non-Member States to keep the Secretary-General informed of the progress made in their respective countries as regards the various points mentioned in the report, and to forward to the Secretary-General all publications on this subject as soon as they appear.

(b) To instruct the Secretary-General to collect the information mentioned above. This information should be communicated from time to time to States Members of the League and to other States interested in the question.

(c) To forward the Secretary-General's report, together with the proposals submitted by the Chilian, Haitian, Polish and Uruguayan delegations, to the Committee on Intellectual Co-operation and to request it to consider the possibility of summoning a sub-committee of experts to consider the best methods of co-ordinating all official and non-official efforts designed to familiarise young people throughout the world with the principles and work of the League of Nations and to train the younger generation to regard international co-operation as the normal method of conducting world affairs.

V. — Administrative Questions

MANDATES

The Assembly,

Having noted the reports of the Permanent Mandates Commission on its fifth and sixth sessions, and the documents relevant thereto :

(a) Desires to express its keen interest in, and satisfaction with, the work of the mandatory Powers, the Permanent Mandates Commission and the Council of the League, in fulfilling the duties devolving on them under Article 22 of the Covenant in connection with the application of the mandates system;

(b) Expresses in particular the hope that all the Members of the League of Nations will give effect without delay to the recommendation made by the Council in paragraph II (1) of its resolution of September 15th, 1925, concerning the extension of special international conventions to mandated territories.

VI. — Protection of Minorities

The Assembly takes note of the Sixth Committee's report with regard to the protection of minorities and adopts the following resolution :

The Assembly approves that part of the Report on the Work of the Council, the Work of the Secretariat and on the Measures taken to execute the Decisions of the Assembly, dealing with the procedure followed with regard to the protection of minorities. The Lithuanian representative having withdrawn the proposal submitted by him on September 14th, 1925, the Assembly requests the Secretary-General to communicate to the Council the discussion which has taken place in the Sixth Committee in this connection.

VII. — Political Questions

SITUATION IN CHINA

The Assembly,

Having heard with deep interest the Chinese delegate's suggestion regarding the possibility of considering, according to the spirit of the Covenant, the existing international conditions of China,

Having learned with satisfaction that a Conference of the interested States is soon to take place in China to consider the questions involved,

Expresses the hope that a satisfactory solution may be reached at an early date.

VIII. — Social and Humanitarian Questions

1. — SLAVERY

The Assembly,

Considering that the Members of the League of Nations have undertaken, in virtue of Article 23 (b) of the Covenant, to secure just treatment of the native inhabitants of territories under their control;

Having examined the report of the Temporary Slavery Commission which has been communicated to all the Members of the League of Nations; and

Being of opinion that a Convention is the best way of giving effect to the suggestions made in this report and of accomplishing the work undertaken by the League of Nations for the suppression of slavery;

Decides to recommend for approval a draft Convention;

And requests the Council to communicate this draft to all States Members of the League and to such other States as the Council may specify, with a view to the conclusion of a Convention which will be as far as possible in conformity with this draft, and to invite the above-mentioned States :

(a) To forward to the Secretary-General not later than June 1st, 1926, any observations they may desire to make regarding the provisions of this draft;

(b) To appoint at a later date plenipotentiaries who will meet at the time of the opening of the Seventh Assembly to re-examine, if necessary, the articles of the draft Convention and to sign immediately the text of the Convention which has been agreed upon;

(c) To make every effort to adopt at once all possible measures in conformity with the provisions of the draft Convention in question;

(d) To assist one another forthwith in the abolition of the slave trade, slavery and conditions analogous thereto, by all practicable means and, in particular, by the conclusion of special agreements and arrangements.

2. — TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

I

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

The Assembly urges on all States which have not already done so to ratify or to adhere to the agreements and resolutions adopted by the First and Second Opium Conferences.

II

Appointment of a Commission of Enquiry to visit Certain Opium-Producing Countries.

The Assembly,

Having considered the resolution contained in the Final Act of the Second International Opium Conference with regard to the appointment of a Commission of Enquiry to visit certain opium-producing countries :

Recommends that such a Commission should be sent to Persia to study :

- (a) The existing situation with regard to the cultivation of the poppy;
- (b) The replacement of a proportion of this cultivation by other crops.

The Commission shall consist of not more than three persons to be appointed by the Council : a person having the necessary qualifications to act as Chairman, an expert on the agricultural side of the problem to be nominated after consultation with the International Institute of Agriculture, and a person having experience of business conditions and markets in the East and knowledge of transport problems.

The Assembly is of opinion that such an enquiry would require for its work the sum of 100,000 gold francs and decides that this sum be voted for the purpose.

3. — PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE

The Assembly expresses its approval of the work accomplished by the Advisory Commission for the Protection and Welfare of Children and Young People. It desires, at the same time, to emphasise the view expressed in the resolution of the Fifth Assembly in regard to child welfare, that "the League can most usefully concern itself with the study of those problems on which the comparison of the methods and experience 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 therefore hopes that the Commission will not lose sight of the limits of its competence as thus defined.

The Assembly is also of the opinion that it is desirable that, when collaborating with other organisations of the League of Nations, the Advisory Commission should conform to Resolution 4 of the Fifth Assembly on the subject of duplication of work.

The Assembly,

Considering that the Council, in accordance with a resolution of the Fifth Assembly, invited the Health Organisation of the League to consider any measures within its competence which it would be desirable and practicable to undertake for the protection of children from the hygienic point of view; and

Convinced of the importance of this form of child welfare work :

Decides to request the Health Organisation to investigate infant mortality from the point of view of feeding in infancy;

Requests the Council to instruct the Health Committee to undertake this investigation and to enquire into the advisability of constituting a sub-committee which would be able to call upon the co-operation of specialists in various countries in questions concerning child hygiene and which would be requested to initiate the investigation of this and of any other questions connected with child hygiene the consideration of which might be deemed expedient.

4. — PROTECTION OF WOMEN AND CHILDREN IN THE NEAR EAST

The Assembly approves the reports submitted by Dr. Kennedy and Miss Karen Jeppe. It expresses its high appreciation of the work they and their assistants have accomplished.

Whereas the Commission for the Protection of Women and Children in the Near East set up in fulfilment of the resolutions adopted by the First and Second Assemblies is in practice composed of two distinct missions in Constantinople and in Syria respectively, the Assembly decides that these missions shall be divided and that separate credits shall be voted to Dr. Kennedy for the "Neutral House" at Constantinople and to Miss Jeppe for the protection of women and children in Syria.

The Assembly decides that the "Neutral House" of the League of Nations at Constantinople shall continue for another year. Should Dr. Kennedy be unable to continue his present appointment, it invites the Council to take all the necessary measures for the continuation of this work.

The Assembly decides that, under the supreme control of the Power which holds a mandate in Syria under the League of Nations, Miss Jeppe will continue for another year her work for the protection of women and children. It requests the mandatory Power to continue to give its aid and patronage to Miss Jeppe.

The Assembly decides that the sum of 45,000 francs shall be allocated for the work of Miss Jeppe and the sum of 30,000 francs for the work of Dr. Kennedy during 1926.

A report on their work will be submitted by them to the Seventh Assembly.

5 — REFUGEES

I

Measures to help Refugees.

The Assembly,

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.

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.

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.

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 affecting an improvement in the present systems of refugee identity certificates.

II

Loan for the Settlement in Armenia of Armenian Refugees.

The Assembly,

In view of the resolution adopted by the fifth Assembly at its meeting on September 25th, 1924, inviting "the International Labour Office, in collaboration with Dr. Nansen, to institute an enquiry with a view to studying the possibility of settling a substantial number of Armenian refugees in the Caucasus and elsewhere";

In view of the reports by Dr. Fridtjof Nansen and by the experts who were sent with him to Armenia;

In view of the fact that these reports are unanimous as to the possibility of carrying out irrigation works which would allow of the settlement in Armenia under good conditions of at least 15,000 Armenian refugees, now in Greece and Constantinople, as also of 10,000 refugees already repatriated, on condition that the sum of about 9,000,000 gold roubles (900,000 pounds sterling) is forthcoming for the execution of the necessary work;

Desirous of availing itself of every practical opportunity of giving effect to the resolution so often renewed by former Assemblies, regarding the return of Armenian refugees to a national home :

Invites the Council to appoint at once not more than five Commissioners whom it would empower :

(a) To ascertain finally the technical possibility of the proposed undertaking;

(b) To exchange views, as may be necessary, with the organs of the League of Nations, the Government of the Armenian Republic, and the other Governments, the associations and private individuals whose help would appear useful for the realisation of the scheme;

(c) If their findings are favourable, to propose to the Council the constitution of a Body of Trustees to whom its statutes would give especially the following powers :

(1) To conclude with all authorities, public and private, all necessary contracts for the execution of the plan for settling the refugees; to accept, if necessary, from the Armenian Government a concession of the areas to be irrigated.

(2) To negotiate, if necessary, the issue of a loan; and, in that case, to act as trustees of the funds, and to assure the financial service.

The Assembly invites the Council to place at the disposal of the Commissioners the sum required in 1925 for the execution of the above resolution, this sum to be entered in the Budget under unforeseen expenditure.

It decides to enter an item of 50,000 francs in the 1926 Budget for the same purpose.

6. — INTERNATIONAL RELIEF UNION

The Assembly,

Having taken note of the report of the Preparatory Committee instructed to draw up concrete proposals regarding Senator Ciraolo's scheme for the creation of an organisation of international solidarity between peoples against the calamities which may befall them;

Noting with great interest the Preparatory Committee's proposal to set up an International Relief Union;

Considering that an international institution such as that contemplated in the present instance, and possibly including among its members States not belonging to the League of Nations, should be constituted by a special agreement between the various Governments; that the Fifth Assembly in its resolution of September 26th, 1924, laid down that the different Governments should be consulted; and that it has not yet been possible for this consultation to take place :

Requests the Council to refer the scheme back to the Preparatory Committee in order that the latter may introduce any modifications which may be called for by the observations put forward in the Second Committee of the Assembly;

Requests the Council to submit the statutes thus revised to the Governments of all States, whether Members or not of the League of Nations, for their formal consideration;

Recommends that the Governments should be requested to communicate their views by a date to be fixed by the Council, in order that the Council may, if necessary, proceed to the convocation of a meeting of the duly authorised technical representatives of the aforesaid Governments with a view to the conclusion of the necessary arrangements for the definite establishment of the proposed union, if the Council considers that the replies received are such as to permit the conclusion of an Agreement to this effect.

7. — INTERNATIONAL MUNICIPAL CO-OPERATION

The Assembly,

Endorsing the report on International Municipal Co-operation submitted by the Secretariat in accordance with the resolution adopted by the Fifth Assembly on September 20th, 1924 :

Decides to call the attention of the different Governments to the advantages which close co-operation, national and international, between the municipalities, within the strict limits of national sovereignty, presents from the point of view of the aims of the League of Nations.

And requests the Council to authorise the technical organisations of the League to give favourable consideration, so far as they may find it practicable to do so, to requests for assistance or co-operation addressed to them by the various non-official international organisations which deal with municipal questions.

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THE
MONTHLY SUMMARY
OF THE
LEAGUE OF NATIONS

OCTOBER 1925

Vol. V. No. 10

Published on November 15th, 1925.

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I. — Summary of the Month.

Although the Conference of Locarno was not held under the auspices of the League and is for that reason not dealt with in the Monthly Summary, its work was of such extreme interest for the future development of the League that it cannot be passed over without this brief reference.

* * *

The outstanding manifestation of the League's activity in October was an extraordinary session of the Council to consider the Græco-Bulgarian dispute.

Following a frontier incident on October 19th, Bulgaria on October 23rd requested a special session of the Council under Articles X and XI of the Covenant. That same day, the Secretary-General convoked the Council for a special session in Paris on October 26th; the President of the Council urged both parties to cease hostilities and withdraw their troops, and all the Governments of the League were

telegraphically informed. Three days later, the Council met in Paris and issued a 24-hour invitation to both States to agree to withdraw troops and cease firing, and a 60-hour invitation in which to execute that agreement. A day and a half later, British, French and Italian military officers were on the spot as mandatories of the Council; within a few hours, hostilities had ceased, and within three days—eight hours before the expiration of the time-limit—all troops were back behind their frontiers. The Council, with the agreement of both nations, appointed an International Commission to start within a week to investigate the facts, the responsibilities and the damages, if any, and to propose measures for the prevention of similar incidents, the report to be ready, if possible, for the December session of the Council. During this session, certain important pronouncements were made by the various Governments represented, as to the use of force as a measure of self-defence without previous recourse to arbitration, and as to the relationship between the quick and successful settlement of the Græco-Bulgarian dispute and the Locarno Conference, which, M. Briand declared, had been successful only because it was based on the previous work of the League and conducted in the spirit of the League.

In addition to the Græco-Bulgarian dispute, the British-Turkish dispute on the Irak frontier came before an extraordinary session of the Permanent Court of International Justice for an advisory opinion requested by the Council in connection with certain legal points.

The annual reports of certain of the Mandatory Powers, together with various petitions and other questions regarding the administration of Mandates, were considered at a meeting of the Permanent Mandates Commission.

The year's programme of work on health, as set forth by the Sixth Assembly, was arranged in detail in a meeting of the Health Committee, while the Committee of Statistical Experts and the Sub-Committee on Arts and Letters drew up their programme for the coming year. Finally, the technical and financial prospects of the settlement of Armenian Refugees in the Caucasus were considered at a meeting in Paris, when it was decided to send a liaison officer and an engineer to Armenia to make a special investigation.

II. — Extraordinary (Thirty-Sixth) Session of the Council.

THE GRÆCO-BULGARIAN INCIDENT

At the request of the Bulgarian Government, which on October 23rd had invoked Articles X and XI of the Covenant (1), the Secretary-General convened the Council to meet in extraordinary session on October 26th in Paris.

The events which led to the Bulgarian appeal may be summarised as follows :

During the day of October 19th shots were exchanged on the frontier to the north-east of Salonica between Bulgarian and Greek sentries. A sentry was killed, as stated by Bulgarian telegrams, on Bulgarian territory, and, according to Greek despatches, a Greek officer was killed. Prolonged firing and movements of troops ensued.

Between the telegrams dealing with these events, addressed to the Council by the Governments concerned, there were divergencies and contradictions.

(1) *Article X*: The Members of the League undertake to respect and preserve as against external aggression the territorial integrity and existing political independence of all Members of the League. In case of any aggression, or in case of any threat or danger of such aggression, the Council shall advise upon the means by which this obligation shall be fulfilled.

Article XI: Any war or threat of war, whether immediately affecting any of the Members of the League or not, is hereby declared a matter of concern to the whole League, and the League shall take any action that may be deemed wise and effectual to safeguard the peace of nations. In case any such emergency should arise, the Secretary-General shall on the request of any Member of the League forthwith summon a meeting of the Council.

The Bulgarian Government proposed to the Greek Government that a mixed commission should be appointed to fix the responsibilities. The Greek Government, on the other hand, sent a Note to the Bulgarian Government, demanding apologies, the punishment of the officers responsible, and the payment of an indemnity to the families of the victims.

Meanwhile hostile acts continued. The Greek Government having instructed its military command to take all measures it considered necessary for the defence of its territory and the security of its troops, Greek detachments had entered Bulgarian territory in the neighbourhood of Petrich. On the other hand, according to telegrams from the Greek Government, Bulgarian detachments had penetrated Greek territory. The Bulgarian Government, in asking for a meeting of the Council, stated that it had given instructions to its military command that no resistance should be offered to the Greek troops. The appeal of the Bulgarian Government was received by the Secretary-General early in the morning of the 23rd. A few hours later, the Secretary-General summoned an extraordinary session of the Council. After consulting the acting President, M. Briand, he fixed the meeting for October 26th in Paris. In the afternoon of the same day, M. Briand sent a telegram, reminding both Governments of the "solemn obligations undertaken by them as Members of the League of Nations under Article XII of Covenant not to resort to war and of grave consequences which Covenant lays down for breaches thereof"; he therefore exhorted the two Governments to give immediate instructions that pending consideration dispute by Council not only no further military movements should be undertaken but that the troops should at once retire behind their respective frontiers.

On the same day the appeal of the Bulgarian Government, the convocation of the Council and M. Briand's telegram were communicated telegraphically to all States Members of the League and to the press.

Three days later the Council, including representatives of Greece and Bulgaria, met in public session in Paris, one of its members arriving by air. All the meetings were public.

Cessation of Hostilities and Evacuation of Occupied Territories.

For the Council two distinct questions arose. The first which involved ascertaining the facts and responsibilities, and, if necessary, fixing the amount of reparation due, demanded time and care. The second was urgent, as it concerned the cessation of hostilities and the immediate withdrawal of the Bulgarian and Greek troops to their respective territories.

Accordingly, at the first meeting of the Council, on October 26th, M. Briand asked the representatives of the parties, M. Marfoff (Bulgaria) and M. Carapanos (Greece) what action had been taken on his recommendation with regard to the cessation of hostilities and the withdrawal of troops, and what was the present situation.

M. Marfoff (Bulgaria) declared that at no moment and at no point had Greek territory been invaded or occupied by Bulgarian troops. M. Carapanos (Greece) stated that, as his Government had already made known, the Greeks were ready to evacuate Bulgarian soil as soon as the Bulgarians had withdraw from Greek territory and that his Government was ready to accept the Council's decision.

The Council, on the report of Mr. Chamberlain, then decided to request the representatives of both States to inform it within twenty-four hours, that the Bulgarian and Greek Governments had given unconditional orders to their troops to withdraw behind their respective national frontiers, and, with in sixty hours that all troops had been withdrawn within the national frontiers, that hostilities had

ceased, and that all troops had been warned that the resumption of firing would be visited with severe punishment.

The Council requested the French, British and Italian Governments to direct officers within reach to repair immediately to the region where the conflict had broken out, and to report direct to the Council on the execution of its decision. The Bulgarian and Greek Governments were so notified telegraphically in the evening of the 26th the period fixed by the Council for the execution of its decision beginning at that moment.

On October 27th the Greek representative mentioned certain suggestions for agreement between Greece and Bulgaria and the consequent evacuation of the territory occupied; the President of the Council said that what was now hoped for was the full acceptance of the Council's proposals. Both nations were given the opportunity of stating their case in full.

In the morning of the 28th the Bulgarian representative informed the Council that, in accordance with its decision, strict orders had been given to Bulgarian troops to abstain from all military action; and to the Bulgarian military command to withdraw any Bulgarian troops which might be on Greek territory.

M. Carapanos (Greece) said that his Government had, on receipt of the telegram notifying the Council's decision, repeated and confirmed instructions previously given with a view to the cessation of hostilities and the withdrawal of its troops.

The first part of the Council's decision of the 26th had therefore been executed. Orders had been given by both parties for the cessation of hostilities and for the evacuation of occupied territory.

As regards the execution of these orders, the Greek Government, on October 29th, informed the Council that it was neglecting no steps to ensure that the Bulgarian territory would be evacuated by the time fixed. This information was confirmed the same day by a report from the British, French and Italian military attachés at Belgrade, who had already arrived at the scene of action. The report stated that both parties had given formal assurances that the Council's decision would be executed, that calm reigned on the whole front, and that the arrangements made gave reason to hope that no incident was to be feared.

The Council was notified later by telegrams from the attachés and from the Greek Minister of Foreign Affairs that the Greek troops had entirely evacuated Bulgarian territory on October 28th, at midnight, that is to say, eight hours before the time-limit fixed by the Council, and that the evacuation had given rise to no incident of any kind.

* * *

At the public meetings of the Council, the Acting President, M. Briand, and the Rapporteur, Mr. Chamberlain, made several important declarations, which were unanimously approved by their colleagues.

On October 26th Mr. Chamberlain drew attention to the fact that the frontier incident with which the Council had to deal had arisen between two States Members of the League of Nations, both of which had accepted the obligations of the Covenant, in particular, Articles X and XI. He continued :

Such incidents as that which has caused our present meeting have sometimes had very serious consequences in the past, when there was no machinery such as that offered by the League for their peaceful adjustment and for securing justice to both parties; but it would be an intolerable thing—I go so far as to say that it would be an affront to civilisation—if, with all the machinery of the League at their disposal and with the good offices of the Council immediately available—as this meeting shows—such incidents should now lead to warlike operations instead of being submitted at once for peaceful and amicable adjustment by the countries concerned to the Council, which will always have regard to their honour and to the safety and security of their nations.

The Greek representative observed on different occasions that his country had been called upon to take rapid steps for its legitimate defence. On October 28th the President of the Council, M. Briand, said that it was essential that such ideas should not take root in the minds of Members of the League and become a kind of jurisprudence.

Under the pretext of legitimate defence, he said, disputes might arise which, though limited in extent, were extremely unfortunate owing to the damage they entailed. These disputes, once they had broken out, might assume such proportions that the Government, which started them under a feeling of legitimate defence, would be no longer able to control them.

The League of Nations, through its Council, and through all the methods of conciliation which were at its disposal, offered the nations a means of avoiding such deplorable events. The nations had only to appeal to the Council. It had been shown that the criticisms which had been brought against the League of Nations to the effect that its machinery was cumbersome and that it found it difficult to take action in circumstances which required an urgent solution, were unjustified. It had been proved that a nation which appealed to the League, when it felt that its existence was threatened, could be sure that the Council would be at its post ready to undertake its work of conciliation.

The rapporteur said that the declaration of M. Briand as to the rôle which the League could play in such cases as that before the Council, and as to the restraint which nations might be expected to exercise in view of the fact that the Council could be immediately convened and use its good offices, was of such consequences for the moral position of the League of Nations and for the guidance of its Members, that he would like, on behalf of his Government, to express his complete concurrence in all that the President had said.

The other Members of the Council, one by one, approved M. Briand's declaration, laying particular emphasis on the importance of the solemn undertaking entered into by all States under Article X—which M. Hymans (Belgium) considered as the "soul of the Covenant and the essence of the international engagements it embodied"—and upon the promptitude with which the Council had acted.

M. Guani (Uruguay) and M. de Mello Franco (Brazil) were of opinion that the results achieved by the Council would have a very considerable effect in the countries of Latin-America. In this connection, it may be mentioned that seven Latin-American countries—Cuba, Guatemala, Honduras, Nicaragua, Peru, Salvador and Venezuela—addressed telegrams to the Secretary-General, acknowledging the notification of the Bulgarian appeal and the convocation of the Council, and stating the interest they attached to a pacific settlement of the question.

Similar telegrams were received from Australia, Hungary, Luxemburg, Siam and Switzerland.

Constitution of a Commission of Investigation and Settlement.

As soon as the Council was satisfied that the territories occupied had been evacuated and that hostilities had ceased, it considered the measures to be taken for a complete and final solution of the difficulties which had necessitated its intervention.

On October 27th, it heard the representatives of the parties, who described the incident from the Bulgarian and the Greek point of view, at the same time stating their demands.

The Bulgarian representative declared that his Government, as soon as it had received news of the incident, had proposed that a mixed commission of inquiry should be appointed. He added that at no time and on no point had Greek territory been occupied by Bulgarian troops and that it was not possible to speak of an aggression on the part of Bulgaria. He recalled that Articles X, XI, XII and XV of the Covenant absolutely precluded the use of force by the Members of the League,

and that Bulgaria, in virtue of the Treaty of Neuilly, was a disarmed country, the provisions of this Treaty having been faithfully carried out. To conclude, the Bulgarian representative demanded an investigation and reparation for damages. He also requested that the Bulgarians taken prisoner by the Greeks should be set free.

The Greek representative said that the measures taken by his Government were necessary for the defence of Greek territory. The Greek advance only took place after the violation of Greek territory by Bulgarians, and had technically a defensive character.

The Greek representative asserted that the Bulgarian proposal for an inquiry had only been made after the Bulgarian troops had been beaten. He ascribed the various incidents to the activity of the comitadji organisations, and to the fact that the Bulgarian Government had not been able to enforce the application of the military clauses of the Treaty of Neuilly. He requested the Council to investigate the local causes which had led to the incident of the Græco-Bulgarian frontier, in particular the existence of a Bulgarian army corps ready to take the field on any occasion.

The Bulgarian representative said that his Government consented to the question of the comitadji being elucidated in the course of the inquiry.

From these declarations it appeared that both the Bulgarian and the Greek Government wished the Council to investigate the origin and the underlying causes of the incident which occurred on their common frontier, to establish responsibilities and to consider whether indemnities or reparations were due. The Council accepted this task and undertook moreover to seek means of eliminating in the future the likelihood of such incidents as gave rise to the recent trouble. On the report of Mr. Chamberlain, the Council decided, on October 29th, to appoint a Commission to proceed to a thorough investigation of the incidents which had arisen on the Græco-Bulgarian frontier to the north-east of Salonica.

The Commission was instructed, in particular, to establish the facts enabling the responsibility to be fixed and to supply the necessary material for the determination of any indemnity or reparation. Further, in order that the Council might be in a position to make suitable recommendations to the Governments concerned, the Commission was requested to submit to the Council, either in its report or subsequently, any suggestions as to measures which, in its opinion, would eliminate or minimise the general causes of such incidents and prevent their recurrence.

The Commission was constituted as follows : Sir Horace Rumbold, British Ambassador at Madrid, Chairman; a French officer; an Italian officer; a civilian of Swedish nationality, and a civilian of Dutch nationality.

The Commission will meet at Geneva on November 6th and will proceed to the scene of the incident with the utmost dispatch. It will be entitled to conduct its investigations both on the spot and at the seats of the two Governments concerned. Pending its arrival, the military attachés of France, Great Britain and Italy, who are at present on the scene of the incident, will remain in touch with the situation, and, on the arrival of the Commission, put at its disposal all the information they may have collected.

The Commission was requested to submit its report before the end of November, in order that the Council might examine it in December.

The representatives of both parties accepted this decision, declaring moreover that they accepted in advance any other decisions the Council might take in the matter. They also gave formal assurances that any prisoners who might have been captured by their troops should be at once set free and transferred, at the expense of the Government having captured them, to their national territory, and that any movable property, cattle, etc., that might have been seized should be forthwith restored, or, if that was not possible, that suitable compensation should be made, the figure to be fixed eventually by the Commission.

* * *

At the last meeting of the session, several members of the Council made statements on the Græco-Bulgarian affair and the Locarno agreements from the point of view of the spirit and work of the League.

On hearing that the decision of the Council had been completely executed, the President, M. Briand, thanked the Bulgarian and Greek representatives for the rapidity with which their Governments had complied with the invitation of the Council. He continued :

Throughout this affair which ends in so fortunate a manner there is neither victor nor vanquished. There are two nations which, forming part of the same great family of peace, have shown their desire for conciliation by agreeing immediately to accord to reason and justice in the dispute in which they were engaged... It is composed of nations great and small, all equal and all sure of finding within the League the same justice for every member... In this case the League of Nations has not failed to fulfil either the spirit which inspired its foundation or the purpose for which it was intended.

Mr. Chamberlain observed that the importance of the work which had been done by the Council lay above all in the fact that the Council was building up the jurisprudence of the League of Nations. He added :

Thanks to the readiness with which the two Powers concerned immediately submitted their case to the Council, thanks to the promptitude with which the President and the Secretary-General acted before a dangerous situation had got out of control, the Council has met, and, with the willing assent of both parties to the dispute, has brought to a close—a happy close—the incidents which immediately threatened the peace of those nations, and has put in the way of friendly settlement the further questions which remained to be considered.

We have here an example of the conduct which may be expected of nations, Members of the League, between whom some unfortunate dispute arises, which threatens the peace of the world; and we have an example of the manner in which the Council of the League will use the authority of the powers entrusted to it by the Covenant of the League for conciliation, for restoring friendly relations between nations, between whom a dispute has arisen, for removing, if possible, those causes of dispute in the future, and above all for preserving the peace of the world.

Now that we are all bound together in the League and by the conditions of the Covenant, a threat of war anywhere is a menace which comes home to us all, and which affects us all.

Viscount Ishii, speaking in the name of his Government, presented to the French, British and Italian representatives on the Council his sincere congratulations for the work of the Locarno Conference, adding that he was happy to note that certain ideas entertained by Japan and defended by the Japanese delegation to the last Assembly had been realised. These principles were the establishment of regional agreements, to be extended, as far as circumstances permitted, to the rest of the world and the introduction and perfection of the system of international conciliation drawn up by the Third Assembly.

Viscount Ishii concluded :

The atmosphere which is usually called the "Geneva atmosphere" happily took at Locarno a tangible and concrete form. This new spirit will be henceforth a perpetual inspiration for the League of Nations and for the whole world.

To-day we have reason to congratulate ourselves on having been able to arrive at a pacific solution of the regrettable Græco-Bulgarian incident. That we have been able to settle this incident so quickly and so satisfactorily is to a large extent due to the agreement of Locarno, by the spirit of which all the Members of the Council are deeply inspired.

The Spanish representative, M. Quinones de Leon, said that he entirely associated himself with the observations of the Japanese representative.

The President, M. Briand, speaking on behalf of his British and Italian colleagues as well as in his own name, thanked the Japanese and Spanish representatives, adding :

If the negotiations dealing with the security of several nations, whose geographical situation in Europe is particularly difficult, have been crowned with success, it is due to the fact that from beginning to end we took the utmost care to conduct these negotiations in the spirit of the League of Nations and of its Covenant. It is because we were guided by all the previous work of the League of Nations, so happily recalled just now by the Japanese Ambassador, that we were able to attain our aims.

M. Briand further stated that the negotiators had been actuated at Locarno by the desire to work, as Europeans and citizens of the world, for the peace of the whole world, and not to confine themselves to selfish and national solutions.

Under the inspiration of a resolution voted by the last Assembly, which gave us great encouragement, we have pursued the limited but nevertheless important work of Locarno. This is the first step.

The seed will spring up and grow; whatever may be said, an atmosphere has been created; peace, I am convinced, has won a great victory over war.

III. — The Permanent Court of International Justice (1).

EXTRAORDINARY SESSION

The Mosul Question (2).

On October 22nd the Permanent Court of International Justice met in extraordinary session at the Hague for the purpose of considering certain questions submitted to it for an advisory opinion by the Council of the League, and relating to the dispute regarding the frontier between Turkey and Iraq (3).

Upon its receipt, the request for an opinion had been immediately communicated by the Registrar to the Governments of States Members of the League, to the States mentioned in the Annex to the Covenant and also to the Turkish Government; these Governments had at the same time been informed that the Court would be prepared to receive any information which they might desire to furnish on the questions put. Only the British and Turkish Governments had taken any steps following upon these notifications.

The Turkish Government had replied by telegram that in its opinion there was no occasion for it to send a representative to the Court's session : but it had also, in this telegram, explained its attitude as regards the questions put to the Court and had referred to some of its previous declarations; it had also officially transmitted to the Court certain documents regarding the affair.

The British Government, for its part, had submitted a memorial which had been communicated to Turkey. It had also asked to be allowed to make an oral statement, and had sent as its representatives for this purpose Sir Douglas Hogg (Attorney General), Sir Cecil Hurst and Mr. Fachiri.

(1) *Erratum* : Volume V, No. 9, p. 208, Swiss proposal : instead of "would come to an end in 1927" read "would come to an end in 1926 and 1927".

(2) This article has been prepared with the aid of information furnished by the Registry of the Court.

(3) See *Monthly Summary*, Vol. V, No. 9 p. 207 and 231.

In opening, on October 26th, the first public hearing of the session, M. Huber, President of the Court, referred, in the first place, to the circumstances in which this extraordinary session of the Court had been convened. He then went on to state that, in the course of the private deliberations which had already taken place upon the affair, the Court had been able to satisfy itself that these circumstances did not prevent it from giving the advisory opinion for which it had been asked. Lastly, he stated that the Court would, until October 31st, be prepared to receive any observations which the Turkish Government might wish to submit, either in regard to the British memorial or in regard to the information which the representatives of the British Government would submit to the Court in the course of the hearings.

The President then called upon the British representatives.

Sir Douglas Hogg, in the first place, expressed his regret at the absence of the Turkish representative which obliged him to take as his starting point, in discussing the Turkish standpoint, the telegram above mentioned, and the statements made on behalf of Turkey before the Council of the League. He laid stress on the strictly legal character of the questions submitted to the Court, which was simply and solely asked to give an interpretation of the clause of the Treaty of Lausanne under which the Council of the League of Nations had power to take action in the Mosul question.

The British Government's representative stated the principle which, in his view, should be applied for the interpretation of legal clauses : when the clause is clear in itself the preparatory works should not be referred to for the purpose of its construction.

Turning next to the first of the questions put to the Court, namely, that relating to the nature of the decision to be taken by the Council under Article 3 of the Treaty of Lausanne, he made an analysis of this question and arrived at the conclusion that in this case the intention was that the Council should take a decision which would be final and binding on the parties concerned; but that was the essential feature of the notion of arbitration. The representatives of Great Britain and Turkey had, moreover, solemnly recognised the arbitral character of this decision, more especially when they accepted the Council resolution of September 30th, 1924, which in effect constituted a special arbitration agreement. Moreover, the rôle of arbitrator, entrusted in this case, according to the British Government's contention, to the Council, had nothing extraordinary about it. Sir Douglas Hogg recalled various earlier cases in which the Council of the League had acted as arbitrator.

Finally, the British representative, while making express reservations as to the admissibility for the purposes of the interpretation of a given clause of considerations based on the work done in preparation thereof, made an analysis of the discussions leading up to the adoption of the final wording of Article 3 of the Treaty of Lausanne; in his view this analysis bore out the conclusions at which he had arrived, simply on the basis of the wording of the Article and of the declarations of the parties.

• At the following hearing, Sir Douglas Hogg stated the British Government's views on the second of the questions put to the Court, namely, whether the Council's decision could, in this case, be taken by a majority, or must be unanimous, and whether the parties should be allowed to take part in the vote.

He endeavoured to show that, if it be admitted—as the British Government contends—that the rôle of the Council is that of arbitrator, the Council can, under paragraph 2 of Article 3 of the Treaty of Lausanne, take a decision merely by a majority.

That indeed was the generally accepted principle governing international arbitration procedure, except in cases where the arbitration agreement expressly stated the contrary.

In support of this contention he cited several precedents, the opinions expressed by various authors and clauses from certain conventions.

Did Article V of the Covenant of the League of Nations, which provided that the decisions of the Council should be unanimous, prevent the application of this principle. Sir Douglas Hogg maintained that it did not, for, in the present case, jurisdiction had been conferred upon the Council, not under the Covenant but under a treaty provision accepted by the two parties and conferring on the Council a special mission, outside of the scope of the Covenant and to which the provisions of that instrument did not apply. Such missions were, in Sir Douglas Hogg's submission, perfectly admissible, for provision was made for similar ones in certain clauses of various treaties or conventions, some of which had been drawn up by the same persons as the Covenant of the League of Nations. In this connection, Sir Douglas Hogg quoted, amongst others, Article 8 of the Security Pact initialled at Locarno, and Article 16 of the Draft Protocol for the Pacific Settlement of International Disputes (Geneva 1924), which made provision for the exercise of the functions of an arbitrator by the Council, its decisions requiring a two-thirds majority. He also mentioned the minority treaties (*e.g.* the Treaty concluded at Paris in 1919 with Poland) and the Protocol for the financial reconstruction of Hungary.

Then, turning to the last part of the second question before the Court, the British representative endeavoured to show that in the case under consideration the parties to the case had not the right to take part in the vote.

For if the Council were acting—as maintained by the British Government—as an arbitrator, outside the scope of the Covenant, the principle that a party cannot try its own case, which has already been accepted by the Council, should be applied. If, on the other hand, the Court were of opinion that the provisions of the Covenant should be applied, those provisions laid down the same rule.

Finally, Sir Douglas Hogg summarised his conclusions as follows : in applying paragraph 2 of Article 3 of the Treaty of Lausanne the Council of the League acted as arbitrator; it might take a decision by a simple majority; and the parties to the case might not vote.

Turning then to certain conclusions drawn by the Turkish Government from the declarations made before the Council on behalf of the British Government by Mr. Amery—which conclusions he regarded as erroneous and attributed to a misunderstanding—Sir Douglas Hogg affirmed that the British Government still hoped that Turkey would recognise the obligations assumed by her in signing the Treaty of Lausanne and would admit the validity of the undertaking given on September 30th, 1924, by the Turkish delegation to accept the Council's decision. He added that, in that case, the British Government would also continue to recognise that the Council's decision possessed the binding force which the British representatives on the Council had always admitted. But if not, as it was clear that an arbitration agreement was a bilateral contract, one party would not be required to consider itself as bound beforehand if the other party had taken upon itself to withdraw from the undertaking given.

The hearing was terminated, but the proceedings were not definitely declared closed, the Court reserving the right if necessary to ask for further information concerning the matter before it from Governments or international organisations capable of furnishing them.

The Court retired to consider its judgment.

IV. — General Questions.

1. — INTERNATIONAL ENGAGEMENTS

a) *Registration.*

Among the treaties and international agreements registered in October figure :

Two agreements concluded on May 31st, 1924, by the Chinese Government and Soviet Russia, presented for registration by China. The first includes declarations relating to property of the Chinese State, of the Russian State and of the Russian Orthodox Mission in China; the non-recognition by the Soviet Government of agreements concluded by the late Czarist Government with other Powers, affecting the sovereign rights and interests of China; an undertaking given by China not to transfer to a foreign Power or organisation rights and privileges renounced by the Soviet Government in regard to concessions granted to the late Czarist Government; the position of Russian nationals as resulting from the renunciation by the Soviet Government of ex-territorial rights and consular jurisdiction in China; and an exchange of notes concerning the dismissal from the Chinese army and police of subjects of the late Czarist Empire. The second of these agreements deals with the question of the provisional administration of the Chinese Eastern Railway.

Two treaties relating to the Chinese customs tariff and the policy to be followed in regard to China concluded at Washington on February 6th, 1922, by Belgium, the British Empire, China, France, Italy, Japan, the Netherlands, Portugal and the United States, presented for registration by the British Government.

A series of agreements concluded by the British Government with Bulgaria, Germany, Italy, the Netherlands, Portugal, and Czechoslovakia, relating to arbitration, postal arrangements, etc., presented for registration by the British Government.

A series of agreements concluded by Latvia with France, Great Britain, Poland, Hungary, Lithuania, Finland, Esthonia, Czechoslovakia and Soviet Russia, concerning *inter alia* sanitary questions, trade and navigation, extradition, legal assistance, private international law, frontier traffic and the reciprocal recognition of tonnage certificates, presented for registration by Latvia.

A Treaty of Friendship between Sweden and Turkey, presented for registration by Sweden.

b) *Amendments to the Covenant.*

The amendment to Article XVI of the Covenant (Economic Blockade) adopted by the Sixth Assembly⁽¹⁾ has been signed by Albania, Brazil, Bulgaria, Denmark, the Dominican Republic, Esthonia, the Netherlands, New Zealand, Norway, Siam Uruguay, and Portugal.

c) *Adhesions, Ratifications and Signatures.*

The British Government has adhered to the Conventions adopted by the Second General Conference on Communications and Transit on behalf of the following colonies, protectorates, and mandated territories :

(1) See *Monthly Summary*, Vol. V, No. 9, p. 213.

*Convention and Statute on the International Regime of Railways
and Protocol of Signature (Geneva, December 9, 1923).*

British Guiana	Johore
British Honduras	Kedah
Brunei	Perlis
Federated Malay States :	Kelantan
Perak	Trengganu
Selangor	Nigeria
Negri Sembilan	Northern Rhodesia
Pahang	Nyasaland
Gambia	Palestine
Gold Coast	Sierra Leone
Hong Kong	Straits Settlements
Malay States (unfederated) :	Tanganyika Territory

*Convention and Statute on the International Regime of Maritime Ports and Protocol
of Signature (Geneva, December 9, 1923).*

Bahamas	Leeward Islands :
Barbados	Antigua
Bermuda	Dominica
British Guiana	Montserrat
British Honduras	St. Christopher Nevis
British Solomon Islands Protectorate	Virgin Islands
Brunei	Malay States (unfederated) :
Ceylon	Johore
Cyprus	Kedah
Falkland Islands	Perlis
Federated Malay States :	Kelantan
Perak	Trengganu
Selangor	Mauritius
Negri Sembilan	Nigeria
Pahang	Palestine
Fiji	St. Helena
Gambia	St. Lucia
Gibraltar	St. Vincent
Gilbert and Ellice Islands	Seychelles
Gold Coast	Sierra Leone
Grenada	Somaliland
Hong Kong	Straits Settlements
Jamaica (excluding Turks and Caicos Islands and Cayman Islands)	Tanganyika Territory
Kenya	Tonga
	Trinidad and Tobago
	Zanzibar

*Convention relating to the Transmission in Transit of Electric Power and Protocol
of Signature (Geneva, December 9, 1923).*

British Guiana	Federated Malay States :
British Honduras	Perak
Brunei	Selangor

Negri Sembilan	Kelantan
Pahang	Trengganu
Gambia	Nigeria
Gold Coast	Northern Rhodesia
Hong Kong	Nyasaland
Kenya	Palestine
Malay States (unfederated) :	Sierra Leone
Johore	Straits Settlements
Kedah	Tanganyika Territory
Perlis	

Convention relating to the Development of Hydraulic Power affecting more than one State and Protocol of Signature (Geneva, December 9, 1923)

British Guiana	Malay States (unfederated) :
British Honduras	Johore
Brunei	Kedah
Federated Malay States :	Perlis
Perak	Kelantan
Selangor	Trengganu
Negri Sembilan	Nigeria
Pahang	Northern Rhodesia
Gambia	Nyasaland
Gold Coast	Palestine
Hong Kong	Sierra Leone
Kenya	Straits Settlements
	Tanganyika Territory

2. — APPOINTMENT OF REPRESENTATIVES TO THE LEAGUE OF NATIONS

a) *Appointment of a Latvian Delegate.*

The Latvian Government has informed the Secretary-General that it has accredited M. Charles Duzmans as its permanent delegate to the League of Nations.

b) *Creation of a Permanent Roumanian Secretariat.*

The Roumanian Government has notified the Secretary-General of the constitution of a permanent Roumanian Secretariat at the seat of the League and of the appointment of M. Edmond Ciuntu, Secretary of Legation, as director of this office.

V. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *Fifth Session of the Health Committee.*

The fifth session of the Health Committee took place at Geneva from October 8th to October 14th, when a series of proposals entailing new work for the Health Organisation were considered and a considerable number of resolutions passed.

There were present :

Dr. Th. Madsen	(Danish)
M. O. Velghe	(Belgian)
Professor Léon Bernard	(French)
Sir George Buchanan	(British)
Professor Cantacuzène	(Roumanian)
Dr. H. Carrière	(Swiss)
Dr. Carlos Chagas	(Brazilian)
Dr. Chodzko	(Polish)
Dr. Alice Hamilton	(American)
Dr. Jitta	(Dutch)
Professor Jorge	(Portuguese)
Dr. A. Lutrario	(Italian)
Dr. P. Mimbela	(Peruvian)
Professor B. Nocht	(German)
Professor Ottolenghi	(Italian)
Professor Pittaluga	(Spanish)
Dr. Raynaud	(French)
Dr. Tsurumi	(Japanese)

Proposals submitted at the Assembly. — Eight Governments made proposals to the Assembly concerning further work for the Health Organisation. At the request of the Assembly these proposals were transmitted by the Council to the Committee for study in the light of the fact that the Health Committee's budget was fixed and that it had tentatively decided not to increase the number of its sub-committees. In practically every case the Health Committee appointed one or more of its members to investigate a proposal and report to a subsequent session on what could be done. Thus the Czechoslovak proposal for a comparative study of the most economic, practical and efficient methods of public health administration, in relation to national health insurance, led to a decision that, on the one hand, use should be made of the publications regarding the organisation and administration of national health services being prepared under the auspices of the League Health Organisation and, on the other, a preliminary study of systems of social insurance against disease in different countries should be undertaken after consultation with the Czechoslovak authorities and with the International Labour Office. A preliminary report is to be prepared by members of the Health Committee and the Health Section on the prevalence of trachoma and on the measures adopted in various countries for its prevention, in response to a proposal of the Italian delegation. Similar procedure was adopted with regard to a proposal of the Serb-Croat-Slovene Government as to the desirability of investigating the manufacture and distribution of food supplies in the interests of national public health, the Dutch proposal to take up the question of infantile mortality, and a proposal of the French delegation for the setting up of a sanitary and epidemiological bureau on the West Coast of Africa in view of the gravity and prevalence of endemic and epidemic diseases in this part of the world and the resulting international danger. Information on this subject is to be secured from the public health administrations interested and from a study of existing conditions on the occasion of the forthcoming interchange of medical officers in that area.

Liaison with Latin-America. — Proposals submitted by the Latin-American delegations to the Assembly were considered in conjunction with a report by Professor Leon Bernard, French member of the Health Committee, who had made an official voyage in Brazil, Argentine and Uruguay, for the purpose of studying certain aspects of the health services of these countries and strengthening co-operation between the Health Organisation and Latin-American members of the League.

The Brazilian and Argentine Health services have decided to set up special bureaux within their health administrations for insuring co-operation, as has already been done by the Governments of Czechoslovakia and Roumania. The Health Committee welcomed the extension of this procedure, and expressed its appreciation of a Venezuelan proposal to this effect. In response to a proposal by Paraguay that an expert medical statistician should be sent to certain countries, notably Latin-America, in order to help the Health Organisation in its efforts to secure international comparability of vital statistics. The Health Committee requested its medical director to keep in touch with interested countries, study any specific requests they might make and take action where necessity arose. The Cuban suggestion for interchanges of technical personnel between certain institutes of tropical medicine in Latin-America was adopted by the Committee. Professor Bernard further emphasised the desirability for the Brazilian health services of receiving promptly epidemiological information sent out by the Singapore Bureau, in view of the importance of Japanese immigration to Brazil.

The Malaria Commission. — The Health Committee adopted the report and resolutions of its Malaria Commission, and decided to transmit to the French Government the report of two of its members on malaria in Corsica, suggesting methods of conducting an effective campaign against this disease, and also that the Malaria Commission should be kept informed by an annual or semi-annual report of the progress made in Corsica. The Committee expressed its appreciation of the confidence displayed in it by the French Government's request for its help in the conduct of an enquiry and the recommendation of preventive measures.

The Malaria Commission declared it had now practically completed its investigations into the prevalence of malaria in East Europe and the Mediterranean basin, but still felt it necessary to undertake a collective study tour in Sicily and, in addition, carry on some detailed investigations on certain points, which necessitated a tour in some of the Southern States of the United States of America, for the purpose of studying anti-larval measures and Bass's experiments on the exclusive use of quinine. Particular subjects to be investigated included the relationship of river deltas to endemic malaria, the influence of rice fields in Europe, the role of animals, the results of drainage measures, of measures directed against adult mosquitos and against larvae, conditions under which mosquitos become infected, the value of the secondary alkaloids of cinchona as a substitute for quinine, etc. These recommendations for future work were adopted and the Health Committee further directed the attention of the Malaria Commission to the possible relationship between this disease and climatic and meteorological conditions.

Cancer and Tuberculosis. — The investigations of the Cancer and Tuberculosis Commissions were approved. In connection with the latter, the Health Committee heard a proposal of the High Commissioner for the Union of South Africa, put before it by Dr. J. A. Mitchell, Secretary for Public Health and chief health officer of the Union of South Africa, that the Health Committee should undertake an enquiry into the incidence of tuberculosis amongst South African native miners. The Committee declared its readiness in principle to co-operate in this investigation subject to further information, and expressed its gratitude for the valuable information supplied by Dr. Mitchell as to a situation which "appears to offer an exceptional and practical opportunity of epidemiological enquiry of a most fruitful kind. Such an enquiry should prove of great utility in the study of the general problem of tuberculosis and would also afford a field for the study and application of methods for producing immunity."

Special Enquiries and Reports. — The Brazilian member of the Committee, Dr. Chagas, was asked to prepare for the next session a report on the prevalence of leprosy and the measures applied to prevent its spread in Latin-America. The

Spanish member, Professor Pittaluga, and Dr. N. Raynaud (France) were asked to continue and complete their epidemiological and statistical investigations into the prevalence of leishmaniasis in the Mediterranean region, for report to the next session. Other rapporteurs were requested to prepare data on measles and its prevention by new methods of inducing immunity, specific preventive methods used against scarlet fever, the value of disinfection for the prevention of disease, and a number of other subjects.

Routine Work. — Finally, the routine work of the Organisation, such as the Epidemiological Intelligence Service and the system of interchanges, was approved, as was the report on the second international conference for the biological standardisation of certain medical preparations ⁽¹⁾.

The Committee requested the Secretary-General of the League to communicate to the Governments for transmission to their competent services the resolutions adopted by this Conference.

b) *Commission of Inquiry on Sleeping Sickness in Equatorial Africa.*

The Belgian, Spanish and French Governments have informed the Secretary-General that they are prepared to contribute respectively the sums of 100,000 francs, 5,000 pesetas and 50,000 francs towards the expenses of the Commission of Inquiry on Sleeping Sickness in Equatorial Africa. The French Government's offer is made on behalf of the Governments of French Central Africa and the French Cameroons.

c) *Interchange of Medical Officers of Health.*

The interchange of public health officials of the Far East arranged by the League Health Organisation began on October 18th at Tokio and will come to an end on December 4th at Dairen.

Seventeen officials, belonging to the health services of Australia, China, the Federated Malay States, Hong-Kong, India, the Dutch East Indies, Indo-China, Japan, New Zealand, the Philippines, Russia and the Straits Settlements, are taking part in this interchange, the object of which is to make them acquainted, by a study on the spot, with the organisation and working of the Japanese Health Service.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *The Financial Reconstruction of Austria.*

(Communicated by the Commissioner-General's Office.)

Situation in October. — Pursuant to the decisions of the Council in September ⁽²⁾, the Austrian Parliament, on October 14th, voted a resolution by which it agreed to the measures proposed by the Council, on condition that the control of the Commissioner-General, from January 1st, 1926, be limited to the assigned revenues and the expenditure of the balance of the reconstruction loan, and that the control come to an end after the passing of the 1926 budget and the submission of the closed accounts for 1925.

Reduction of Civil Service Staff. — The total number of officials dismissed since October 1st, 1922, rose to 78,249 on September 26th.

(1) See *Monthly Summary*.

(2) See *Monthly Summary*, Vol. V, No. 9, p. 218.

Budget Estimates. — Budget Estimates for October shewed the following figures^o:

	Current Administration	Investments	Total
Expenditure	59.33	6.90	66.23
Revenues	62.92	0.50	62.42
Surplus	3.59	—	—
Deficit	—	7.40	3.81

Assigned Revenues. — The yield of the revenues assigned for the service of the reconstruction loan was 36 million shillings in September (20 from the tobacco monopoly and 16 from the customs).

General Situation. — The number of unemployed receiving State assistance increased from 112,642 on September 15th to 117,013 on October 15th.

Bank and savings bank deposits rose from 477.51 million shillings at the beginning of September to 495 millions at the beginning of October.

The balance sheet of October 15th of the Austrian National Bank shewed note circulation of 783 million shillings covered by gold and foreign monies equivalent to 64.8 %. If current accounts of 65 million shillings be added, it will be seen that total commitments of 848 millions are covered in a proportion of 59.7 % by gold and foreign monies.

Imports during the first six months of 1925 totalled 1,247,808,000 shillings, exports 897,054,000 shillings; the foreign trade deficit was therefore 350,754,000 shillings. The corresponding figures in 1924 were 1,635,540,000 (imports), 897,131,000 (exports) and 738,409,000 shillings (deficit).

b) *Meeting of the preparatory Committee on Statistics* (1).

The Preparatory Committee on Statistics met at Rome on October 6th when it considered its programme for the coming year and divided the work among its members.

The Committee is composed as follows :

M. Delatour	(French)
Mr. A. W. Flux	(British)
Dr. Hanosek	(Czechoslovak)
M. Jensen	(Danish)
Dr. Julin	(Belgian)
Mr. Lodevay	(League of Nations)
M. Lucien March	(French)
Dr. Mataja	(Austrian)
Dr. Methorst	(Dutch)
M. Neculcea	(Roumanian)
Dr. Pribram	(International Labour Office)
Sir Henry Rew	(British)
Professor Ricci	(Italian)
M. Simiand	(French)
Professor Verriijn Stuart	(Dutch)
Professor Wurzbürger	(German)

Pursuing its studies with a view to co-ordinating methods to be recommended in the compilation of economic statistics, the Committee decided to extend its

(1) See *Monthly Summary*, Vol. IV, No. 5, p. 94.

enquiry to all industrial statistics other than the census of production, mineral statistics, and agricultural statistics. Each member of the Committee was requested to prepare a report on the methods employed in compiling industrial statistics in his own country and in its self-governing Dominions, colonies and dependencies. It was also decided that arrangements should be made for obtaining a similar report from the United States of America.

With regard to the problem of the statistics of stocks, the Committee came to the conclusion that the reports of the individual members should contain a section relating to the existing statistics of stocks in their respective countries, including Dominions, colonies and dependencies. Two sub-committees were formed to draft special reports on the statistics of stocks of cereals, alcohol and sugar, such documents not to be confined to the countries represented by the members of the sub-committee.

c) *Settlement of Armenian Refugees* (1).

The technical and financial prospects of the settlement of Armenian refugees in the Caucasus were discussed in Paris on October 30th and 31st by the Commission provided for by the Sixth Assembly.

There were present :

- M. Karl Bergmann, Director of Lazard, Speyer and Ellisen, Frankfort; former Under Secretary of State in the German Finance Ministry;
- Sir Murdoch MacDonald, former Egyptian Under Secretary of State for Public Works;
- Dr. Fridtjof Nansen, High Commissioner of the League of Nations for refugee questions;
- M. Jules Pams; Senator, former French Minister of Home Affairs;
- Commendatore Poma, delegate of the Italian Treasury in Paris.

The Commission decided to send to Armenia Captain Quisling (Norwegian) to act as liaison officer to the Armenian Government, and an engineer, who would make an expert study of the irrigation scheme, the cost of which is estimated at one million sterling. In addition, it arranged, in accordance with the instructions of the Council, for the necessary exchanges of views with the organisations of the League, with the Government of the Armenian Republic and with associations and private individuals whose help may appear useful.

3. — INTELLECTUAL CO-OPERATION

Meeting of the Sub-Committee on Arts and Letters.

The Sub-Committee on Arts and Letters held its first meeting in Paris from October 5th to October 7th, when it drew up a general programme of work for the Sections for Arts and Letters of the International Institute of Intellectual Co-operation. M. Destrée, former Belgian Minister of Science and Art and member of the Committee on Intellectual Co-operation, took the chair.

The Arts Section will study among other questions that of a periodical publication—for example, a yearbook—dealing with the artistic movement in general and its international manifestations.

The Section for Letters will consider means of promoting international literary intercourse and the knowledge of works published in the various countries. The

(1) See *Monthly Summary*, Vol. V, No. 9, p. 237.

Sub-Committee devoted special attention to the question of a comparative study of literature and to that of translations.

° These two sections will co-operate with the Legal Section of the Institute in the study of questions relating to the protection of the rights of intellectual workers and respect for works of art.

VI. — Administrative Questions

SEVENTH SESSION OF THE PERMANENT MANDATES COMMISSION

The Permanent Mandates Commission met at Geneva from October 19th to October 30th, for the purpose of considering the annual reports of certain Powers on the administration of territories under their mandate, petitions and questions of general interest.

There were present :

Marquis Theodoli, Chairman	(Italian)
M. van Rees, Vice-Chairman	(Dutch)
M. Freire d'Andrade.	(Portuguese)
M. Beau	(French)
M ^{me} Bugge-Wicksell.	(Swedish)
Sir Frederick Lugard	(British)
M. Palacios.	(Spanish)
M. Rappard.	(Swiss)
M. Yamanaka.	(Japanese)
Mr. Grimshaw.	(International Labour Office)

The Belgian member of the Commission, M. Orts, was unable to attend the meeting.

Before examining the annual reports, the Commission heard a statement by its Chairman on the work of the Assembly and the Council in connection with the Mandates question. The chief of the Mandates Section, M. Catastini, gave an account of the work of the Section and the communications received since the last session of the Commission.

I. *Annual Reports.*

The Commission, in the presence of accredited representatives of the Mandatories, considered reports on the administration of the following territories : British Cameroons (Representative of Mandatory : Major Ruxton, Resident of one of the two chief divisions of the Territory); Palestine and Transjordan (Representative of the Mandatory : the Hon. W. Ormsby Gore, Under Secretary of State for the Colonies); Ruanda Urundi (Representative of the Mandatory : M. Halewyck, Director-General of the Belgian Colonial Department); Western Samoa (Representatives of the Mandatory : Sir James Allen, High Commissioner of the New Zealand Government in London; Mr. J. D. Gray, Secretary of the New Zealand Department of External Affairs); South Sea Islands under Japanese Mandate (Represent-

tative of the Mandatory : M. Sugimura, Assistant-Chief of the Japanese League of Nations Office).

The examination of the reports on Syria and Lebanon and on Iraq, both of which figured on the agenda, was postponed.

Iraq. — Mr. Ormsby Gore read a telegram from the British Government proposing that the examination of the report on Iraq, which covered the period from April 1923, to December, 1924, should be adjourned. He declared that his Government was in no way actuated by any desire to shirk its responsibilities towards the Council in respect of the administration of Iraq. It felt, however, that on account of the dispute between Great Britain and Turkey with regard to the frontiers of Iraq and the Mosul vilayet, it would be difficult for the Commission to proceed with its examination before the Council had come to a decision on the point at issue. The area under dispute was about one quarter of the whole of Iraq.

The Commission, in view of the dispute in regard to the frontier of Iraq and in view of the fact that this dispute was at the moment pending before the Council; in view further of the effects of this state of affairs, which were being felt throughout the territory and by all the inhabitants; and in view of the desire of the Commission not to appear to anticipate a decision which must be pronounced in entire independence and impartiality by the League, decided to adjourn the examination of the report concerning Iraq until these obstacles had been removed.

Syria and Lebanon. — The Commission decided, in view of the present crisis in Syria, to postpone for the time being the examination of the report on the administration of the Mandatory Power, since the report presented dealt only with 1924. It considered that, in order to form in regard to the situation an opinion based on a complete knowledge of facts, detailed information was necessary with regard to the events of 1925.

The Commission, accordingly, decided to examine at an extraordinary session in February the report for 1924 and a supplementary report on the present situation which the French representative, Count Clauzel, agreed to supply.

The Chairman assured the French representative that the Commission, while refraining for the time being from any discussion of the situation, was following most attentively the position in Syria. It hoped that the supplementary report to be examined in February would furnish full explanations as to the causes of the present disturbances and the remedial measures taken by the Mandatory. The Commission expressed the hope that peace might shortly be restored within the territory.

II. *Petitions.*

The Commission considered a certain number of petitions, in particular those of the Palestine Arab Congress and the Askenasic Jewish Community at Jerusalem (on the status of religious communities in Palestine), which were dealt with during the discussion of the annual report on Palestine. The Commission also took note of a letter and two memoranda submitted by the Zionist organisation through the British Government. These documents deal with certain questions concerning the policy of the Mandatory as regards education and the settlement of Jews on State and waste land. The Commission forwarded to the Council its conclusions on the subject.

A certain number of petitions and protests concerning the administration of mandated territories, in particular, Syria, were received by the Commission during the session, and, in accordance with the usual procedure, communicated to the Mandatories for their observations. The petitions concerning Syria will be examined in February.

III. *Questions of General Interest.*

Certain questions of general interest, in particular, those of the liquor traffic and ex-enemy property in mandated territories, were dealt with by the Commission in a public meeting. On the proposal of Sir Frederick Lugard, the Commission decided to ask the Powers for information as to certain aspects of the present situation of ex-enemy property in territories under their mandate.

The Commission postponed the examination of various questions concerning the moral and material welfare of inhabitants of mandated territories and the mandate clauses on forced labour.

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The Commission expressed anew the desire that the annual reports of the Mandatory Powers should be sent to the Secretariat in such time as might enable the members of the Commission to study them thoroughly before meeting (1).

VII. — Death of M. Léon Bourgeois.

On the occasion of the death on September 29th of M. Léon Bourgeois, Permanent French Delegate to the League of Nations, the Secretary-General addressed to M. Aristide Briand, Acting President of the Council and French Minister of Foreign Affairs, the following telegram :

In the name of the members of the Secretariat of the League of Nations and in my own name I express to the French Government our deep regret at the death of Léon Bourgeois. Having so often had opportunity of appreciating his lofty intelligence, his force, his idealism and his active faith, we are deeply sensible of the cruel loss his death is for France and all those who are co-operating in the work of the League of Nations. The name of Léon Bourgeois, that great international figure, will live in the memory of all as one of the most faithful supporters of those grand ideas of Peace to which he devoted the best efforts of his life.

The Secretary-General attended the funeral of M. Bourgeois in person, making the following speech :

It is fitting, and I am glad that it should be so, that on this solemn and mournful occasion a tribute should be paid to the memory of Léon Bourgeois by one who, not being his compatriot, had nevertheless the privilege of being associated with him in the execution and practical working of the ideals which he cherished throughout his life and which he, unlike many other great men, had the happiness of seeing the world accept.

The period after the ratification of the Peace Treaties was a time of testing for the League of Nations which had just come into being. Unbelief, doubt and criticism assailed the infant League. Léon Bourgeois never for one instant wavered. His advice and counsel and courage never failed. All of us in the Secretariat, and I in particular, found in him encouragement and sympathy in all our difficulties.

It is impossible to estimate how much the League owes him, but it can be no exaggeration to say that without him and that other great man who was his friend, I mean Lord Balfour, the League could not have attained its present strength. Léon Bourgeois was not only a great Frenchman, not even only a great European, he was a great world figure, standing always for peace and justice.

The best final offering that we who love the League of Nations can make to him is to resolve that we will do our utmost in every way to ensure that his great faith in its ultimate possibilities shall be brought to fruition.

(1) An analysis of the observations of the Commission on the annual reports and petitions will be contained in the next issue. These documents will be submitted to the Council in December.

VIII. — Publications of the League of Nations.

MEMORANDUM ON THE BALANCE OF TRADE AND THE BALANCE OF THE INTERNATIONAL ACCOUNTS (1)

The League of Nations has recently issued the first volume of a new edition of the Memorandum on the balance of trade and the balance of international accounts. This Memorandum resembles in general lines that published last year and contains estimates of the balance of payments of a number of countries, a brief review of world trade in 1924 and a series of synoptic trade tables showing the total trade during the years 1913 and 1919 to 1924 by value and weight, imports and exports by countries and, in a number of cases, post-war trade at pre-war values.

Considerable progress has, however, been made in the study of these questions since last year. The number of countries for which estimates of the balance of payments either partial or complete have been received, has increased from thirteen to nineteen, and, what is perhaps more important, these estimates are on the whole much more comparable with one another. This increased comparability has rendered it possible to draw up summary tables of very considerable interest, showing capital movements, receipts and outgoings on account of interest and dividends and on account of emigrants' remittances and tourists' expenditure for a number of different countries.

From the analysis given of international trade, the important conclusion may be reached that the total volume of trade in 1924 was but very little if at all less than in 1913, there having been considerable improvement in the later year as compared with 1923. On the other hand, the distribution of world trade has radically changed, the share of Eastern and Central Europe has dropped by 40 % or more while that of Central America and Asia has greatly increased. The share of the United Kingdom was about the same in both years owing to the fact that the increase in the value of her exports in the later year was greater than the average increase in the value of the goods entering into national trade.

Of the great trading countries of the world, Canada, Japan and the United States are the three countries whose exports have increased the most; but China, Cuba, Mexico, New Zealand, Greece, Peru, the Dominican Republic, Salvador and Honduras all more than doubled the dollar value of their exports between 1913 and 1924. As the rise in the value of goods entering into national trade since 1913 is taken at about 50 %, all these countries have, therefore, materially improved their status in the scale of trading countries.

IX. — Forthcoming Events.

November 18th : Meeting of the Preparatory Committee for the study of the Ciralo Scheme, Paris.

November 20th : Conference on Tonnage Measurement in Inland Navigation, Paris.

November 25th : Meeting of the Supervisory Commission, Geneva.

November 27th : Meeting of the Sub-Committee for Ports and Maritime Navigation, Paris.

November 30th : Meeting of the Economic Committee, Geneva.

December 3rd : Meeting of the Financial Committee, Geneva.

December 7th : Thirty-seventh session of the Council, Geneva.

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Vol. V. No. 11

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NOVEMBER 1925

Vol. V. No. 11.

Published on December 15th, 1925.

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I. — Summary of the Month.

The reading of the Advisory Opinion of the Permanent Court of International Justice on points referred to it by the Council in connection with the Mosul question and the investigation by a special commission of the Græco-Bulgarian frontier incident stand out as the principal League events in November.

A Convention on Tonnage Measurement in Inland Navigation was drawn up by an international conference which met in Paris towards the end of the month, Germany and Russia being represented.

Questions concerning buoyage, the lighting of coasts, ports and maritime navigation were studied by sub-committees meeting in Monaco and Paris; an interchange of port medical officers began at Barcelona and the Japanese interchange continued; and the Ciralo scheme for international relief in disaster was further developed at a meeting of the special committee appointed to study it.

The number of treaties, international engagements and conventions registered with the Secretariat rose to over a thousand.

II. — The Permanent Court of International Justice (1).

1. — EXTRAORDINARY SESSION — THE MOSUL QUESTION (2)

On November 21st, at a public sitting of the Court, was read the Advisory Opinion given by the Court in regard to certain questions concerning the Mosul affair, which were submitted to it in September last by the Council of the League of Nations.

In the first part of the Opinion, the Court retraced the events which led up to the reference of these questions put to it by the Council; then followed a detailed examination of the questions, divided into two chapters :

The first question asked was : "What is the character of the decision to be taken by the Council in virtue of Article 3, paragraph 2, of the Treaty of Lausanne?"

This paragraph provided that, in the event of no agreement being reached between the British and Turkish Governments in regard to the determination of the frontier between Turkey and Iraq, the dispute should be referred to the Council of the League of Nations; and that, pending the decision to be reached, the *status quo* of the territories of which the final fate would depend upon that decision was to be maintained.

The Court observed that its first task was to interpret this article, and proceeded to make a detailed analysis of it with a view to discovering any factors which might determine the nature of the "decision to be reached" by the Council. It arrived at the conclusion that the intention of the parties was, by means of the recourse to the Council provided for in the article, to assure a definitive and binding solution of the dispute, that is to say, the definitive determination of the frontier.

The very purpose of the article, in fact, as indicated in the first paragraph, was to lay down the southern frontier of Turkey, and a frontier must constitute a definite boundary line throughout its length. But, failing agreement, there was no means of settling a dispute other than a decision by the intervention of a third party—in this case, the Council—as a result of which a definitive solution would be reached. Moreover, a decision on which would depend the final fate of the territories in question would only be a decision laying down in a definitive manner the frontier between Turkey and Iraq and binding upon the two States.

The Court found that the conclusion at which it thus arrived was confirmed by a comparison between Article 3 and certain other articles of the Treaty. Again, having been able to base its interpretation on the wording of the article itself, which it regarded as clear, the Court did not need to make a complete analysis of the preparatory work. It only examined this sufficiently to enable it to state its opinion regarding certain arguments put forward on one side or the other and based

(1) This article has been prepared with the aid of information furnished by the Registry of the Court.

(2) See *Monthly Summary*, Vol. V, No. 9, p. 245, and No. 10, p. 262.

on this work. Similarly, the Court only concerned itself with facts subsequent to the conclusion of the Treaty of Lausanne, in so far as they were calculated to throw light of the intention of the parties at that time, or had been invoked by the parties. As regards these two groups of factors, the Court arrived at the same result, namely, that they tended rather to confirm the conclusion at which it had arrived on the basis of the actual wording of the article to be interpreted and that, at all events, they did not weaken that conclusion.

What therefore was the nature of the decision which the Council must reach under that article? In the question put to the Court, the Council had in an explanatory phrase mentioned the three terms "arbitral award", "recommendation" or "simple mediation". The Court observed, in the first place, that if the word "arbitration" were taken in a wide sense, characterised simply by the binding force of the pronouncement made by a third party to whom the interested parties had had recourse, it might well be said that the decision in question was an "arbitral award". This term, on the other hand, would hardly be the right one if by it were meant the technical conception of arbitration dealt with in the Hague Convention of 1907. For this reason, the Court did not attach any importance to certain consequences which had been deduced from this conception, which was not in any case applicable to the functions of the Council. In the second place, it pointed out that this fact did not prevent the Council from being called upon, by the mutual consent of the parties, to give a definitive and binding decision in a particular dispute.

It was true that the powers of the Council were dealt with in Article XV of the Covenant and that this article only contemplated recommendations without binding force. There was, however, nothing to prevent the parties, by an agreement entered into in advance, from recognising that, in so far as they were concerned, the recommendations of the Court would have the effect of decisions which, by virtue of their previous consent, compulsorily settled the dispute. The Court cited precedents of cases of this kind, in particular, the question of the determination of the frontier in Upper Silesia, in which the Powers solemnly undertook to accept the solution recommended by the Council.

Since the decision which the Council had to take in this case would not, therefore, by reason of the binding force with which it was endowed, be described as a simple "recommendation", still less would it be a "simple mediation" entrusted to the Council. The Court, however, felt called upon to observe that in agreeing to refer the dispute to the Council of the League of Nations, the parties certainly did not lose sight of the procedure by mediation and conciliation, which formed an essential part of the functions of that body. It was in the event of the failure of that procedure that the Council would make use of its power of decision.

The second question put to the Court by the Council was whether the decision to be taken must be unanimous or might be taken by a majority and whether the representatives of the parties might take part in the vote.

On the basis of arguments drawn from the nature of the Council — for the dispute, though not submitted to that body under a clause of the Covenant, had nevertheless been referred to the Council with the organisation and functions conferred upon it by the Covenant — the Court concluded that the rule of unanimity was naturally and even necessarily indicated. Again this rule was explicitly laid down in Article V of the Covenant and it admitted of no exceptions other than those expressly provided for, and none of these were applicable in the present case. The Court saw a confirmation of its view in the fact that certain clauses of the Treaty of Lausanne, other than Article 3, made express provision for decisions to be taken by a majority.

In the Court's opinion, however, the strict rule of unanimity was qualified by the principle, which found expression in several clauses of the Covenant, that votes recorded by the representatives of parties did not affect the required unanimity. This qualification of the strict rule of unanimity was indicated with peculiar force in the present case, since to require that the representatives of the parties should

accept the Council's decision would be tantamount to giving them a right of veto, which would hardly be in conformity with the intention of Article 3 of the Treaty of Lausanne. From another point of view, however, there was nothing to justify, in the Court's opinion, a further derogation from the essential rule of unanimity; it followed, therefore, that, though their votes must not be counted in ascertaining whether there was unanimity, the representatives of the parties were entitled to take part in all deliberations of the Council.

The Court's conclusions were as follows :

(1) that the "decision to be taken" by the Council of the League of Nations in virtue of Article 3, paragraph 2, of the Treaty of Lausanne, would be binding on the parties and would constitute a definitive determination of the frontier between Turkey and Iraq;

(2) that the "decision to be taken" must be taken by a unanimous vote, the representatives of the parties taking part in the voting, but their votes not being counted in ascertaining whether there is unanimity.

2. — LEGAL COUNCILLORS TO THE TURKISH GOVERNMENT (1)

The Turkish Government has informed the Court that it has just appointed the fourth of the legal Councillors which, in accordance with the Declaration concerning the Administration of Justice, signed on July 24, 1923, by the Turkish Delegate at the Conference of Lausanne, that Government proposed to take into its service and to select from a list prepared by the Court for the purpose.

The four Councillors selected from amongst the eight candidates submitted by the Court are as follows :

- M. H. GOEMAN BORGESIUS, Dutch, Doctor of Law, Native Advocate to the Mixed Tribunal of the New Hebrides (Anglo-French Convention of 1906) and *President ad interim* of this Tribunal;
- M. LUIS FOLACHE DE OROZCO, Spanish, Professor of Law, Member of the Court of Appeal and Judge at Barcelona, Member of the Royal Academy of History;
- M. SAUSER-HALL, Swiss, professor of private international law and of compared civil law at the University of Neuchâtel, Head of the Litigation Section of the Federal Political Department at Bern.
- M. F. C. J. STERZEL, Swedish, Doctor of Law of the University of Upsala, Professor of Law at the same University, Judge-assessor at the Court of Appeal of Svea.

3. — APPOINTMENT OF A DEPUTY-REGISTRAR

The Court stated as long ago as March last that the creation of the post of Deputy-Registrar was desired, having regard to the ever-increasing work of the Registry, and the Sixth Assembly voted the credits necessary for this purpose. At the second extraordinary Session, therefore, the Court was able to decide that the post should be created as from January 1st next and to make the first appointment to it. Its choice fell on Dr. Paul Ruegger, of Swiss nationality, First Secretary of Legation and head of the League of Nations' Section of the Federal Political Department.

(1) See *Monthly Summary*, Vol. V, No. 6, p. 143.

4. — CLOSURE OF THE SESSION AND DATE OF THE COURT'S NEXT SESSION

At the hearing of November 21st, the President declared the Court's ninth Session closed.

The Court would be summoned in extraordinary Session at the beginning of the year 1926 (probably February 2nd) to deal with the merits of the thirteen cases concerning "certain German interest in Polish Upper Silesia" (1) which were pending before it. The date fixed for the termination of the written proceedings in regard to these cases was January 23rd, 1926.

5. — RATIFICATION OF THE PROTOCOL OF SIGNATURE OF THE STATUTE OF THE PERMANENT COURT, OPENED AT GENEVA ON DECEMBER 16TH, 1920

The instrument containing the ratification by the Governor of Hungary of the Protocol of Signature of the Statute of the Permanent Court of International Justice, dated Geneva, December 16th, 1920, was deposited with the Secretariat of the League of Nations on November 20th, 1925, by M. A. Nagy de Versegh, Resident Minister, representative of Hungary accredited to the League of Nations.

III. — General Questions.

INTERNATIONAL ENGAGEMENTS

Over a thousand treaties, international engagements and conventions have, up to the present date, been registered by the League Secretariat.

Agreements deposited with the League are entered in a special register and published in English, French, and the original language if other than those mentioned. Thirty-six volumes of the Treaty Series have been published, containing 945 international agreements.

a) *Registration.*

Among the treaties and international agreements deposited for registration in November figure :

Three conventions presented by the Latvian Government; the first, an arbitration and Conciliation Convention concluded on January 17th, 1925, at Helsingfors by Latvia, Esthonia, Finland and Poland, provides for the creation of a permanent Commission of Conciliation on the lines suggested by the Third Assembly. Disputes in regard to the interpretation of this Convention will be referred to the Permanent Court of International Justice. The second of these conventions, concluded in June, 1924, by Latvia and Finland, concerns extradition and legal assistance in criminal matters. The third, between Latvia and the United States, deals with the exchange of postal orders.

A series of agreements presented by the Netherlands Government concerning customs formalities in passenger traffic between Germany and the Netherlands and the adhesion of the Netherlands to the Convention relating to the Statute of the Tangiers zone (signed on December 18th, 1923, at Paris by Germany, France and Great Britain); and a treaty of friendship between the Netherlands and Turkey (Angora, August 16th, 1924);

An exchange of notes between Norway and Sweden concerning the prolongation and interpretation of the Arbitration Convention of October 26th, 1905, concluded by these Powers;

(1) See *Monthly Summary*, Vol. V, Nos. 6, 7 and 8, p. 143, 166 and 186.

A Treaty of Commerce between Canada and the Netherlands (Ottawa, July 11th, 1924); and a Treaty of Commerce and Navigation between Spain and Italy (Madrid, November 15th, 1923).

b) *Amendments to the Covenant.*

The Government of Haiti has deposited with the Secretariat the instruments of ratification of the amendments adopted by the Second Assembly to Articles VI (allocation of expenses), XII, XIII, and XV (settlement of international disputes) of the Covenant.

IV. — Technical Organisations.

1. — THE HEALTH ORGANISATION

a) *Interchange of Port Medical Officers in the Mediterranean.*

The first interchange of port medical officers which began on November 10th at Barcelona, marks a further development of the specialist interchanges organised as part of the general system of interchanges that take place under the auspices of the League Health Committee. The participants will visit a number of Mediterranean ports, namely, Barcelona, Marseilles, Algiers, Genoa, Naples, Haifa, Alexandria, the Piræus and Trieste, and also Suez and El Tor.

Port medical officers from the health administrations of Algeria, France, Great Britain, Greece, Italy and the Kingdom of the Serbs, Croats and Slovenes are taking part in this interchange. The participants will study port sanitary administration, quarantine regulations, the receipt, collection and despatch of epidemiological intelligence and similar subjects.

The interchange will terminate at Geneva at the end of December, when there will be a general discussion on the information gained together with a study of the League Health Organisation.

b) *Commission of Inquiry on Sleeping Sickness in Equatorial Africa.*

The British Government has informed the Secretary-General that it is prepared to contribute a sum not exceeding £3050 towards the expenses of the Commission of Inquiry on Sleeping Sickness in Equatorial Africa.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *Unfair Competition.*

Participation of the Economic Committee in the Hague Conference (October 8th to November 6th, 1925) of the International Union for the Protection of Industrial Property.

At the invitation of the Netherlands Government two members of the Economic Committee M. Barboza Carneiro (Brazil) and M. Brunet (Belgium) took part in an advisory capacity in the Conference which met at The Hague, from October 8th to November 6th, in order to revise the Convention on Industrial Property, signed in Paris in 1883 and revised at Brussels in 1900 and Washington in 1911.

For some time the Economic Committee, while studying the equitable treatment of commerce (Article XXIII of the Covenant), had been working for the

suppression of certain forms of unfair competition in international trade and had drawn up several articles for insertion in the revised text of the Washington Convention for the Protection of Industrial Property (1).

The Council communicated the Committee's suggestions to all States belonging to the Union for the Protection of Industrial Property and expressed the hope that the members of the League would instruct their delegates to The Hague Conference to support the amendments proposed by the Economic Committee. These amendments were officially advocated by the British and Brazilian Governments.

The Netherlands Governments, which prepared the work of the Conference, intimated that it attached considerable importance to the Economic Committee being represented at the Conference in an advisory capacity.

The Conference paid particular attention to the proposals of the Economic Committee and incorporated them in the text of the Convention with a few drafting changes.

The proposals concern several articles of the Convention. Article 6 states that any hall mark or trade mark which has been duly registered in its country of origin will be admitted for registration and protection without any further formalities in other countries belonging to the Union. Exceptions are, however, contemplated, which will make it possible in certain specific cases to refuse or to cancel registration. In the new Article 6 (*bis*) the Conference adopted a suggestion of the Economic Committee that refusal or cancellation of the registration of a trade mark known as a mark owned by a national of another State should be compulsory. A period of three years is allowed in which to apply for the cancellation of trade marks registered in spite of this provision; but this cancellation may be obtained at any time if registration was made in bad faith.

Similarly the Conference adopted an Article (6 *ter*) which in accordance with the proposal of the Economic Committee regulates the conditions for using as trade marks national emblems, arms or flags, official hall marks or signs indicating official warranty adopted by States Members of the Union.

Article 10 *bis*, which deals particularly with unfair competition, aims at various improvements considered desirable by the Economic Committee.

The text of this new Article 10 *bis* is as follows :

The Contracting States undertake to assure to the nationals of States belonging to the Union effective protection against unfair competition. Any act contrary to honest industrial or commercial practice constitutes an act of unfair competition. In particular, the following shall be prohibited :

- (1) Any acts whatsoever likely to create confusion with the products of a competitor;
- (2) False statements in the course of trade likely to discredit the goods of a competitor.

In the new Article 10 *ter* the Conference has again taken account of the proposals of the Economic Committee and adopted the following provisions :

The Contracting Parties undertake to ensure to nationals of States Members of the Union appropriate legal redress for the effective repression of all the acts referred to in Articles 9, 10 and 10 *bis*.

They furthermore undertake to adopt measures to enable syndicates or associations representing the industry or trade concerned, and whose existence is not contrary to the laws of the country, to institute proceedings in the courts, or apply to the administrative authorities, for the repression of the acts contemplated by Articles 9, 10 and 10 *bis*, in so far as the law of the country in which protection is claimed grants protection to the syndicates and associations of the country.

Comparison of the amended texts with the original presented for revision shows the progress made by The Hague Conference as regards the problems studied by the Economic Committee.

(1) See *Monthly Summary*, Vol. IV, No. 5, 1924, p. 93, and Vol. V, No. 3, 1925, p. 73.

b) *Meeting of the Economic Committee.*

The Economic Committee met at Geneva on November 30th, to discuss, among other questions, the report of Mr. Layton and Professor Rist on economic conditions in Austria.

An account of the meeting will be published in the next number of the *Monthly Summary*.

c) *The Financial Reconstruction of Austria* (1).

Execution of Measures of Reform. — By November 21st, the total number of civil servants dismissed since October 1st, 1922, had risen to 80,610.

Budget Estimates. — The Austrian Government notified the Commissioner-General of the following budget estimates for November :

	Current Administration	Investments (Millions of shillings)	Total
Expenditure.	61.28	5.49	66.77
Revenue	<u>65.37</u>	<u>0.63</u>	<u>64.74</u>
Surplus.	4.09	—	—
Deficit.	—	6.12	2.03

Yield of Assigned Revenues. — The yield of the revenues assigned for the loan service was 41.8 million shillings in October (Tobacco : 23.6, and customs : 18.2 millions).

General Situation. — The number of unemployed persons receiving State assistance rose from 117,013 (October 15th) to 136,357 (November 15th).

Bank and savings bank deposits rose from 495 millions in October to 514 millions in November.

The weekly balance sheet of November 15th shews note circulation of 779 million shillings with 65.8 % cover in gold and foreign monies. If current accounts to the amount of 74 millions be added to the note circulation, it will be seen that total commitments of 853 millions are covered to the extent of 60 %.

3. — COMMUNICATIONS AND TRANSIT

a) *Tonnage Measurement in Inland Navigation.*

The international conference summoned by the Council to consider the unification of tonnage measurement in inland navigation sat in Paris, at the French Foreign Ministry, from November 20th to November 27th.

This meeting led up to the conclusion, by the majority of European States, of a convention establishing, subject to certain provisional arrangements, a uniform system of tonnage measurement for vessels used in inland navigation in Europe, and the reciprocal recognition of tonnage certificates. This agreement provides considerable facilities for navigation, as it will be possible henceforth to dispense with remeasurement at frontiers.

The Convention, which is open for signature until October 1st, 1926, has already been signed by the plenipotentiaries of the following States :

Belgium, British Empire, Bulgaria, Czechoslovakia, Finland, France, Germany, Hungary, Italy, the Netherlands, Poland, Roumania, the Serb-Croat-Slovene Kingdom and the Union of the Soviet and Socialist Republics.

(1) Communicated by the Commissioner-General's Office.

This meeting is the first of the more important League conferences to be attended by the Union of the Soviet and Socialist Republics, and the Convention is the first general agreement concluded under League auspices which has been signed by the Union.

b) *Buoyage and Lighting of Coasts.*

The Technical Committee on Buoyage and Lighting of Coasts met at Monaco from November 3rd to 7th, when it considered various questions relating to lighthouse signs, buoyage regulations by day and by night, wireless or radio beacons, and coast and port signals.

There were present :

M. P. H. Watier (Chairman), Director of Waterways and Seaports in the French Ministry of Public Works.

M. P. van Braam van Vloten, Director of the Netherlands Technical Lighthouse Service.

M. E. Hagg, Director-General of the Swedish Pilotage, Lighthouse and Buoyage Service.

Admiral L. Langlois (Chili).

M. G. Meyer, Adviser to the German Transport Ministry, Department of Navigable Waterways.

Captain M. Norton, Director of the Portuguese Lighthouse Service.

Captain Razicotsicas (Greece).

M. A. de Rouville, Chief Engineer of the French Central Service for Lighthouses and Buoys.

M. Y. Sugimura, Councillor of Embassy, Director of the Japanese League of Nations Office; assisted by M. Nogaoka, Secretary in the Japanese Ministry of Communications.

Commander L. Tonta, Director of the Hydrographic Institute of the Italian Navy.

Baron G. Wrede, Director-General of the Finnish Naval Administration.

The British and United States Governments had declined the invitation to take part in the work of the Committee.

The meeting was attended by the Board of Directors and the Secretary-General of the International Hydrographic Bureau at Monaco, and by M. Chauvet, Engineer of the Port of Monaco. The International Association of Officers of the Mercantile Marine, the International Federation of Transport Workers, and the International Seafarer's Federation were also represented. These bodies had been requested to send representatives in agreement with the International Labour Office.

The Committee decided to meet in 1926 at Stockholm.

* * *

The question of the unification of buoyage and lighting of coasts is studied by a special committee of the League Transit Organisation as part of the general problem of safety at sea, which, in its turn, is dealt with under maritime navigation.

The Technical Committee is working in close contact with the International Hydrographic Bureau of Monaco. The result of the joint studies of the two bodies will be laid before a conference to be convened by the International Hydrographic Bureau in 1926.

c) *Ports and Maritime Navigation.*

The Sub-Committee on Ports and Maritime Navigation met at Paris, on November 28th, to discuss questions relating to the organisation of rescue at sea, the unification of tonnage measurement in maritime navigation, international sanitary regulations for ports, etc.

The Sub-Committee, which comprises a Maritime Navigation Committee, presided over by M. Aguero y Bethancourt, Cuban Minister at Berlin and Vienna, and a Port Committee, presided over by M. G. Smith, Norwegian Director of Ports, is composed of members of the Committee on Communications and Transit who have specialised in port and navigation questions, and of a certain number of experts, port officials, ship-owners and so forth.

The following members were present at the meeting :

a) *Port Committee :*

M. Gabriel Smith (Norwegian).
Mr. J. G. Baldwin (English).
M. Guillermo Brochmann y Abarzuza (Spanish).
M. A. Stievenard (Belgian).
M. B. Fernandez y Medina (Uruguayan).
M. G. Ingianni (Italian).
M. von Lahr (German).
M. P. H. Watier (French).

b) *Committee on Maritime Navigation :*

M. de Aguero y Bethancourt (Cuban).
M. Popesco (Roumanian).
M. Sugimura (Japanese).
M. C. Breton (French).
Professor D. Biancardi (Italian).
M. H. M. Cleminson, replacing Sir Alan Anderson (English).
M. A. G. Kboiler (Dutch).

The following also attended the debates :

Mr. M. Hill, representing the "Chamber of Shipping of the United Kingdom" and the "International Shipping Conference".
Mr. G. F. Shee, representing the "Royal National Life-boat Institution".

V. — **Administrative Questions.**

1. — **TWENTY-THIRD REPORT OF THE SAAR GOVERNING COMMISSION**

The Chairman of the Saar Governing Commission has addressed to the Secretary-General his report on the situation in the Saar and the work of the Commission during the period from July 1st to September 30th, 1925.

The following is a brief analysis :

I. — *Economic and Social Situation.*

Miners' Strike.— A miners' strike, due to the rejection of demands for increased wages, broke out on July 27th. The Governing Commission, in order to promote

a solution, brought representatives of the mines into touch with the French Ministers of Labour and Public Works. The negotiations, which were particularly delicate owing to the great difficulties with which the European coal industry had at that moment to cope, resulted in an agreement putting an end to the strike on August 3rd. No serious incident occurred during the crisis.

Economic Situation. — The effect of the strike on the economic situation of the Saar was twofold. First, the coal production fell considerably in July, and the consumers, particularly the smelting works, had to buy expensive foreign coal. In the second place, the price of the Saar coal rose on August 1st, as a result of the increase of wages. In order to facilitate the importation of foreign coal and to avoid, as far as possible, unemployment in the smelting works, the Governing Commission suspended during the strike the dues levied on foreign coal.

The number of unemployed in the Saar, not including strikers, was 1238 in June (0.68 % of the employment total), 1616 in July (0.84 %), 1600 in August (0.83 %), and 1366 in September (0.71 %). The total number of workmen employed in September was 192,709 (72,179 in the mines, 32,527 in the smelting works, 13,484 in the finishing industry, 8,502 in the potteries, 3,434 in the glass industry, 2,489 in the chemical industry, 2,030 in the wood industry, 2,906 in the building trade and 17,962 in State or communal employment).

Customs. — As the negotiations for a Franco-German commercial treaty had not been successful, the delegations taking part in them agreed, before breaking off their conversations, to make an arrangement regarding the customs régime of the Saar Territory.

The agreement provides for the importation into the Saar Territory of certain products of German origin or manufacture, either free of duty or at minimum rates, up to certain given quantities, and—as a counterpart—the importation into Germany of products of Saar origin or manufacture, duty-free and up to certain given quantities. The fixing of these contingents is dealt with in detailed stipulations which provide for the intervention of the Governing Commission. The agreement has not so far entered into force, because one of the preliminary conditions—an arrangement between the French and Saar metal industries—has not yet been fulfilled.

One of the consequences of the entry into force on January 10th, 1925, of the French customs régime on the frontier between the Saar and Germany was the complete removal, on October 1st, 1925, of the customs barrier which had existed since 1920 between the Saar and France.

Creation of a Saar Labour Chamber. — The Governing Commission, after consulting the workmen's and employers' organisations, the Saar Advisory Council and the Technical Committee, finally decided upon the terms of a decree instituting a Labour Chamber. The duty of this body, according to the Governing Commission, is to diminish the number and intensity of conflicts between workmen and their employers and to ensure close cooperation between the Saar Territory and the International Labour Office.

II. Administrative Activity.

General Administration. — The local gendarmerie corps, on October 1st, numbered 879 men, 62 having been enrolled during the third quarter of 1925.

The proceeds of a loan of four million dollars contracted by the Association of the Communes and Districts of the Saar Territory were distributed among the communes and districts (*Kreise*), in order to redeem loans previously contracted and to proceed with certain indispensable public works.

Public works. — The traffic between Germany and the Saar remained at as satisfactory a level as during the preceding months. On October 1st the important customs station of Homburg, on the German-Saar frontier, was opened for traffic.

The Roads Department succeeded during the quarter in carrying out the whole of the very heavy programme of upkeep and improvement which it had drawn up for 1925. The shipping figures for the second quarter were 127,189.7 tons downstream (imports) and 200,696 tons upstream (exports), compared respectively with 85,661.9 and 231,130.9 tons for the corresponding quarter of 1924.

Trade, industry, social insurance. — The Department of Economic Affairs dealt mainly with measures connected with the suppression of the Franco-Saar customs barrier and the application of the agreement on the Saar customs régime. It followed closely the movement of prices in the Territory and endeavoured to prevent a rise by encouraging the import of low-priced wares.

As a result of the intervention of the Labour Department and the Saarbruck Arbitration Committee, thirty-nine disputes were settled by friendly agreement.

The Social Insurance Department examined German laws and regulations issued during the third quarter, in view of the possibility of applying them in the Saar Territory.

The Governing Commission put into force decrees amending the Prussian law on mining insurance funds of June 17th, 1912, and creating a single fund for all mines in the Territory.

Public Relief and Social Hygiene. — Nearly two million francs were distributed as special relief to the poor of the Territory. The French Mines Administration, moreover, placed 4,000 tons of coal free of charge at the disposal of poor families.

By decree of the Governing Commission the third German law, amending the law on the maintenance of disabled service men of July 28th, 1925, which effects a marked improvement in the position of war victims, was introduced in the Saar Territory. The sums paid in the form of pensions to disabled men will amount during the current year to 59,600,000 francs. Under the Frankfurt Agreement of 1922 the burden of these payments is divided between the Governing Commission and the German Government.

The Health Department studied the movement of the population in 1924. It was found that, during that year, the population increased by 13,799, the total number being 749,397 at the end of 1923 and 763,196 at the end of 1924. The death rate for 1924 is the lowest on record for fourteen years. The excess of births over deaths was 12,184 or 16.2 per thousand in 1923, in 1924, 12,062 or 15.8 per thousand. In spite of the low death rate, the excess of births shews a falling off on account of a reduction in the total number of births.

The increase of population through immigration amounted in 1923 to 18,141 or 24.2 per thousand. For 1924 the increase was only 1,738 or 2.27 per thousand. This considerable reduction is explained by improved economic conditions in the neighbouring Territories, in the Palatinate and in Rhenish Prussia.

The infant death rate for 1924 is the lowest recorded since 1911.

Deaths from tuberculosis fell from 1,138 in 1923 to 940 in 1924 (12.5 per thousand inhabitants in 1924 and 15.2 in 1923).

Agriculture. — The ill effects of last year's bad harvest are still being felt in the Saar. As already stated, the Governing Commission granted to agriculture a credit of a million francs.

The report closes as follows :

The beginning of the third quarter was marked by a serious crisis caused by the miners' strike, which was, however, of short duration. The Governing

- Commission is convinced that the creation of a Labour Chamber, as recently decided, will help to guard the Territory against similar disputes in the future.
- “Further, the Franco-German Agreement regarding the customs system of the Saar Basin, which was signed at the beginning of July, gave promise of certain alleviations for industry, and consequently for labour, in the Saar. The Governing Commission hopes that this Agreement may shortly be put into force.”

2. — THE PERMANENT MANDATES COMMISSION

The report of the Permanent Mandates Commission on its seventh session and its observations on the annual reports and petitions examined at this session have been communicated to the Council (1).

The following is a brief analysis of these observations :

I. *Observations concerning certain territories under A, B and C Mandates.*

TERRITORIES UNDER A MANDATE

Palestine and Transjordan. — At its fifth session the Commission laid special emphasis on the problems with which the Mandatory for Palestine had to cope in view of its duty not only to safeguard the civil and religious rights of all inhabitants irrespective of race and religion, but also to place Palestine under such political, administrative and economic conditions as would secure the establishment of a national home for the Jewish people.

At its seventh session the Commission was impressed with the broadminded view presented by the Mandatory of the relations between the different racial and religious groups. It expressed its regret that certain elements of the population did not appear to recognise that the essential principles embodied in the Mandate provided the only substantial basis for the economic and political development of the country. On the other hand, it was glad to learn from the accredited representative that political agitation had decreased, and it trusted that, in the near future, the cooperation of members of the various religious sects in municipal and district affairs might be extended.

The Commission also recorded its satisfaction that there was no unemployment in the territory and that the population, both Jewish and Arab, was increasing. With regard to Jewish immigration, it noted that measures had been adopted by the British Administration so that Palestine might readily absorb all immigrants admitted and offer them suitable employment. The Commission noted also that the Mandatory was ready to pay special attention to any requests made by or on behalf of settlers for the acquisition of State or waste land, without prejudice to the rights of other sections of the population. It expressed a desire to be kept informed of the progress made in carrying out the survey of the country, which is considered by the Mandatory as a necessary preliminary to the allocation of Government lands. The Commission also asked for information on the exact methods used or contemplate by the Government for disposing of any of these lands.

The Commission requested that future reports should contain fuller information concerning labour conditions in Palestine. In view of the increase in industrial activity, it asked for details of legislative and administrative action for the protection of workers and particularly for the regulation and supervision of child labour.

Particular interest was attached to the development of educational facilities in Palestine. The Commission expressed the hope that when the financial situation improved, the Government would be able to devote larger funds to the opening

(1) See *Monthly Summary*, vol. V, No. 10, p. 273.

of village schools in Arab communities, and also that more substantial assistance might be given to Jewish schools in view of the constantly increasing number of pupils.

The Commission noted with satisfaction that the peace and order prevailing in Palestine had enabled the Mandatory to maintain only a very small armed force in the territory. Health conditions, it noted, were improving, and the Jewish Hadassah medical organisation had rendered important services to all sections of the population.

The Commission, finally, asked to be kept informed of any progress made in the delimitation of the frontiers of Transjordan, and requested that the next annual report should contain much fuller information on this territory.

TERRITORIES UNDER B MANDATE

British Cameroons. — The Commission asked the Mandatory to furnish, in its next annual report, detailed information on the plans of the administration for improving the economic and moral welfare of the natives. It requested information as to the measures contemplated to check infant mortality and, in general, to improve health conditions in the territory, as well as on certain points with regard to labour conditions, slavery, liquor Traffic, education and public finance.

Ruanda-Urundi. — The Commission examined the text of the law on the administration of Ruanda-Urundi, promulgated by the Belgian Government on August 21st, 1925, which had called forth adverse comment in certain quarters. It noted the explanations of the accredited representative of the Mandatory Power as furnishing an authoritative interpretation of the text.

The representative stated that his Government, conforming strictly to the terms of the mandate, was, in framing the law, in no wise influenced by any desire for annexation. He declared that no provision of the law was intended to confer upon the inhabitants of Ruanda-Urundi the status of Belgian subjects — a measure which would have been contrary to the decision taken by the Council at the suggestion of the Permanent Mandates Commission. He added that the Belgian Government wished, neither to change its policy of indirect administration which had so far been attended with happy results, nor to diminish the prestige of the two native chiefs.

The Commission noted these statements as well as explanations given with regard to the text of certain articles of the new law, upon which, in the Commission's opinion, an unfortunate construction might be placed.

Information was requested by the Commission as to the intentions of the Mandatory with regard to the development of means of communication between Ruanda-Urundi, the Congo and the Indian Ocean; the circumstances in which forced labour was exacted; the import and consumption of spirits; native administration; the police forces of the territory and the general educational policy of the Administration.

Satisfaction was expressed that the credits for the extension of the public health services had been increased. The attention of the Mandatory's representative was, however, drawn to the very high death-rate of inmates of Urundi prisons (66 deaths for an average of 250 prisoners.)

The Commission noted that the system of collection of the native tribute by native tax collectors—which led to abuse—had been abolished.

TERRITORIES UNDER C MANDATE

Caprivi Zipfel (administered by the Government of the Union of South Africa). — The Commission asked that the next report on the Caprivi Zipfel should contain fuller information on the population, the administrative staff, tribal organisations,

the public health services, the budget, and, in particular, on the administrative relations between the Caprivi Zipfel and the Mandatory Power.

Pacific Islands under Japanese Mandate. — The Commission expressed the hope that the next report would contain a clear statement with regard to the powers and activities of the native chiefs, further particulars regarding the production and sale of sugar cane, and information as to the legal position of land which had formerly belonged to the German Empire. Educational and public health measures adopted by the Mandatory were noted with interest.

The Commission recorded with appreciation of the courtesy of the Mandatory, in having, by means of a film, enabled its members to obtain an impression of life in the Pacific Islands.

Western Samoa. — The Commission, after hearing a statement by Mr. J. D. Gray, Secretary of the External Affairs Department of New Zealand, said that the information furnished enabled it to grasp the broadminded policy which guided the Mandatory in its efforts to promote the welfare of the natives without neglecting the legitimate interests of the other inhabitants of the territory. The Commission noted the constant attention paid both by the Administration and by the missions to the education of the natives. It also expressed its interest in the efforts of the Mandatory to obtain the adoption of a system of tenure for native land which would facilitate the transition from communal to individual ownership, and requested that the next report should furnish information on the application in Western Samoa of the provisions of the International Labour Conventions and Recommendations and of the New Zealand labour laws and regulations. The Commission also asked for additional information on the working and number of district councils and village committees.

II. *Observations on Petitions.*

The Commission considered a certain number of petitions from individuals and communities in mandated territories. These petitions were forwarded through the Mandatory Powers whose observations upon them were also transmitted.

1. *Petition from the Ashkenasic Community in Jerusalem.*

This petition was directed against certain administrative regulations now in force by which the Ashkenasic Community is affected, and also against a draft ordinance for the organisation of the Jewish communities in Palestine.

The Commission regretted that the Mandatory had not furnished it with any explanations which would enable it to consider the complaints of the petitioners with regard to certain administrative regulations concerning in particular the slaughter of animals, the tax on unleavened bread and the refusal officially to recognise the community. The Commission noted the intention expressed by the Mandatory not to interfere in any way with the religious freedom and liberty of conscience of the various religious sects and requested that the complaints of the Ashkenasic Community might be promptly examined by the responsible authorities.

As regards the proposed ordinance concerning the future legal status of Jewish communities in Palestine, the Commission noted a statement of the Mandatory that it was prepared to consider the wishes of the Ashkenasic Community.

2. *Communication from the Executive Committee of the Palestine Arab Congress.*

This Committee had submitted two petitions, dated respectively April 8th and April 12th. The first, contesting the very principle of the Palestine Mandate, was not taken into consideration by the Commission. As regards the second,

the Commission doubted whether it could make an adequate recommendation on the sole basis of the written documents, even if these were examined with the assistance of the accredited representative of the Mandatory against whom the petitioners felt they had cause for complaint.

In view of this difficulty and of the information received that further petitions from the same source would be forthcoming, the Commission postponed its decision.

3. Letter and memoranda from the Zionist Organisation on the development of the Jewish National Home.

These documents contained three definite complaints and much useful information which called for no comment.

The first complaint, which concerned the uncertain position in which the Zionist Organisation was placed by the present regulations regarding petitions was replied to by the Commission in a statement defining its point of view as regards this question. A second complaint bore on the fact that Article 6 of the Palestine Mandate had not so far been effectively applied (Art. 6 provides for the settlement of Jews on the land, including State and waste land not required for public purposes). Although the Commission stated that it could not recommend the allocation to Jewish immigrants of land already held by the native population, it expressed its conviction that the Mandatory would do its utmost to give effect to Article 6 as soon as circumstances permitted.

With regard to a complaint that only 3 % of the sum set aside from funds appropriated for education had been used to subsidise Jewish schools in Palestine, the Commission expressed the opinion that the explanation given on this subject by the Mandatory was sufficient.

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Under the rules of procedure of the Permanent Mandates Commission, the accredited representatives of the Mandatory Powers are entitled to comment upon the observations of the Commission. These comments are forwarded to the Council together with the report of the Commission.

The Belgian representative gave certain explanations with regard to the death rate in the prisons of Ruanda-Urundi. The other representatives intimated that they had no comments to submit.

VI. — The Protection of Minorities.

MOSLEMS OF ALBANIAN ORIGIN IN GREECE

The Albanian Government has asked that the question of Moslems of Albanian origin in Greece be placed on the agenda of the thirty-seventh session of the Council.

In its communication to the Secretary-General the Albanian Government stated that it had learned that the Greek and Turkish delegates to the Mixed Commission for the Exchange of Greek and Turkish Populations had decided to exchange 5,000 Albanians of Chameria against 5,000 Greeks of Constantinople. This arrangement, it added, was in complete contradiction with the Greek Government's pledge to exempt from exchange Albanians of Chameria.

These telegrams were communicated to the mandatories of the Council for the protection of Albanian minorities in Greece and to the Mixed Commission. The president of that Commission, General de Lara, informed the Secretary-General

that he was not aware of any agreement concerning the exchange of Moslems of Albanian origin in Epirus against orthodox Greeks of Constantinople. Moreover, such an agreement would, he said, be incompatible with the general decisions and the instructions of the Commission regarding the question, which were still in force.

General de Lara stated further that the Commission had continued to do all in its power to see that the Moslems of Albanian origin were not sent out of the country as persons liable to exchange.

VII. — Political Questions.

FRONTIER INCIDENT BETWEEN GREECE AND BULGARIA

The Inquiry Commission on the Græco-Bulgarian frontier incident which met for the first time on November 6th at Geneva, left on November 7th for Belgrade. There it conferred with the British, French, and Italian military attachés, who had continued to follow closely the situation (1).

From Belgrade the Commission proceeded to the scene of the incident to pursue its inquiry which was followed by investigations at Athens and Sofia, conducted in agreement with the Greek and Bulgarian Governments.

On its return to Belgrade, the Commission addressed its report, for observations, to the two Governments concerned. The report will be considered by the Council in December.

VIII. — Social and Humanitarian Questions.

1. — INTERNATIONAL RELIEF UNION

The Committee of experts for the study of Senator Ciralo's scheme for an International Relief Union met at Paris from November 18th to November 20th.

There were present :

Senator Ciralo (President).

M. Fernandez y Medina (Uruguayan Minister at Madrid) who presided over the discussions.

M. Maurice Sarraut (French), Senator.

M. Draudt, Vice-President of the German Red Cross.

Mr. Maudsley, Member of the Council of the British Red Cross.

M. Werner (Swiss), Member of the International Committee of the Red Cross.

Sir Claude Hill (English), Director-General of the League of Red Cross Societies.

M. François (Belgian), Administrator of the Belgian Red Cross.

M. Cassin (French), Professor of Law at Lille University.

M. Laurin (Swedish), insurance expert.

In accordance with the resolution voted by the Sixth Assembly, the Committee inserted in the draft statute of the Union the modifications called for by observations made in the Second Committee of the Assembly. These observations bore on the definition of calamities and on the possibility of including in the Union's sphere of action certain disasters peculiar to vast territories such as India or China. Other

(1) See *Monthly Summary*, Vol. V, No. 10, p. 256.

remarks concerned the working of the Union. Thus Article 3 defining the calamities to be included in the Union's sphere of action was revised in order to meet the objections made with regard to the original scheme.

The Committee also considered ways and means of ensuring the speedy constitution of the initial capital as well as of a working capital fund to meet the ordinary and permanent expenses of the Union in so far as these were not covered by the International Red Cross organisations.

The relations of the Union with the International Red Cross Societies in the case of disasters were defined, and the provisions concerning the working of the General Council and the Advisory and Executive Councils revised. The revised scheme contains two new articles, the first of which provides that a member who does not accept modifications of the statute made by the General Council may withdraw from the Union after three months notice. The second lays down that the text of the agreement constituting the Union shall be deposited with the League Secretariat.

2. — TRAFFIC IN OPIUM

Information has been received by the Secretary-General to the effect that the American Social Hygiene Bureau is prepared to contribute 20,000 dollars (100,000 francs) towards the expenses of the Commission of Inquiry on opium production in Persia and the possibility of replacing the poppy by other crops.

IX. — Publications of the League of Nations.

1. — MEMORANDUM ON CURRENCY AND CENTRAL BANKS

The League of Nations has issued a new edition of its Memoranda on Currency and Central Banks. These two memoranda, previously issued under the separate headings of Currency and Central Banks, have been combined in one publication of two volumes, and various changes and improvements have been made.

The introduction traces the course of events which led up to the restoration of the gold standard in Great Britain and other countries, and notes that by the middle of 1925 there were in all some thirty countries whose currencies were legally or *de facto* based on gold. An exposition is given of the different ways in which the gold standard is being applied in the United Kingdom, the various Dominions and Sweden. The experiences of Sweden since she first permitted the free export of gold are set out in some detail. The introduction also compares the various means by which currency stability has been achieved in Central and Eastern Europe, means which on close study appear to have varied to a remarkable extent.

The tables in the first volume give the exchange rates, note circulation, gold and foreign assets reserves, commercial deposits, wholesale prices, and clearings statistics for the great majority of the countries of the world. The notes explain the intricacies of the balance sheets of all central banks, give a more detailed account than could be attempted in the introduction of the currency and banking history of each country in recent years, and set out the principles upon which the index numbers of wholesale prices have been compiled. The information given concerning the foreign assets of the central banks and the reserve regulations now in force is of interest to those concerned in the question of the probable demand for and distribution of gold.

This memorandum contains more diagrams than the previous publications of this kind. Particular attention is drawn to the exchange diagrams.

2. — ANNUAL REPORTS OF THE MANDATORY POWERS

In order to conform to instructions of the Fifth Assembly with regard to the wider distribution of the annual reports of the Mandatory Powers, the League Secretariat has arranged to reprint the reports received from the Mandatory Powers in 1925. The seven reports on Mandated territories considered at the sixth session of the Permanent Mandates Commission (Togoland and the Cameroons under French mandate, Togoland under British mandate, Tanganyika, South West Africa, Nauru and New Guinea) are now available. The League editions of the five reports considered at the seventh session (Palestine, Cameroons under British mandate, Ruanda-Urundi, Pacific Islands under Japanese mandate and Western Samoa) will be readily shortly, as well as the reports on Syria and Iraq for 1924, which have been received, but not yet considered, by the Commission.

X. — Forthcoming Events.

- December 21st : Meeting of the Committee of Experts on the Co-ordination of Bibliography in Economic Science, Paris.
- January 12th : Second session of the Committee for the Progressive Codification of International Law, Geneva.
- February 1st : First meeting of the International Commission on Sleeping Sickness, Entebbe, Uganda.
- February 27th : Interchange of Municipal Health Officers, London.
- March 20th : West African Interchange of Colonial Medical Officers, Dakar.

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DECEMBER 1925

Vol. V. No. 12.

Published on January 15th, 1926.

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I. — The League of Nations in 1925.

INTRODUCTION

Locarno and the League. — Viewed in the light of recent events, the year 1925 stands out as a period of marked progress for the League of Nations — progress towards universality and, particularly, in its work on arbitration and security. •

The Locarno agreements, although not negotiated at Geneva, may nevertheless be considered as an endorsement and outgrowth of the patient endeavours of the Assembly, the Council and other League bodies with a view to the maintenance of peace by the application of the Covenant, conciliation and arbitration, mutual guarantees of security, and the reduction of armaments.

At the March Council session the British representative, Sir Austen Chamberlain, explained to his colleagues the reasons why his Government was unable to accept the Protocol for the Pacific Settlement of International Disputes, drawn up by the Fourth Assembly at Geneva, adding :

His Majesty's Government conclude that the best way of dealing with the situation is, with the co-operation of the League, to supplement the Covenant by making special arrangements in order to meet special needs. That these arrangements should be purely defensive in character, that they should be framed in the spirit of the Covenant, working in close harmony with the League and under its guidance, is manifest.

In September, the Sixth Assembly expressed its conviction that the most pressing need of the moment was the re-establishment of mutual confidence between nations; declared afresh that a war of aggression should be regarded as an international crime; and noted favourably the effort of certain nations to attain those objects by concluding arbitration conventions and treaties of mutual security conceived in the spirit of the Covenant and in harmony with the principles of the Protocol (arbitration, security, disarmament).

A few weeks later, the Locarno agreements were drawn up. At the extraordinary session of the Council, in October, at Paris, M. Briand, replying to Viscount Ishii's congratulations on the work done at Locarno, said :

Under the inspiration of a resolution voted by the last Assembly, which gave us great encouragement, we have pursued the limited, but nevertheless important, work of Locarno... If the negotiations have been crowned with success, it is due to the fact that from beginning to end we took the utmost care to conduct the negotiations in the spirit of the League of Nations and of its Covenant, and that we were guided by all the previous work of the League.

On December 14th the British representative on the Council, Sir Austen Chamberlain, formally deposited the Locarno agreements in the archives of the League of Nations. On this occasion, all the members of the Council, speaking in turn, emphasised the importance of these agreements, their political significance for Europe and the rest of the world, and their affinity with the aims and work of the League.

Sir Austen Chamberlain said :

In placing these documents under the guardianship of the League and attributing to the League all the authority which is therein specified, not less than by the agreement come to between Germany and the other nations that, as part of those agreements, Germany should enter the League of Nations, we have made a contribution towards the support and increase of the League's authority and strength.

M. Paul Boncour read a telegram from M. Briand, containing the following passage :

France sees in the evergrowing authority of the League of Nations and in the enlightened and vigilant action of its Council the best guarantee against war. This work of peace-making performed by the League of Nations, among the Members of which we hope soon to welcome Germany, can but be facilitated and strengthened by the conclusion of the Treaties of Locarno. These Treaties, which are inspired by the provisions and directing principles of the Covenant, are designed to be the beginning, between the States which have signed them, of normal relations based on equal desire to achieve conciliation within the limits of the Treaties and of the rights of each party.

The Acting President of the Council, M. Scialoja, spoke as follows :

This is indeed a fête-day for the League of Nations, for we are now able to witness the realisation of something which was before only a hope and an ideal when the League was first established. The world must realise that the difficult work which we undertook during those years of seeking for legal instruments of peace and a new international law, and which sometimes seemed hopeless and on the point of failure, has had almost unexpected results, which we are not perhaps yet able fully to measure.

The Locarno agreements invest the League with considerable authority, its intervention being provided for in numerous articles. It may even be said that, without the League machinery, it would be difficult to conceive how these agreements could be applied at all. As, also, their coming into force is dependent upon the entry of Germany into the League of Nations, the agreements have a direct bearing upon the composition of the League, and are calculated to bring it a long step nearer universality. Locarno, finally, marked the end of the exchange of views between the German Government and the members of the Council regarding the admission of Germany to the League. These negotiations began in October, 1924, and were continued in December of the same year and March, 1925.

The questions of arbitration, security and disarmament continue to form part of the League programme. The Sixth Assembly recommended that, after conventions and treaties dealing with these subjects had been deposited with the Secretariat, the Council should examine them from the point of view of the progress in general security thus brought about. It also requested the Council to submit to careful examination the proposals, declarations and suggestions made at Assembly and Council meetings regarding pacific settlement of international disputes, and to report to the next Assembly on the progress which could be made in the matter.

The Assembly requested the Council to undertake a preparatory study with a view to a conference for the reduction and limitations of armaments, to be convened as soon as satisfactory conditions had been assured from the point of view of general security. Persuaded, also, that economic peace would largely contribute to international security, the Assembly entrusted the Council with the investigation of the economic difficulties which stood in the way of a revival of general prosperity.

Summary of the League's activity in 1925. — Five sessions of the Council, including an extraordinary meeting; four sessions (three extraordinary) of the Permanent Court of International Justice; several conferences, three of which led to the conclusion of international conventions; constant meetings of the Technical Organisations and various League committees give ample evidence of the League's activity during the past year in the following fields: development of international law (Permanent Court of International Justice and the Committee for the Codification of International Law); settlement of political conflicts (the Iraq frontier dispute, the Greco-Bulgar frontier incident); application of Article XXIII of the Covenant as regards the supervision of the traffic in arms; settlement of minority questions and improvement of the procedure followed by the Council on such matters.

Improvements were effected in the method of settling disputes between Poland and the Free City of Danzig; progress was also made in the supervision of the administration of Mandated Territories.

The Technical Organisations—the Economic and Financial Organisation, the Organisation for Communications and Transit and the Health Organisation—and the Committee on Intellectual Co-operation displayed constant activity in their different spheres. The work of the last-named body will henceforth be completed and developed by the International Institute at Paris.

In the humanitarian field may be noted the conclusion of two international conventions on the traffic in opium; the constitution of the Child Welfare Committee; and the drafting of a convention for the suppression of slavery and of a scheme for an international union for relief in disaster.

DEVELOPMENT OF INTERNATIONAL LAW

Permanent Court of International Justice. — In 1925 the Permanent Court of International Justice gave two decisions and three advisory opinions. The first opinion dealt with the interpretation of an article of the Lausanne Convention on the exchange of Greek and Turkish populations; the second concerned certain legal points in connection with the Polish postal service at Danzig; the third, given like the foregoing at the request of the League Council, bore on the interpretation of an article of the Lausanne Treaty relating to the tracing of the frontier between Turkey and Iraq. On these opinions the Council based its decisions in disputes which had arisen between Greece and Turkey, Poland and Danzig and Turkey and Great Britain.

Two disputes were submitted for judgment. The so-called Mavromatis affair was brought before the Court by the Greek Government; in another case, dealing with certain German interests in Upper Silesia, proceedings were instituted by the Government. Judgment has been given in the first case.

As in preceding years, a certain number of international agreements were concluded—mainly between Switzerland and several other countries—conferring upon the Permanent Court jurisdiction as regards the solution of certain categories of international disputes. A list of these agreements is given in the first annual report of the Permanent Court, which was published for the first time in 1925 in order to give effect to a recommendation of the Assembly. The report also describes the organisation of the Court and its activity from the date of its creation.

Committee for the Codification of International Law. — The Committee for the Progressive Codification of International Law met in 1925 for the first time, when it agreed upon its sphere of action and its methods of work. It decided to deal with questions of private and public international law, drew up a list of subjects to be studied by sub-committees and sought the assistance of several important international organisations. The Committee's mandate is to establish a provisional list of subjects of international law, the regulation of which by international agreement would seem desirable and feasible.

Since the League entered into force, more than a thousand international agreements have been deposited, under Article XVIII of the Covenant, for registration and publication by the League.

POLITICAL QUESTIONS

The delimitation of the frontier between Turkey and Iraq, known as the Mosul dispute, and the Greco-Bulgar frontier incident were the most important political questions before the Council in 1925. In the case of Mosul, the Council was called

upon to settle a dispute of several years' standing, which had hitherto baffled both the Lausanne Conference and the parties directly concerned. On the other hand, the Greco-Bulgar frontier incident, by its very suddenness, put the Council's powers of action to a severe proof.

The Iraq Frontier. — After a preliminary examination of the Mosul question, in September 1924, in the course of which the Council heard the parties, a provisional frontier was traced between Turkey and Iraq in order to avoid incidents endangering the status quo, and a Commission of Enquiry was despatched to the spot. When the Commission's report was received the Council resumed its examination. A special Committee of the Council, composed of the Spanish, Swedish and Uruguayan representatives, was set up to study the material furnished by the Commission and the parties. Preliminary questions having been raised regarding, in particular, the competence and functions of the Council, the latter sought the advisory opinion of the Permanent Court, which replied that the decision of the Council would have binding force, and that the decision must be unanimous excluding the votes of the parties. Turkey refused to accept this interpretation of the Lausanne Treaty, her representative declaring that his powers did not extend to arbitral procedure. As none of the suggestions put forward by Turkey or Great Britain seemed to constitute a starting point for mediation with a view to friendly settlement, the Council decided, on the basis of the report of its Commission of Enquiry, that the frontier between Turkey and Iraq should be established along the provisional line traced at Brussels in 1924.

This decision was subject to the prolongation for twenty-five years of the British Mandate for Iraq, unless Iraq becomes a member of the League at an earlier date. The British Government, moreover, undertook to comply with the recommendation by the Commission of Enquiry as regards the Kurds, measures to ensure pacification and commercial measures.

Greco-Bulgar Frontier Incident. — As a result of a frontier incident between Greece and Bulgaria, shots were exchanged causing loss of life. Movements of troops took place, and part of the Bulgarian territory was occupied by Greece. The Council, acting on an urgent summons from the Secretary-General, met three days later to consider an appeal from Bulgaria, and prevailed upon both parties to give orders within twenty-four hours to their troops to cease hostilities and evacuate occupied territory.

In less than sixty hours (the time limit fixed by the Council), the orders were executed. Three weeks later a Commission of Enquiry, which had been despatched to the scene of the incident, determined responsibilities, fixed the damage to be paid by Greece, and recommended a series of military and political measures to be proposed to the parties in order to limit the effects of such incidents or entirely to avoid their recurrence. Both parties accepted the Council's decision.

REDUCTION OF ARMAMENTS

The Preparatory Commission. — The Disarmament Conference provided for in the Protocol for the Pacific Settlement of International Disputes could not be convened, an insufficient number of ratifications having been received. The Council, nevertheless, at the request of the Assembly, decided to undertake a preparatory study with a view to an ultimate conference on the reduction and limitation of armaments. The preliminaries are being dealt with by a Commission upon which the following states have been invited to be represented: ten States Members of the Council and nine other countries, namely Bulgaria, Finland, Germany, the Netherlands, Poland, Roumania, Russia, the Serb-Croat-Slovene Kingdom and the United States. This Commission will have the co-operation of the Permanent Advisory

Commission and a Joint Commission on which are represented the League Technical Organisations and the International Labour Office. The main lines of the programme of the new Commission were laid down by the Council in December.

Convention on the Trade in Arms, Munitions and Implements of War. — In the spring of 1925 an international conference, which was attended by forty-four countries, including Germany, Egypt, the United States and Turkey, drew up and adopted a Convention for the Supervision of the Trade in Arms, Munitions and Implements of War. This Agreement is the outcome of a careful preliminary study undertaken by the Temporary Mixed Commission and is based on the Convention of St. Germain. It establishes a general system of control and publicity for the international trade in war material, and special measures for regions where this is considered necessary. Effect is thus given to Article XXIII of the Covenant, in virtue of which the League is entrusted with the general control of the trade in arms and munitions.

To the Convention is annexed a Protocol relating to chemical and bacteriological methods of warfare, by which the Contracting Powers, in so far as they are not already parties to treaties prohibiting such use, undertake to prohibit the use in war of poison gas and analogous products, and agree to extend this measure to bacteriological methods of warfare.

Private Manufacture of Arms. — The question of a Convention for the control of the private manufacture of war material, which was examined in February 1925, was adjourned until it should be possible to judge of the results obtained by the Conference on the Control of the Trade in Arms. This Conference having succeeded in drawing up a convention, the Final Act of which urged that the international aspect of the private manufacture of war material should receive early consideration by Governments, the Sixth Assembly invited the Council to continue its work in this connection. The latter accordingly, in December, made arrangements for the drafting of a convention on the private manufacture of arms. A questionnaire was addressed to all Governments and a Special Committee set up to study the question.

PROTECTION OF MINORITIES

With regard to the protection of minorities, the Council, working in close contact with the Governments concerned, took several decisions with a view to ensuring the application of the Minority Treaties in Lithuania, Greece, Roumania and Hungary. It settled a certain number of questions raised in petitions; and defined and improved the procedure generally followed in the settlement of such questions, in particular, that of its Minorities Committee, the so-called Committee of Three.

In Greece. — As the Greek National Assembly had unanimously rejected the Protocol for the protection of Bulgarian minorities in Greece (September 1924), the Council drew the attention of the Greek Government to its engagements and obligations under the Minority Treaty. The Greek Government, in reply, furnished information on the legislative measures it had taken, or intended to take, in order to ensure the protection of the legitimate rights of minorities, in particular, measures to ensure the fulfilment of its obligations as regards the religious, educational and legal needs of the Slav-speaking minority in Greece.

In Lithuania. — On the subject of agrarian and educational laws and their application in Lithuania, a question which had been raised by individuals belonging to minorities, the Lithuanian Government furnished the Council with explanations which appeared to the Council to be satisfactory. On this occasion the Council expressed the hope that the Lithuanian Government would succeed in dispelling

any fears which the minorities might continue to feel and in persuading them of its firm resolve to apply the terms of its declaration of 1922.

In Roumania. — The Council also had before it a petition from farmers of Hungarian origin living in the Banat and Transylvania. The petitions complained that under the Roumanian agrarian law they were more hardly dealt with than other Roumanian subjects. After a careful examination of the legal, political, economic and social aspects of the question, the Council decided to accept a practical solution put forward by the Roumanian Government, as conferring certain advantages upon the farmers and, at the same time, facilitating the pacification of the population directly concerned. Under this agreement an indemnity of 700,000 gold francs offered by the Roumanian Government will be distributed to the farmers.

In Hungary. — The situation of the Jewish minority in Hungary, is so far as it is affected by the Hungarian *numerus clausus* law, also came before the Council. As the Hungarian Government explained that the law was an exceptional and provisional measure, to be amended as soon as the situation became normal, the Council did not enter into the legal aspect of the question, and confined itself to noting the declaration of the Hungarian Government.

General questions. — Besides investigating these special cases, the Council formally ratified the procedure followed in constituting its Minorities Committee, which, it may be remembered, examined all petitions and communications relating to minorities. This Committee is formed by the Acting President of the Council and two members selected by him. Although each member of the Council is entitled to draw attention to any infraction, or threatened infraction, of the minority treaties, the entire activity of the Council in minority matters centres, in reality, in its Minorities Committee. This body examines petitions and—before deciding whether a question shall be referred to the Council—approaches the Governments; it asks them for additional information and puts forward suggestions with a view to removing doubts or misunderstandings. It also endeavours to bring a friendly influence to bear. In brief, the Committee is the instrument for the application of the Assembly resolution of 1922, which invites the Council to hold with the Governments concerned friendly and informal communication which, in the Assembly's opinion, is the best means, in ordinary circumstances, of promoting good relations between Governments and their minorities.

ADMINISTRATIVE QUESTIONS

The Saar. — The Council renewed for one year the mandate of the Chairman and of the members of the Saar Governing Commission. In the Saar territory the establishment of a customs regime on the Saar-German frontier was the principal event of 1925. The Commission did all in its power to mitigate the economic and social difficulties attendant upon the introduction of a new regime. The scheme drawn up by the Commission for the reinforcement of the Saar gendarmerie, which was approved by the Council, is working normally.

Danzig. — In the course of the year the Council had to examine the Polish-Danzig relations as a whole. It adopted a new procedure for the settlement of disputes, the object of which is to decrease the number of appeals to the Council and to eliminate as far as possible political tendencies. The League Technical Organisations, or experts appointed by them, play an important part in the new procedure, which has already been applied in several cases, in particular, in the question of the Polish Railway Administration at Danzig, in that of the Polish postal service at Danzig and in that of the Polish munition depôt.

MANDATES

The Permanent Mandates Commission met twice in 1925, when it examined the annual reports of the Mandatory Powers, in the presence of their accredited representatives and, in some cases, of the administrators of the Mandated Territories. The examination of the report on Iraq was postponed until the Mosul dispute should have been settled. The report on Syria will be examined at an extraordinary session in February, 1926, for which the French Government has promised a detailed statement on the present difficulties and the measures it proposes to take.

The Commission's observations on the reports examined and on certain petitions were forwarded by the Council to the Mandatory Powers concerned. The Commission, further, submitted to the Council the text of decisions concerning loans, advances and capital investments in Mandated Territories and the extension to those territories of special international conventions. The Council adopted these decisions, the object of which is, first, to promote the flow of capital into these territories and to make them the beneficiaries of conventions and special treaties concluded by the mandatories with other Powers.

WORK OF THE TECHNICAL ORGANISATIONS

In technical matters, the work of international co-operation was pursued through the agency of the technical organisations of the League.

The financial reconstruction of Austria, entered upon a decisive phase and considerable progress was made in Hungary.

The Financial Reconstruction of Austria. — Two experts, Mr. Layten and Professor Rist, were appointed by the Council to proceed to an investigation on Austria, in order to establish the connection between the economic situation and the work of financial reconstruction. In their report they came to the conclusion that the recovery of Austria was real and well-founded, and set forth a number of favourable symptoms. The Financial Committee, for its part, confirmed the fact that the programme of financial reconstruction had been executed, as the Austrian exchange was stable and the budget balanced. The Council accordingly decided to suppress the financial control, subject to certain measures of precaution, necessary in order to sustain the confidence of foreign money markets in Austrian finances. The negotiations between the Financial Committee and the Austrian Government were successful and, at the December meeting of the Council Sir Austen Chamberlain, Chairman of the Austrian Committee of the Council, announced that the control would shortly be suppressed and congratulated the Austrian Government on the complete recovery of the country.

The balance of the reconstruction loan, part of which has already been used for the electrification of railways, will be devoted stage by stage to the improvement of Austrian economic life. The Council also decided to transmit to the Governments the recommendations of the League Economic Committee regarding the widening of the outlets for Austrian produce and trade, and the promotion of foreign business relations with Austria.

The Financial Reconstruction of Hungary. — As regards the financial reconstruction of Hungary, the League Commissioner-General at Budapest informed the Council that the progress made was so considerable that it was possible to look forward to the time when the Council's role would come to an end. The budget has been balanced well in advance of the date fixed, and, instead of the deficit of 100 million gold crowns reckoned with during the first year of the reconstruction

work, there is a surplus of more than 60 millions. The general economic situation shows undeniable signs of improvement.

Greek Refugees. — Another constructive scheme in which the League Financial Committee has co-operated since 1923—the settlement of Greek refugees—is also working well and smoothly. 700,000 refugees have been established in rural settlements (mostly in Macedonia and near Athens) thanks to the international loan issued at the end of last year under the auspices of the League.

The Danzig Loan. — Another loan issued with the assistance of the League was devoted to municipal and harbour works in Danzig. The Financial Committee was also called upon to advise the Esthonian Government on its financial policy.

Double Taxation. — Besides co-operating in various ways with different Governments, the Financial Committee continued to study the question of double taxation and tax evasion. Agreement was reached on a certain number of general principles by revenue officials of seven different countries and the representatives of important trade associations of the whole world. This agreement will serve as a basis for the discussions of a conference which will meet next year and to which have been invited thirteen countries of Europe, the Americas and the Far East. A draft international convention will then be worked out.

The Economic Committee. — In the economic field progress was made in studying problems which appeared to offer subject matter for international conventions. The Economic Committee, assisted by experts, prepared the text of an agreement on the removal of barriers to foreign trade. This draft is now being submitted to Governments and important commercial organisations. The equitable treatment of foreigners as regards the permission to exercise professions, trades and other occupations was also dealt with by the Economic Committee. A certain number of principles were established and approved by the Assembly, which expressed the hope that States might be guided thereby in regard to their national legislation and in negotiating bi-lateral agreements.

The proposals drawn up by the Economic Committee with regard to certain aspects of unfair competition were embodied, with slight drafting amendments, in the revised edition of the Washington Convention for the protection of industrial property.

An Economic Conference. — The work of the League in economic matters is about to be enlarged and extended by the constitution of a Preparatory Commission for an Economic Conference, the Sixth Assembly having considered that an investigation of economic problems as a whole would be in conformity with the mandate conferred upon the League under Article XXIII of the Covenant. This Preparatory Commission will be composed of experts, selected on account of their qualifications and personal experience, and drawn from League Technical Organisations, the International Labour Office, the trade and business world, agricultural circles, economists and representatives of workers and consumers.

Communications and Transit. — The Organisation on Communications and Transit drew up two draft conventions of which one—on tonnage measurement in inland navigation—was concluded in November last at a Conference of European States, which was attended by Germany and the Soviet Union. The other convention concerns road traffic, and figures on the agenda of the international conference convened for 1926 by the French Government for the purpose of revising the 1909 Convention, which the growth of motor traffic rendered obsolete. The Transit Organisation has also drawn up the programme of the Passports Conference which will meet next spring. The problem of the safety of the seas, in particular with

regard to buoyage and lighting of coasts; the application of the International Railway Convention; and the question of telegraphic and wireless communications were also studied by the Transit Organisation. In the course of an enquiry on inland navigation in Europe, a mission was sent on a journey of investigation on the Rhine and the Danube.

The Transit Organisation, in 1925, was further called upon to act as a court of conciliation in disputes on the international regime of the Oder tributaries and the jurisdiction of the European Commission of the Danube.

The Health Organisation. — The Health Organisation besides assisting in the preparation of international conventions, extended its epidemiological intelligence service, in particular, through the establishment of the Singapore Bureau and by its system of interchange of health officers. Important progress was made in the technical and scientific work begun in former years (serological and biological research, antimalarial campaign, study of cancer death rate). Inquiries on tuberculosis and sleeping sickness were instituted at the request of certain Governments and Organisations. The Health Organisation is making arrangements to despatch to Central Africa a Commission which will study on the spot questions relating to sleeping sickness. The importance of the work of the Organisation for the Health Services of various countries and its interest for Governments are confirmed by the resolutions adopted by last Assembly, which entrust the Organisation with various new duties.

Intellectual Cooperation. — Questions concerning bibliographic coordination, the unification of scientific nomenclature, the protection of intellectual property, and inter-university relations were studied by the Committee on Intellectual Cooperation in 1925. The general principles of the organisation and working of the International Institute of Intellectual Cooperation at Paris were definitely laid down. The Committee has also been requested to appoint a committee of experts to deal with the question of the education of youth in the aims and work of the League—a matter which has already been examined by the Secretariat.

SOCIAL AND HUMANITARIAN QUESTIONS

Opium. — In this field the outstanding achievement of the League in 1925 was the conclusion by two international conferences of an Agreement and Convention on the Traffic in Opium and Other Dangerous Drugs. The agreement, which aims at strengthening the measures taken under the Hague Convention of 1912 for the gradual abolition of the use of prepared opium was drawn up by a conference of representatives of the interested Powers. The Convention was drawn up by a general conference; its object is likewise the reinforcement of the Hague Convention by a number of measures designed to reduce the production and manufacture of drugs and to tightening the control over the international trade.

China and the United States withdrew from the general Conference before the end.

In accordance with a recommendation contained in the Final Act of the second Conference, the Council decided to send to Persia a special commission to study the question of replacing the poppy by other crops. The American Social Hygiene Bureau is contributing 20,000 dollars towards the expenses of the Commission; a similar sum has been voted by the League.

Traffic in Women and Protection of Children. — The Committee dealing with the traffic in women and children was entirely reorganised. This body will henceforth be known as the "Advisory Commission on the Protection and Welfare of Children and Young People" and is subdivided into two Committees, one on

Traffic in Women and Children and the other on Child Welfare. Each body includes a group of assessors nominated by representative charitable organisations. In its work on child welfare, the Commission will base its study on the normal child and emphasise the constructive side of child welfare work at least as strongly as the question of protecting children from adverse influences or exploitation.

The American Social Hygiene Association has contributed 5,000 dollars towards the League's work on this subject.

The protection of women and children in the Near East is ensured by the "League of Nations House" at Constantinople. Useful work of relief and assistance was done in the Aleppo district.

Refugees. — In procuring employment for Armenian and Russian refugees the International Labour Office, to which this work was transferred, has obtained important results. 18,000 refugees have found employment in about thirty different countries. A Conference of Governments will shortly be convened for the purpose of studying means of promoting the emigration of Armenian and Russian refugees and of improving the present system of identity certificates.

The question of the settlement of Armenian Refugees was carefully studied in 1925 by Dr. Nansen and a group of experts, who came to the conclusion that certain irrigation works would allow of the establishment of about 25,000 refugees. A special commission has been appointed to examine whether this undertaking is technically feasible and to pursue all necessary negotiations.

Slavery. — Substantial progress was made in the League's work on slavery. The Temporary Slavery Committee, after studying the various forms of the alienation or restriction of individual liberty, recommended a series of practical measures to States within whose territories slavery still exists. As the Commission had suggested that the conclusion of an international Convention would be desirable, the British Government laid before the Assembly a draft Convention which, after amendment, was forwarded to the States Members of the League and certain other States. This draft contains *inter alia* an undertaking to prevent and abolish slavery and conditions analogous to slavery resulting from forced labour, and to bring about progressively and as soon as possible the disappearance of slavery in all its forms.

Mutual Relief in Disaster. — During the year a scheme of an International Union for relief in disaster was drawn up by a Committee of Experts. As a result of a debate on this question at the Sixth Assembly, a draft amended by the Committee has now been communicated to Governments for their observations.

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The work accomplished by the League last year in all fields, as outlined above, thus entails a considerable programme of continued effort in 1926.

II. — Summary of the Month.

The thirty-seventh session of the Council, which was preceded by meetings of its special committees and the Economic and Financial Committees, was held at Geneva from December 7th to December 16th. There were present :

M. Scialoja, President.	(Italy)
M. Hymans	(Belgium)
M. de Mello Franco	(Brazil)
Sir Austen Chamberlain	(British Empire)
(replaced at the Iraq debates by Mr. Amery).	

Dr. Benes	(Czechoslovakia)
M. Paul-Boncour	(France)
Viscount Ishii	(Japan)
M. Quinones de Leon	(Spain)
M. Uden	(Sweden)
M. Guani	(Uruguay)

Representatives of Albania, Austria, Bulgaria, Denmark, Greece, Hungary, the Netherlands, Persia, Poland, Roumania, the Serb-Croat-Slovene Kingdom, and Turkey took part in the debates on questions affecting the interests of those countries.

Two important political questions dominated the entire session—the Mosul dispute and the Graeco-Bulgarian frontier incident. In the first case, the Council decided in favour of the union of Mosul with Iraq, subject to the prolongation of the British Mandate over Iraq for twenty-five years. The second question was definitely settled on the basis of the report of the League Commission of Enquiry.

Substantial progress was made in the study of the interlinked questions of arbitration, security and reduction of armaments. Preparations were made for international conferences on the reduction and limitation of armaments, and for the investigation of the world's economic difficulties. Steps were also taken in view of the preliminary arrangements for a conference dealing with the private manufacture of arms.

The original texts of the Locarno Agreements were deposited in the League archives by Sir Austen Chamberlain and M. Paul-Boncour.

The Council's work in the economic field included arrangements for the approaching suppression of the budget control in Austria; and the examination of reports on the financial recovery of Hungary and the settlement of Greek Refugees. It also decided to convene a conference on passports to meet next spring.

Several important minority questions were dealt with—in particular, the position of the expropriated Hungarian farmers in Roumania and the situation of Jewish minorities under the Hungarian *numerus clausus* law. A personal declaration was made by the Council's rapporteur on minority questions, M. de Mello Franco, with regard to the proposed extension of the minority treaties and the procedure hitherto followed by the Council in dealing with these questions.

The Council considered questions concerning the Free City of Danzig, Mandates, the Ciraolo scheme for an International Relief Union and international municipal cooperation. It appointed four assessors to the Child Welfare Committee and definitely constituted a Commission to investigate problems in connection with opium production in Persia. It also noted the first replies to its enquiry with regard to the eventual convocation of a press conference.

III. — Reduction of Armaments.

By a resolution of the Sixth Assembly, based on Article VIII of the Covenant, the Council is invited to make a preparatory study with a view to a Conference for the reduction and limitation of armaments (1). This Conference will be convened as soon as satisfactory conditions have been ensured from the point of view of general security, as provided by the Third Assembly.

The Council accordingly, at its December meeting set up a Committee to prepare the work of the Conference and laid down the main lines of its programme.

(1) See *Monthly Summary*, Vol. V, No. 9, p. 239.

It also took steps with a view to the preparation of a draft convention on the supervision of the private manufacture of war material for submission to an international conference which will be convened as soon as possible.

Definite proposals on these questions were submitted to the Council by one of its special committees which met at Geneva on December 3rd. The Council adopted, with some modifications, the results of this preliminary study.

I — PREPARATORY COMMISSION FOR THE DISARMAMENT CONFERENCE

I. Composition and working. — This Commission includes representatives of States Members of the Council and of States which, by reason of their geographical situation, are in a special position as regards the disarmament problem and are not otherwise represented on the Commission, namely, Bulgaria, Finland, the Netherlands, Poland, Roumania and the Kingdom of the Serbs, Croats and Slovenes. Germany, the United States and Russia have also been invited to send representatives.

Any State which is not represented on the Commission is entitled to submit memoranda on matters in which it is specially interested, and to be heard in support of such memoranda.

The Commission is moreover empowered, in the case of special questions, to call upon the assistance of any State, which, in its opinion, may be particularly interested in these questions.

If the constitution of the Council is altered during the proceedings of the Commission, the composition of the latter may be changed in order to ensure the continuity of its work.

The Commission will draw up proposals for the Council and will direct and coordinate all work preparatory to the Conference. It will be entitled to seek the cooperation and advice of the competent League organisations, which, in their turn, may submit on their own initiative any suggestion they may consider useful. Thus the Commission will be able to seek the advice of the Permanent Advisory Commission on any questions relating to the military, naval or air aspect of the matters in hand. For the economic aspect it will call upon a joint Commission, composed of two members each of the Economic, Financial and Transit Organisations (to be appointed by the Council after consulting the Chairmen of the respective committees), two members of the Employers' Group and two members of the Workers' Group of the Governing Body of the International Labour Office (to be appointed by that Body).

The joint Commission may call in other experts under the same conditions as provided in the case of the Permanent Advisory Commission.

Under the standing authority of the President of the Council, the Chairman of the Preparatory Commission may request the Chairman of the Permanent Advisory Commission or the Joint Commission to assemble these bodies on a given date.

The Preparatory Commission may at any time summon the Chairmen and the Rapporteurs of the Permanent Advisory Commission and the Joint Commission to explain the views of these bodies. It may also summon and hear any persons whose special qualifications are calculated to facilitate its work on a given subject.

In his report to the Council, Dr. Benes (Czechoslovakia) said :

These proposals (regarding the composition of the Commission) are very skilfully designed to meet the requirement that the higher political direction and coordination of the preliminary work should be concentrated in the hands of accredited representatives of the Governments. In view of the very diverse features which the problem presents in different parts of the world and in order to meet the wishes of the Assembly, the scheme rightly provides for the exten-

sion of the leading organisation by adding to the representatives of States Members of the Council a certain number of representatives of other States which are in a special situation in regard to this problem. It also provides means of enabling States not directly represented to make their views heard, and it empowers this Commission of Government representatives to obtain the opinions of experts specially qualified to advise on particular questions. Another advantage offered by the scheme submitted to us is that it creates a well-defined, yet elastic, system of cooperation in the work of disarmament with the technical organisations of the League.

2. *Programme of the Preparatory Commission.* — The programme of the Commission, which will meet for the first time on February 15th at Geneva, includes the study of certain questions figuring on a list drawn up by the Council. In his report Dr. Benes summed up as follows the debates of the Council Committee on the subject :

In the first place, recalling the resolution of the Fifth Assembly on the question of the reduction of naval armaments, the French, Italian and Japanese representatives stated on behalf of their Governments, that they could not see their way to dissociate the various kinds of armaments—military, naval and air—and to consider them at separate conferences.

Secondly, a large number of delegates urged that it was impossible to deal with the disarmament question without reference to what has been called the potential war strength of the various countries—in other words, their population and their economic and industrial resources. As there could be no question of effecting a reduction in such factors, nor even of usefully examining them, they thought that it would not be practicable to find a fair basis for comparison between peace-time armaments properly so-called, unless the potential war strength of various countries were made comparable by organising economic and financial assistance as provided in principle in Article 16 of the Covenant.

Again, the French representative laid great stress on the point that one of the essential objects of the reduction and limitation of armaments, was to secure a position in which no country committing an aggression would be able to make head against the total forces which could be brought against it by the Members of the League acting conjointly in pursuance of Article 16 of the Covenant and of regional agreements as contemplated in Article 21.

Lastly, the British, French and Spanish delegates expressed the opinion that the question of an international supervision to ensure that the observance of limitation of armaments was being observed should be examined by the Preparatory Commission. The French delegate emphasised the necessity of such supervision, particularly during the period when the arbitration and conciliation proceedings provided for in the Covenant of the League of Nations and in the various agreements recently concluded were in progress.

Dr. Benes observed that the Council had succeeded in reconciling the different points of view and in reaching unanimous agreement on the following questions, which are to be referred to the Preparatory Commission :

Question I.

What is to be understood by the expression "armaments"?

(a) Definition of the various factors—military, economic geographical, etc.—upon which the power of a country in time of war depends.

(b) Definition and special characteristics of the various factors which constitute the armaments of a country in time of peace; the different categories of armaments (military, naval and air), the methods of recruiting, training, organisations capable of immediate military employment, etc.

Question II.

(a) Is it practicable to limit the ultimate war strength of a country, or must any measures of disarmament be confined to the peace strength?

(b) What is to be understood by the expression "reduction and limitation of armaments"?

The various forms which reduction or limitation may take in the case of land, sea and air forces : the relative advantages or disadvantages of each of the

different forms or methods : for example, the reduction of the larger peace-time units or of their establishment and their equipment, or of any immediately mobilisable forces ; the reduction of the length of active service, the reduction of the quantity of military equipment, the reduction of expenditure on national defence, etc.

Question III.

By what standards is it possible to measure the armaments of one country against the armaments of another, e. g. numbers, period of service, equipment expenditure, etc.?

Question IV.

Can there be said to be "offensive" and "defensive" armaments?

Is there any method of ascertaining whether a certain force is organised for purely defensive purposes (no matter what use may be made of it in time of war), or whether, on the contrary, it is established for the purposes in a spirit of aggression?

Question V.

(a) On what principle will it be possible to draw up a scale of armaments permissible to the various countries, taking into account particularly :

Population;

Geographical situation;

Length and nature of maritime communications;

Density and character of the railways;

Vulnerability of the frontiers and of the important vital centres near the frontiers;

The time required, varying with different States, to transform peace armaments into war armaments;

The degree of security which, in the event of aggression, a State could receive under the provisions of the Covenant or of separate engagements contracted towards that State?

(b) Can the reduction of armaments be promoted by examining possible means for ensuring that the mutual assistance, economic and military, contemplated in Article 16 of the Covenant, shall be brought quickly into operation as soon as an act of aggression has been committed.

Question VI.

(a) Is there any device by which civil and military aircraft can be distinguished for purposes of disarmament? If this is not practicable, how can the value of civil aircraft be computed in estimating the air strength of any country?

(b) Is it possible or desirable to apply the conclusions arrived at in (a) above to parts of aircraft and aircraft engines?

(c) Is it possible to attach military value to commercial fleets in estimating the naval armaments of a country?

Question VII.

Admitting that disarmament depends on security, to what extent is regional disarmament possible in return for regional security? Or is any scheme of disarmament impracticable unless it is general? If regional disarmament is practicable, would it promote or lead up to general disarmament?

* * *

The Council, finally, taking into consideration the Resolution of the Sixth Assembly with regard to arbitration, security and the reduction of armaments, invited the Secretary-General to prepare for its next ordinary session (1) a complete statement of all the proposals, declarations and suggestions made at the Sixth Assembly and at the Council meetings with a view to the pacific settlement of international disputes; (2) a systematic survey of the arbitration conventions and treaties

of mutual security deposited with the League. The object of these memoranda is to enable the Council to prepare a report for the Seventh Assembly on past and potential progress in these matters.

II — PRIVATE MANUFACTURE OF ARMS

Adopting the opinion of its Special Committee, the Council decided, before preparing a draft convention, to serve as a basis for the discussion of a conference on the private manufacture of arms, to communicate to Governments with slight amendments the questionnaire drawn up last March by M. Guani, M. Cobian and M. Veverka.

Governments were requested to send in their replies before June 1st 1926. The Council considered that in this way it might be possible to summon the conference before September next, as recommended by the Sixth Assembly. It requested its special Committee (M. Guani, M. Cobian and M. Veverka) to begin preparing a draft convention on the supervision of the private manufacture of war material.

The questionnaire addressed to Governments is drawn up in the following form :

1. What is the nature and extent of the "grave objections" of a national or international character, to the private manufacture of arms, munitions and implements of war. Give, if possible, some concrete examples drawn from your own experience.

2. What administrative and legislative measures are in force in.....in regard to private manufacture?

3. Does the.....Constitution present any obstacles to the conclusion of international agreements on the control of the private manufacture of arms, munitions and implements of war, and, if so, what is the nature of these obstacles?

4. What suggestions has the Government of.....to offer in regard to the question under review?

5. What are the provisions which, in the opinion of the Government ofshould be inserted in the Convention for the Supervision of the Private Manufacture of Arms and Ammunition and of Implements of War in order to complete the Convention for the International Trade in Arms and Ammunition and in Implements of War.

IV. — General Questions.

1. — COLLABORATION OF THE PRESS IN THE ORGANISATION OF PEACE

The progress of an enquiry instituted to ascertain the views of press organisations with regard to the convocation of a committee of experts as suggested by the Sixth Assembly, was noted by the Council on December 14th.

Replies in favour of a Press Conference have up to the present been received from the official Press Bureaux and principal newspaper associations of fourteen countries and also from various international press unions. Several of these communications contained proposals as to the questions to be studied.

As no replies had so far been received from the overseas press, the Council, on the proposal of M. Hymans (Belgium) adjourned to its next meeting its decision on this question.

2. — APPOINTMENT OF A DEPUTY-AUDITOR

On the proposal of the Supervisory Commission, the Council appointed M. Fulberto Vivaldi, member of the Italian Audit Office, deputy-auditor of the League of Nations accounts.

V. — Technical Organisations.

1. — THE HEALTH ORGANISATION

Work of the Health Committee.

The work of the Health Committee at its October Session was approved by the Council on December 7th.

2. — THE ECONOMIC AND FINANCIAL ORGANISATION

a) *The Financial Reconstruction of Austria.*

The beginning of the final stage in the financial reconstruction of Austria was marked by the Council's discussions of December 9th, when measures were taken in view of the progressive abolition of the League budgetary control, while reserving the rights of the States guarantors of the reconstruction loan. The Council, moreover, in order to facilitate the return of normal economic conditions, urged States in commercial relations with Austria to assist in her economic recovery by widening the outlets for Austrian production and trade.

At its September meeting the Council had requested the Financial Committee to discuss with the Austrian Government and other interested parties arrangements for the management of the assigned revenues and the control of the expenditure of the balance of the reconstruction loan in the event of the departure of the Commissioner-General, as well as the mode of communication between the Austrian Government and the Committee of Control of the Guarantor States. It had further referred to the Economic Committee for examination the report of Mr. Layton and Professor Rist on economic conditions in Austria. Both Committees submitted proposals, which on December 9th were adopted by the Council, acting in complete agreement with the Austrian Government.

The December Council meeting at which Austria, Denmark and the Netherlands were represented, was attended by M. Zimmerman, Commissioner-General of the League at Vienna, Marquis Cusani (Italian), Chairman of the Committee of Control of the Guarantor States and M. Dubois, Chairman of the Financial Committee. On this occasion the Austrian Government made known that it accepted the two conditions laid down by the Council in September, namely, that a foreign adviser to the National Bank should continue in office for three years, and that the Council should be empowered to reinstate a Commissioner-General at any time during the next ten years if budgetary stability seemed in danger.

The balance of the loan will be progressively applied for the improvement of Austria's economic life. It will be retained in liquid form in a separate account and will be released for such expenditure as the Financial Committee may approve. At the beginning of 1926 a substantial part will be devoted to the electrification of railways and to productive investments. The system contemplated by the Financial Committee for the administration of the balance has been so devised as to eliminate every element of general financial control and to leave Austria in complete control of her own budget. The special control of the assigned revenues, as planned by the Financial Committee, can in no case encroach upon Austria's political and economic independence.

Under the arrangements proposed by the Financial Committee and adopted by the Council the Committee of Control, pending the complete discharge of the reconstruction loan, is entitled to address communications direct to the Austrian Government. The yield of the revenues assigned as security for the loan will continue to be paid into a special account under the management of trustees appoin-

ted by the Council. The latter will draw from the account the sums necessary for the loan service and will place the balance at the disposal of the Austrian Government. The trustees will be in communication with the Committee of Control and will keep it informed of all matters concerning the accounts entrusted to their management.

* * *

The Commissioner-General of the League at Vienna expressed his satisfaction at the success which had crowned Austria's long and sustained efforts. He recalled that the financial control which had been relaxed last August would henceforth be limited to the management of the assigned revenues and of the balance of the loan and would come to an end in or about July. He added that he hoped to be able to absent himself frequently from Vienna during this final period and desired on this occasion to express his gratitude to the Council for its confidence and support.

The Austrian representative adhered on behalf of his Government to the proposals recommended for adoption.

The Council, finally, took note of a letter from the Austrian Government and of a declaration made by its representative, containing the engagement entered into by Austria with regard to the execution of the Protocols of October 4th, 1922, after the departure of the Commissioner-General. It congratulated the Austrian Government and the Austrian people on the success of the reconstruction work and voiced its sincere hope that no effort would be spared to maintain the country's financial stability.

Progress in December.

(Communicated by the Commissioner-General's Office.)

Execution of Reform Programme. — The total number of dismissals in the civil service since October, 1922, rose to 81,318 on November 28th.

Budget Estimates. — The Austrian Government notified the Commissioner-General of the following estimates for December :

	Current Administration (Millions of shillings)	Investments	Total
Expenditure.	57.4	4.18	61.58
Revenue.	68.07	0.70	67.37
Surplus	10.67	3.48	5.79
Deficit	—	—	—

Yield of Assigned Revenues. — The yield in November of the revenues assigned for the service of the reconstruction loan was 42.4 million shillings (22.4 millions from the tobacco monopoly and 20 millions from the customs).

General Situation. — The number of unemployed receiving State assistance rose from 136,357 on November 15th to 179,175 on December 15th.

Bank and savings bank deposits increased from 515 million shillings at the beginning of November to 534 millions at the beginning of December.

The weekly balance sheet of December 23rd shews note circulation of 817 million shillings, covered to the extent of 63.6 % by gold and foreign monies, and current accounts of 98 millions. Total commitments of 915 millions are therefore covered by gold and foreign monies in a proportion of 57 %.

b) *The Financial Reconstruction of Hungary.*

The financial reconstruction of Hungary came before the Council on December 3th, when it noted the reports by the Financial Committee and the Commissioner-

General of the League at Budapesth. At this meeting Hungary, Roumania and the Serb-Croat-Slovene Kingdom, were represented by Count Bethlen, M. Commene, and M. Yovanovitch respectively. Mr. Tyler, Assistant Commissioner-General of the League at Budapesth, was also present.

The Council noted definite progress in the execution of the monetary provisions of the Hungarian reconstruction scheme. A new currency based on gold had been introduced; all restriction had been removed on foreign exchange transactions and legislative provision had been made for gold balance sheets in private industry, trade and banking. During the first five months of the financial year 1925-1926 there had been a budget surplus. Signs of improvement in the general economic life of the country—cheaper money, less unemployment and increasing foreign trade—were also noted.

The Council emphasised that it entirely shared the Financial Committee's sense of the importance, for Hungary and Central Europe as a whole, of the conclusion of agreements which would have the effect of substantially reducing the impediments to international trade. On the proposal of the Rapporteur, M. Scialoja, it adopted the Financial Committee's recommendations as to the use of the balance of the reconstruction loan, the centralisation of State funds and the encouragement of administrative reforms.

The Roumanian representative, M. Commene, expressed his Government's satisfaction at the prompt recovery of Hungarian finances and its confidence that the balance of the reconstruction loan would be used for productive investments only. This statement was seconded by the representative of the Kingdom of the Serbs, Croats and Slovenes.

The Assistant Commissioner-General, Mr. Tyler, said that the progress made by Hungary toward complete financial recovery was such that it was now possible to look forward to a time when the Commissioner-General's duties would be at an end. He explained that by an energetic policy of administrative reform the Hungarian Government would be able to cut down its establishment to the proportions required by present-day Hungary and pay suitable salaries to the officials retained without threatening the stability of its budget.

What was urgently needed, he said, was the conclusion of commercial treaties between Hungary and her neighbours. The lack of such agreements was undoubtedly an obstacle to the return of normal conditions of prosperity. Anything which might be done by the members of the Council to hasten the conclusion of such agreements was, he said, well worth doing for the sake of the work in hand. He concluded with a tribute to the loyal cooperation of the Hungarian Government.

Count Bethlen thanked the League, in the name of his country, for the effective help given to Hungary.

c) *Settlement of Greek Refugees.*

At its December meeting the Council noted the eighth report of the Greek Refugee Settlement Commission, covering the period from July 1st to December 6th, 1925.

The report contains details concerning the financial situation of the Commission, the work of agricultural and urban settlement and health conditions among refugees.

Financial situation. — On September 30th the balance of the loan amounted to £ 3,258,659. The expenditure during the first nine months of 1925 was £ 3,132,372 in detail :

Agricultural settlement	£ 2,900,493
Urban settlement	207,948
General office expenses	23,435
Costs of first installation	500

Repayments to the amount of £14,132 were received on advances granted by the Commission. The repayment of debts owing to the Commission will, it is hoped, proceed satisfactorily, the Commission having instructed its agents to urge refugees to begin discharging such debts. The considerable improvement which has taken place in the financial position of the refugees may be attributed to the last grain and tobacco harvest.

The Commission was, however, obliged to re-organise and reduce its budget in view of the fact that an advance of £500,000 promised by the Greek National Bank could not be placed at its disposal.

Unforeseen events have resulted in a constant increase of the number of refugees in Greece — a circumstance which has destroyed the foundation upon which the Commission had established its original estimates. The Commission has therefore been obliged to reserve its funds for refugees whose settlement it had formally undertaken to begin or complete.

Agricultural settlement. — Up to September 30th, the total area of the land handed over to the Commission for colonisation was 6,676,499 stremmata. 2,038,194 stremmata were cultivated in 1924-1925 as against 1,059,648 in 1923-1924.

Health conditions are gradually improving among the farmer settlers. Malaria is decreasing, thanks to the Commission's medical service.

Urban settlement. — The report notes in particular the keenness shown by refugees to purchase houses put up for sale by the Commission in its quarters in Athens and the Piraeus. The work of urban settlement is nearly finished, as the credits allotted for this branch of the work are almost exhausted.

* *

According to the report, certain difficulties, discussed by the Council in September, with which the Commission had to cope, appear to have been removed.

d) *Preparations for an International Economic Conference.*

The constitution of a Technical Committee to prepare the work of an International Economic Conference was decided by the Council on December 14th.

The investigation of economic difficulties standing in the way of a revival of general prosperity had been referred to the Council by the Sixth Assembly, as being in conformity with the mandate contained in Article XXIII of the Covenant. To this end, the Assembly had requested the Council to set up a Preparatory Committee. The French Government had subsequently sent in proposals as to the composition of that body, which were submitted to the Council together with the observations of the Italian Government, the League Technical Organisations, and the International Labour Office.

The Preparatory Committee will be composed of experts selected as best fitted by their qualifications and personal experience to prepare the work of the Conference, and not of representatives of Governments or organisations. There will be about thirty-five members drawn in part from the League Technical Organisations and the International Labour Office, and including persons with practical experience in industry, trade and agriculture, economists and representatives of workers and consumers.

A special committee of the Council will follow the work of the Preparatory Committee, and, if necessary, advise the latter in the performance of its duties.

The Preparatory Committee will arrange for the collection and preparation of such economic information as may assist the work of the Conference and will

consider and submit to the Council a report concerning the programme, composition, rules of procedure and date of meeting of the Conference. Above all, it will consider to what extent the present economic difficulties are international difficulties, and will endeavour to discover points in respect of which practical solutions might be contemplated, together with the appropriate methods of giving effect to these solutions. It will be empowered to institute enquiries, to seek expert advice, and to set up committees of specialists in the various branches of economic production.

e) *Seventeenth Session of the Economic Committee.*

The Economic Committee met at Geneva from November 30th to December 4th, M. Negulcea (Roumanian) presiding.

There were present :

M. Brunet (Belgian), Mr. Campion (Australian), M. J. A. Barboza Carneiro (Brazilian), M. de Nola (replacing M. Pirelli; Italian), M. Ibl replacing M. Dvoracek; Czechoslovak); M. Jensen (Dane), M. Serruys (French), Sir Hubert Llewellyn Smith (British), M. Stucki (replacing M. Heer; Swiss), M. Usami (replacing M. Matsuyama; Japanese), M. Wieniawski (Pole).

The principal questions on the agenda concerned the economic reconstruction of Austria and the constitution of a Preparatory Committee for the Economic Conference as contemplated by the Sixth Assembly.

Full accounts of the proceedings are given in the chapters on Austria and the Economic Conference.

f) *Twentieth Session of the Financial Committee.*

The Financial Committee met from December 3rd to December 8th at Geneva, with M. Dubois in the chair.

There were present :

M. Bianchini (Italian);
M. de Chalendar (French), replacing M. Parmentier;
M. Ter Meulen (Dutch);
Sir Otto Niemeyer (British);
M. Pospisil (Czechoslovak).
M. Warland (Belgian), replacing M. Janssen;
M. Schizuo Yamaji (Japanese), replacing M. Sekiba.

M. Gustave Ador, president of the Economic and Financial Commission, also attended the meeting.

The Committee studied various questions relating to the financial restoration of Austria and Hungary and the settlement of Greek refugees.

Accounts of the proceedings are given in special chapters devoted to these questions.

3. — COMMUNICATIONS AND TRANSIT

a) *The Passports Conference.*

The convocation of an international Conference on Passports, to meet on May 12th, 1926, was decided upon by the Council on December 9th. This step, which was taken at the request of the Chairman of the Committee on Communications and Transit, aims at the abolition to the widest extent possible of the passport system and at the mitigation of the disadvantages and expenses which that system entails for international relations and trade.

All the Governments members or non-members of the League which attended the Second General Conference on Communications and Transit will be invited to send representatives. International organisations specially qualified to assist the Conference will be invited to attend in an advisory capacity. A list of such bodies will be furnished by the Chairman of the Committee on Communications and Transit.

M. Guani (Uruguay), reporting to the Council, drew attention to the fact that both economic circles and public opinion were looking forward to an improvement of the passport system. The question had been thoroughly gone into by a special sub-committee of the Committee on Communications and Transit, and a draft agenda prepared.

b) *Ports and Maritime Navigation.*

The Second Session of the Sub-Committee on Ports and Maritime Navigation took place in Paris from November 28th to December 2nd, with M. de Agüero y Bethancourt in the Chair.

There were present :

For the Ports Committee :

M. G. Smith (Norway); Mr. G. E. Baker (replacing Mr. Baldwin) (Great Britain); M. G. Brockmann y Abarzuza (Spain); M. A. Stievenard (Belgium); M. Fernandez y Medina (Uruguay); M. P. H. Watier (France); M. F. Marena (replacing M. Ingianni) (Italy); M. von Lahr (Germany).

For the Committee on Maritime Navigation :

M. G. Popesco (Roumania); Mr. Y. Sugimura (Japan); M. G. Breton (France); M. Palanca (replacing M. Biancardi) (Italy); M. A. G. Kroller (Netherlands); Mr. Cleminson (replacing Sir Alan Anderson) (Great Britain); Mr. Maurice Hill (assistant to Mr. Cleminson).

The meeting was also attended by M. J. Hostie, Secretary-General of the Central Commission for Rhine Navigation; Mr. Shee, Royal Life Boat Institution, Great Britain; M. Francis Rey, Secretary-General of the European Commission of the Danube; M. Charles Lepine, President of the North-West River Navigation Department of the Union of the Socialist Soviet Republics, and M. Parfenoff, chief of the river department of the Registry of the Union.

On the agenda of the meeting figure questions relating to the double taxation of maritime industries, the unification of tonnage measurement, health regulations in maritime navigation, and the organisation of lifesaving at sea.

Double Taxation of Maritime Industries. — The question of double taxation and its bearing on maritime trade had been studied by the Sub-Committee in June, 1924. At its second session it noted the report of the Committee of Experts on Double Taxation. That body had suggested that, in the case of maritime navigation undertakings, taxes should be levied only by the country in which the real centre of management was situated.

The Sub-Committee took note of this suggestion which will be discussed later at a Conference of experts. It was of opinion that the meaning of the phrase "real centre of management" should be very carefully defined, in order to avoid difficulties in its application. It therefore decided, pending the results of the Conference of Experts, to draw the attention of Governments to the expediency of increasing the number of bilateral conventions between States.

Unification of Tonnage Measurement. — The Sub-Committee continued its examination of the question of tonnage measurement in maritime navigation. It

decided to set up a special Committee to study means of securing uniformity of tonnage regulations and their application.

Health Regulations and Maritime Navigation. — The Sub-Committee pursued its study of the reforms necessary in existing health regulations, in order to lighten the burdens on international trade and navigation, and reduce the number of declarations and formalities. It drew the attention of Governments to the necessity of allowing for the effect on the economic situation of new regulations for maritime navigation when this question came up for discussion at the Conference for the revision of the 1912 Health Convention, which is to be convened in 1926.

The Sub-Committee further proposed that a Committee should be appointed to collect material on the requirements and demands of maritime navigation for the Governments and organisations preparing for the Conference.

Organisation of Lifesaving at Sea. — On this subject, the Sub-Committee noted a memorandum presented by the Royal National Lifeboat Institution and heard a statement by Mr. Shee, Secretary-General of that organisation. It came to the conclusion that the Council might draw the attention of States which had not as yet organised rescue service to the important work accomplished by private and public rescue organisations. The Sub-Committee considered that private or public lifesaving service should be organised in all countries where they did not already exist. Finally, it expressed its opinion that the most effectual means of bringing about the organisation of new services and the improvement of those already in existence would be the establishment of a permanent contact between lifesaving services in the different countries.

VI. — Administrative Questions.

1. — DANZIG

Question of a Guard Detachment for the Polish Munitions Depot on the Westerplatte. — The Council, on the report of M. Quinones de Leon (Spain), came to the conclusion that the permanent establishment of a Polish guard detachment on the Westerplatte did not amount to the establishment of a military base at Danzig. It decided further that the Guard detachment should not wear uniform outside the area reserved for Poland and that its arms should be strictly limited to those required for watch duty: The site will not be fortified in any way.

The Polish Government had asked the High Commissioner of the League at Danzig to consent to the establishment of a guard detachment on the premises on the Westerplatte allotted to Poland for the storage of munitions in transit. Before replying, the High Commissioner asked the Council whether this arrangement might not be contrary to the Constitution of the Free City of Danzig.

Appointment of the High Commissioner. — The Council appointed Dr. van Hamel (Netherlands), director of the Legal Section of the League Secretariat, to succeed Mr. MacDonnell as High Commissioner of the League at Danzig.

The President of the Council, M. Scialoja (Italy) thanked Mr. MacDonnell on behalf of the Council for the services he had rendered the League during his term of office.

Mr. MacDonnell's term of office expires on February 22nd, 1926. Dr. van Hamel's appointment has been made for a period of three years.

2. — APPOINTMENT OF A PROVISIONAL RECORDS COMMISSIONER FOR THE SAAR PLEBISCITE*

After paying a tribute to the memory of M. Alfred Bonzon, the Council appointed Colonel James de Reynier (Swiss), formerly chairman of the Danzig Harbour Board, to succeed him as Provisional Records Commissioner for the Saar Plebiscite.

The duties of the new Commissioner will be to ascertain what measures have been taken for the custody of documents handed over by the German Government in view of the Plebiscite; and to consider measures for the distribution among the various Saar authorities and the custody of additional documents which the German Government has been asked to supply.

3. — MANDATES

The work of the Permanent Mandates Commission at its October session and various questions relating to the administration of Mandated territories were examined by the Council on December 9th. The Chairman of the Permanent Mandates Commission, Marquis Theodoli, attended the meeting.

Seventh Session of the Permanent Mandates Commission. — On the proposal of M. Unden (Sweden) the Council commended to the consideration of the Mandatory Powers certain points raised by the Commission in regard to petitions, the present situation of ex-enemy property, and the despatch of the annual reports of the Mandatories.

The Council associated itself with the strong desire expressed by the Commission for the prompt and satisfactory restoration of order in Syria. It approved the convocation of an extraordinary session of the Commission at Rome in February to consider the special report of the French Government.

With regard to Iraq the Council shared the view of the Commission that the examination of the report of the British Government should be postponed until the Mosul dispute had been settled.

The Council decided to forward to the Mandatory Powers concerned the Commission's observations on the five annual reports examined ⁽¹⁾, together with its conclusions regarding the different petitions ⁽¹⁾. The Secretary-General was also requested to bring these conclusions to the knowledge of the petitioners.

Organic Law on the Administration of Ruanda-Urundi. — In September 1925 the German Government drew the attention of the Council to a law dated August 21st, 1925, providing for the future administration of Ruanda-Urundi, and raised certain objections based on Article XXII of the Covenant.

At the Seventh Session of the Commission in October last, the accredited representative of the Belgian Government gave full explanations and an authoritative interpretation of the law ⁽²⁾. The Rapporteur to the Council concluded that, although it seemed to him that the drafting of certain articles of the law might give rise to doubt, the interpretation was sufficient to dispel any fears which might have been felt as to a possible covert annexation of the territory. The Council, accordingly, decided on his proposal to take note of the explanations and assurances given by the Belgian representative.

Frontier between Kenya and Tanganyika. — The Council noted a communication from the British Government to the effect that it had formally adopted as

(1) See *Monthly Summary*, November 1925, p. 289.

(2) See *Monthly Summary*, November 1925, p. 290.

the boundary between Kenya and Tanganyika the line informally agreed upon in 1914 as the boundary between British and German East Africa.

General Questions. — The Council decided to ask those Mandatory Powers which had not yet informed it of their views on certain general questions concerning military recruitment, State lands and liquor traffic, to forward their observations before the March Session of the Council.

VII. — Protection of Minorities.

At its December session the Council had before it questions concerning the following minorities :

The Jewish minority in Hungary; Armenian refugees in Greece; Hungarian farmers in the Banat and Transylvania; the Greek minority at Constantinople and the Turkish minority in Western Thrace.

The question of the exchange of Moslems of Albanian origin in Greece also figured on the agenda.

1. — THE JEWISH MINORITY IN HUNGARY

The question of the Hungarian *Numerus Clausus* law (No. 25 of 1920) was first brought before the Council in September, 1922, as a result of petitions from the Joint Foreign Committee of the Jewish Board of Deputies and the Anglo-Jewish Association, and the *Alliance Israélite Universelle*. This law lays down *inter alia* that the number of students of different races and nationalities entered on the rolls of universities and other institutions for higher education shall be in proportion to the number of inhabitants of such races and nationalities in the country; each race or nationality shall be represented in a proportion of at least nine-tenths of its respective proportion in the country.

The Council felt at that moment that it ought primarily to obtain information as to the manner in which the law under discussion was being applied, and whether in practice the legitimate rights of minorities were being disregarded. The Hungarian Government, accordingly, on various occasions supplied statistical information on the subject.

Subsequently, the Joint Foreign Committee of the Jewish Board of Deputies, and the Anglo-Jewish Association, addressed to the League a further petition on the subject of which the Hungarian Government submitted its observations. On the proposal of the Spanish, Belgian and Japanese representatives, and in the light of this material, the Council decided to resume its examination of the matter at its thirty-seventh session.

The question before the Council was whether the *Numerus Clausus* was compatible with the principle of equal treatment for all Hungarian nationals, irrespective of race, language or creed, as laid down in the treaties. The Hungarian representative said that his Government considered the law as an exceptional and provisional measure, necessitated by an abnormal social situation, a measure which it was decided to amend directly the situation changed. In these circumstances the Council, on December 12th, decided not to enter into the question of law, and to take no action for the moment; but simply to note the statements of the Hungarian Government and to await the amendment of the law in the near future.

2. — RESTITUTION TO ARMENIAN REFUGEES IN GREECE OF DEPOSITS IN FOREIGN BANKS AT SMYRNA AND OF PROPERTY LEFT BEHIND IN ASIA MINOR

This question had been placed on the agenda of the December Council meeting at the request of the Spanish, Italian and Swedish representatives and in the

absence of any observations on the part of the Turkish Government. A Turkish note having subsequently been received, the Council referred the whole question for re-examination to a Committee composed of the above-mentioned representatives.

Munir Bey (Turkey), who attended the meeting of December 14th, agreed to this procedure, as, in this way, the Turkish Government would be able to explain its point of view to the Committee, and, if necessary, the matter might again come before the Council.

3. — THE GREEK MINORITY IN CONSTANTINOPLE AND THE TURKISH MINORITY IN WESTERN THRACE

The Council, on December 11th, took note of a letter from the Greek and Turkish representatives stating that their Governments were at that moment engaged in negotiations for the settlement of the questions on which they had appealed to the Council, and requesting the League to suspend its proceedings in this matter.

The Council accordingly decided to bring this question to the knowledge of the neutral members of the Mixed Commission for the Exchange of Greek and Turkish populations. These members, as requested by the Greek and Turkish Governments, had been asked to investigate the situation of Greek and Turkish minorities with regard to the execution of the Convention on the exchange of populations.

4. — FARMERS OF HUNGARIAN RACE IN THE BANAT AND TRANSYLVANIA

On the proposal of M. de Mello Franco, the Council, including M. Comnene (Roumania), accepted the arrangements made by the Roumanian Government and the Brazilian, British and Swedish representatives for the distribution of an indemnity of 700,000 gold francs to farmers of Hungarian race expropriated under the Agrarian Reform Law.

The arrangements provide for the formation in each settlement of a committee elected by the farmers, whose duty it will be to prepare schedules giving detailed information in respect of each farmer for purposes of indemnity. The farmers are entitled to appeal against decisions of these committees to a special commission at Bucarest, attached to the Central Office for the Partition of Lands. This commission is composed of a Councillor of the High Court of Appeal, appointed by the President of the Court, the Director of the Central Office for the Partition of Lands, and a delegate appointed by the farmers.

As soon as the redistribution of land has taken place and payments have been made, the Roumanian Government will notify the League to this effect, and will forward a list of the payments made to each farmer, mentioning whether disputes have arisen and, if so, how they have been settled.

5. — GENERAL QUESTIONS CONCERNING MINORITIES

Besides examining the special cases on the agenda, the Council dealt with the question of Minorities as a whole raised in a resolution of the Sixth Assembly. It may be remembered that the Assembly approved the procedure followed by the Council in regard to the protection of minorities, and referred to the Council the minutes of a debate in the Sixth Committee on a proposal of the Lithuanian representative which was subsequently withdrawn. The proposal aimed at the preparation of a general convention to include all States Members of the League, setting forth their common rights and duties in regard to minorities.

The Council considered that this discussion did not call for any action at the present time. It noted, however, the resolution of the Assembly, and heard a statement by M. de Mello Franco, its rapporteur on minority questions during the last two years, expressing his personal views on the subject.

M. de Mello Franco began by recalling the origin and growth of the rights of minorities. He pointed out that the question of racial and religious minorities had only been raised on certain historic occasions, such as the incorporation of the territory of one State with that of another, territorial reconstruction resulting from war, the constitution of new States or struggles on the part of certain States against oppression by other States. For this reason, he said, the mere co-existence of groups of persons forming collective entities, racially different in the territory and under the jurisdiction of a State, was not sufficient to create the obligation to recognise the existence in that State, side by side with the majority of its population, of a minority requiring the protection of the League of Nations.

A minority in the terms of the present-day treaties should be, he said, the product of struggles going back for centuries or perhaps shorter periods, between certain nationalities and of the transfer of certain territories from one sovereignty to another in the course of successive historic phases.

These factors however were not constant in all States Members of the League. M. de Mello Franco, therefore, was of opinion that a general convention for the protection of minorities was not feasible.

The Brazilian representative then examined the system gradually worked out by the Council in order to ensure the application of the minority treaties. This procedure he compared with an administrative law designed to give effect to a constitution for this reason, he considered that the suggestions made on September by Count Apponyi ⁽¹⁾ with a view to the amendment of the procedure were not compatible with the minority treaties.

“Those who conceived this system of protection”, said M. de Mello Franco, “did not dream of creating within certain States a group of inhabitants who would regard themselves as permanently foreign to the general organisation of the country. On the contrary they wished the elements of the population contained in such a group to enjoy a status of legal protection which might ensure respect for the inviolability of the person under all its aspects and which might gradually prepare the way for conditions necessary for the establishment of a national unity.

“In order to attain the desired ideal, it would suffice that the governments should never depart from the rules of good faith, and that the League of Nations should exercise its legitimate supervision; also that the persons belonging to the minorities should willingly fulfil their duty to cooperate, as loyal citizens, with the State whose nationals they have become”.

The British representative, Sir Austen Chamberlain, drew particular attention to the definition which M. de Mello Franco had given of the purpose of the minority treaties. Dr. Benes (Czechoslovakia) said that the account given by M. de Mello Franco of the origin of the minority treaties was a truthful statement of facts. His declaration gave an exact idea of the development of the discussions which had taken place on the subject at successive assemblies.

M. Hymans (Belgium) recalled that he had drawn the attention of the Sixth Assembly Committee to the fact that if it were proposed to extend to all States the system of the protection of minorities such a policy, instead of ensuring universal peace, would engender internal dissensions in a great number of countries—in addition to the international conflicts which could not fail to arise.

(1) In the course of the general debate on the work of the Council, Count Apponyi on September 14th made a speech suggesting that the League minorities procedure should be amended so as to allow of (a) the automatic examination of petitions from the highest ecclesiastical organisations or the cultural and economic institutions of the different countries, (b) the possibility for all parties to be heard by the Council, (c) the compulsory reference of points of law to the Permanent Court of International Justice.

6. — MOSLEMS OF ALBANIAN ORIGIN IN GREECE

The question of Moslems of Albanian origin in Greece, which had been placed on the agenda at the request of the Albanian Government, was dealt with by the Council on December 10th.

The Albanian representative, M. Mehdi Frasheri, made a statement to the effect that the Greek and Turkish delegates to the Mixed Commission for the Compulsory Exchange of Populations had decided to exchange 5,000 Albanians for 5,000 Constantinople Greeks, and that this arrangement constituted a violation of the engagement entered into by Greece. The Greek Government, he said, persecuted and ill-treated Albanians living in Greece.

General de Lara, President of the Mixed Commission, and one of the mandatories of the Council for the protection of the Albanian minority in Greece, refuted the statements of the Albanian representative, recalling that the mandate of the Mixed Commission was confined solely to the right to intervene in order to decide what persons were subject to exchange. It could not therefore enter in detail into the relations of the Albanian population with the Greek authorities.

With regard to the 800 Albanians who had received papers obliging them to depart and who were expecting daily to be deported to Asia Minor, General de Lara assured the Albanian representative that among these only persons of Turkish origin would be exchanged.

The Council, on the proposal of Viscount Ishii, decided to forward copy of the minutes of the proceedings to the Greek Government and to the neutral Members of the Mixed Commission.

VIII. — Political Questions.

1. — THE IRAQ FRONTIER

The Council settled the question of the frontier between Turkey and Iraq by a decision establishing that frontier along the line provisionally fixed at its Brussels meeting. This decision is subject to the prolongation for twenty-five years of the Iraq-Mandate, unless Iraq becomes a Member of the League at an earlier date.

General Laidoner's Mission. — In September last the Council decided, at the request of the British Government, to despatch a representative to the Mosul district, in order to ensure the maintenance of the *status quo* pending the proceedings of the Permanent Court of International Justice. The representative chosen was General Laidoner (Estonian), who submitted his report on December 10th.

The investigation of the League representative was confined to the district south of the provisional frontier as the Turkish Government had not agreed to an enquiry into conditions north of the line. According to General Laidoner's report, most of the incidents which took place last summer and last autumn in the neighbourhood of the line were ordinary frontier incidents, inevitable so long as the frontier question had not been settled and the boundary marked out on the spot. The question of the deportations of Christians was, General Laidoner said, infinitely more important. These operations were causing "fairly serious and easily comprehensible agitation and nervousness among the Christian population south of the Brussels line and in the whole of the Mosul Vilayet". There were 3,000 deported Christians in the district of Zakho (south of the Brussels line) and isolated groups were arriving daily in Iraq from districts north of the line.

The evidence gathered by General Laidoner showed that grave acts of violence had taken place.

Adoption of the Advisory Opinion of the Permanent Court. — On December 8th the Council took note of the Advisory Opinion of the Permanent Court, and heard statements by the representatives of the interested parties. The British representative recalled that, under the terms of the Lausanne Treaty, his Government had always regarded itself as bound in advance by the decision of the Council. The Turkish representative, on the other hand, declared that he was unable to accept an interpretation of Article 3, § 2, of the Treaty other than that given by the Grand National Assembly of Turkey, when ratifying the Treaty. In his view, the Court's opinion could only be adopted by the Council voting unanimously, including the representatives of the parties.

The Council, rejecting this argument, decided unanimously, the votes of the parties not being counted, to adopt the opinion of the Court. The Turkish representative, who had voted against this resolution, then announced that, in accordance with his instructions, the powers of his delegation ceased to be valid in the case of arbitration.

Conciliatory Action of the Council. — At the end of the meeting of December 8th, the Swedish representative pointed out that the Council, while adopting the Advisory Opinion of the Court, by no means intended to renounce its duties as mediator. The President, moreover, said that the Council Committee, composed of M. Unden, M. Quinones de León and M. Guani, would continue its work.

The Council meanwhile, as at all previous stages of the procedure, offered both parties the opportunity to make suggestions or proposals which could be used as a basis for negotiation and agreement. These negotiations were conducted by the Committee of Three, acting on behalf of the Council, and the Turkish delegation. None of the suggestions offered by either side seemed to the Committee to constitute a starting point for further mediation with a view to a friendly settlement. In its report to the Council, the Committee describes as follows its action with a view to mediation :

The Council has never lost sight of the possibility of reaching an equitable agreement between the parties; it has accordingly listened on many occasions to the arguments of the representatives and instructed the Commission of Enquiry to furnish it with all useful information and suggestions. The Council has not thought fit itself to formulate proposals; such proposals should have been made by the parties themselves with a view to a compromise, and even so the Council could not act as mediator if the divergence between the proposals were so wide as to exclude all hope of conciliation.

Moreover, the Council was bound to maintain its absolute right to take a decision—a right of which it would avail itself if necessary. In the absence, therefore, of conditions making it possible to reach a friendly solution, the Council finds itself obliged to use the power conferred on it by the Treaty.

Decision of the Council. — The Council read its decision on December 16th.

At the beginning of this meeting, to which Turkey had not sent a representative, the President read to the Council a declaration of the Turkish representative, Tevfik Ruchdi Bey, according to which the sovereign rights of a State over a territory could only come to end with its consent, and that therefore Turkey's rights over the whole of the Mosul Vilayet remained intact.

The decision of the Council was based on the foundation provided by the report of the Commission of Enquiry, the Committee of Three having recognised that an equitable solution of the dispute could only be found in following the main lines of the final conclusions of this report.

The advantages and disadvantages, the Council stated, of each of the solutions indicated were carefully weighed, together with all the considerations raised by the Commission of Enquiry, the other information collected and all the legal and political data left by the Commission of Enquiry for the appreciation of the Council.

After all arguments and factors had been taken into consideration, the solution best adapted to settle the question appeared to the Council to be the allocation to Iraq of all the territory south of the Brussels line.

The British Government was invited to submit to the Council a new treaty with Iraq, ensuring the continuation for twenty-five years of the mandatory régime, unless Iraq became a member of the League at an earlier date.

As soon as, within six months, the Council is notified of the execution of this stipulation, it will pronounce its decision final, and indicate measures to ensure the delimitation on the ground of the frontier line.

The British Government, as Mandatory, will lay before the Council the measures to be taken with a view to securing for the Kurdish population the guarantees of local administration recommended by the Commission.

The British Government was also invited to act, as far as possible in accordance with the other suggestions of the Commission of Enquiry as regards measures likely to ensure pacification and to afford equal protection to all elements of the population, and also as regards the commercial measures indicated by the Commission.

Mr. Amery, speaking on behalf of the British Government and of Iraq, declared that he accepted the decision of the Council and that both Governments would loyally conform to it. He added that he hoped to submit at an early date the new treaty, whose execution would give final effect to the Council's decision, as well as proposals for giving effect to the various recommendations of the Commission.

President Scialoja, on behalf of his colleagues on the Council, recommended both parties to reach friendly agreements in order to put an end to the regrettable state of tension existing between them owing to the dispute for which a solution has just been found. By so doing, he said, they would assure the strengthening of the foundations of peace, which was the essential object of the League.

Replying to this recommendation, Sir Austen Chamberlain, Secretary of State for Foreign Affairs, said that the British Government had no wish to take up a rigid or uncompromising attitude towards Turkey. On the contrary, it most earnestly desired to live on terms of peace and amity with the Turkish Government. He added that this Government would gladly lend itself to conversations with the Turkish Government, and was ready to take into consideration any proposal made by the Turkish Government which was compatible with his Government's duty as Mandatory to protect the interests of the people of Iraq.

* * *

The decision marks the final stage of a dispute of seven years' standing.

The procedure before the Council, which began in September, 1924, was divided into the following stages :

September, 1924. — Preliminary examination by the Council, which after hearing the parties, appointed a Commission of Enquiry.

October, 1924. — Determination of a provisional frontier line, in order to ensure the maintenance of the *status quo*. Appointment of a Council Committee of three members (Spain, Sweden and Uruguay). This Committee remained in charge of the question until it was settled.

November, 1924—July, 1925. — Investigation conducted on the spot by the Commission of Enquiry. Preparation of the report of the Commission.

September, 1925. — Examination by the Council of the Commission's report. Reference to the Permanent Court of International Justice of points concerning the competence and rôle of the Council raised in the course of statements by the parties. Despatch to the spot of a League representative, General Laidoner, to keep the Council in touch with the situation on the provisional frontier line.

October-November, 1925. — Extraordinary session of the Permanent Court.

November, 20th. — Reading of the Advisory opinion of the Permanent Court, to the effect that the decision to be taken by the Council should be binding on both parties and should constitute a final settlement of the Turco-Iraq frontier.

*December, 1925.*³ — Deposit of General Laidoner's report. Action of the Council with a view to mediation. Decision of the Council.

2. — SETTLEMENT OF THE GRECO-BULGARIAN FRONTIER INCIDENT

The Greco-Bulgarian frontier incident was definitely settled at the December session of the Council. By the Council's decision Greece is called upon to pay Bulgaria damages amounting to 30 million levas (about £45,000); and both Bulgaria and Greece are invited to take military and political measures in order to remove or minimise the general causes of friction. The decision was based on the report of the Commission of Enquiry and on the discussions of a special Committee of the Council (Sir Austen Chamberlain, rapporteur, assisted by the Belgian and Uruguayan representatives) with members of the Commission of Enquiry and the representatives of the parties, M. Kalfoff (Bulgaria) and M. Rentis (Greece).

I. REPORT OF THE COMMISSION OF ENQUIRY

The Commission left Geneva on November 7th, completing in three weeks a task which included an investigation on the spot, conferences with the Governments concerned and the preparation of a report due, by order of the Council, at the end of November.

The report, a document of fifteen pages, is signed by the Chairman and the four members of the Commission. It is divided into four chapters : Introduction, Enquiry, Responsibilities and Indemnities, Suggestions.

Introduction. — In the introduction the Commission recalls its terms of reference as defined in the Council's decision of October 29th, namely :

The Commission shall in particular establish the facts enabling the responsibility to be fixed, and supply the necessary material for the determination of any indemnities or reparation which may be considered appropriate. Further, in order that the Council may be in a position to make suitable recommendations to the Governments concerned, the Commission is requested to submit to the Council, either in the report referred to above, or subsequently any suggestions as to measures which, in its opinion, would eliminate the general causes of such incidents and prevent their recurrence.

The introduction further contains circumstantial details on the Commission's journey to the scene of the incident at Demir-Hissar and Petritch and its interviews at Athens and Sofia with the Greek and Bulgarian authorities.

The Enquiry. — The chapter on the enquiry is divided into two parts: 1) The Demir-Kapu incident (historical survey and conclusions) and 2) Greek military action in Bulgarian territory.

The Commission utilised the statements submitted to the Council by the Greek and Bulgarian Governments, the subsequent letters modifying these statements, the enquiries conducted on the spot by the military attachés in cooperation with Greek and Bulgarian officers, who had either been witnesses of the incident or personally concerned therein, and the statements made in the course of further examinations conducted by the Commission with a view to clearing up certain points which remained doubtful. It describes in its report the probable course of events and explains why such incidents are of frequent occurrence and almost inevitable, owing to the conditions of life and the defective organisation of the frontier guards.

The report then relates the circumstances in which the news from Demir-Kapu was received in Athens and the effect it produced on the Greek Government.

The Demir-Kapu affair was really nothing more than a frontier incident which could, and should, have been quickly settled on the spot. The false news of a Bulgarian attack with a battalion—news which was forwarded unverified by subordinates and distorted by some of them, and was rather too readily accepted by the Greek General Staff on October 20th—greatly complicated the matter. The Greek command really feared an invasion in force of its territory... There can be no question of premeditation on either side... but as soon as the situation at Demir-Kapu became stable the Greek Government should have been satisfied with securing the other frontier passes and should not have entered Bulgarian territory..... The frontier line gave them an entirely adequate covering position.

Responsibilities and Indemnities. — The conclusions drawn by the Commission are as follows :

1. The Greek Government's claim to an indemnity must be rejected except as regards the claim on account of the Greek captain Vassiliadis, who was killed while advancing under the white flag.

2. The Greek Government is responsible for the expenses, losses and sufferings caused to the Bulgarian people and Government by the invasion of Greek troops, and on this account owes reparation to Bulgaria.

The Commission classifies as follows the damages incurred by Bulgaria :

1. Loss in movable property (furniture, cattle, grain and tools). On this account the Commission, in virtue of the powers conferred upon it by the Council's resolution, considers that the Greek Government should pay to the Bulgarian Government an indemnity of 20,000,000 levas. This decision has been notified to the Greek Government.

2. (a) Losses in killed and wounded (12 killed, 19 wounded, without counting militia men killed or wounded and the cost of maintenance of militia men, the Commission being of opinion that the levy of the inhabitants of these frontier regions is contrary to the Treaty of Neuilly); (b) material and moral damages (loss of working days caused by the invasion).

The Commission assesses damages under these heads at 10,000,000 levas. In fixing this figure, account has been taken of the death of the Greek officer, captain Vassiliadis.

Recommendations. — The last chapter of the report is devoted to general historical considerations and a brief outline of the various problems to be dealt with, such as refugees, the revolutionary Macedonian Committee and the Comitadjis. It further contains military and political recommendations.

1. *Military Recommendations*

a) *Measures to prevent frontier incidents.* — The reorganisation of the frontier guards and the maintenance of posts at a greater distance from the frontier than hitherto. The attachment to the military authorities concerned of neutral officers to ensure the execution of these measures on parallel lines in both countries.

b) *Measures to limit the effects of incidents.* — The establishment, if necessary, of a conciliation commission composed of a Greek officer, a Bulgarian officer, the two neutral officers and a chairman (to be selected from among members of organisations working in the Balkans which are attached to or in relation with the League).

c) *Measures to enable the League to take prompt action in serious conflicts.* — The report points out that the suspension of operations took place in exceptionally propitious circumstances.

Bulgaria's appeal reached Geneva in the morning of October 23rd. Thanks to an excellent telephone service between Geneva and Paris, the President of the

Council was able by one o'clock in the afternoon to despatch to both Governments an urgent request to suspend operations.

On the scene of the incident a battle was imminent. The Greek Government had ordered its troops to attack Petritch at half-past eight in the morning of the 24th. There were sufficient forces on both sides to make serious consequences probable. The Greeks had 1,000 men and three batteries, the Bulgarians about one battalion and twelve guns, occupying a defensive position. The Bulgarian commander had orders to offer some measure of resistance.

The order to suspend operations despatched from Athens on the arrival of the telegram from the President of the Council reached the scene of action at six o'clock in the *morning—exactly two hours and a half before the attack was timed to begin.*

The Commission is of the opinion that this brief survey of the situation proves beyond a doubt that speed is an essential factor in dealing with incidents of this kind. In order to enable the League to act with the utmost rapidity, it is recommended that special facilities for communication and transit be granted to Governments and the League Secretariat in case of a threat of war. In particular the use of wireless telegraphy and priority messages might be considered.

2. Political Recommendations

As the Commission had been asked by the Council to suggest how the general causes of such incidents might be removed or limited in their effects, it expresses its views as to the necessity, in the interest of both countries of eliminating two principal sources of discontent.

It suggests in the first place, that the liquidation of property taking place under the Convention on the Exchange of Populations should proceed more rapidly and that vexatious measures should be avoided.

In the second place the Commission points out that there are in Bulgaria many refugees of Bulgarian origin who have arrived at different times from Greece, where they have left property. Under the Minorities Treaty these persons are entitled to return to Greece. Greece, however, under the pressure of circumstances has used land belonging to them to settle refugees from Asia Minor.

The Commission, recognising that it would be extremely difficult to apply the law, recommends that the Greek Government should offer compensation for their land to persons renouncing their right to return to Greece.

The report concludes in the following terms :

Taken as a whole, the measures proposed in the present report may be expected to contribute in a large degree towards reducing the tension between the populations of the two countries, particularly in the neighbourhood of the frontier.

In the first place, the Macedonian Revolutionary Committee's influence would decrease as it found fewer and fewer grievances and sufferings among the refugees in Bulgaria to exploit. Secondly, the Greek population settled near the frontier would have less to fear from comitadjis and from the rancour of the Bulgarian population they have displaced. As the causes of discontent and grievance disappeared, relations between the two countries—and even the Balkans as a whole—would become less strained.

In conclusion, the Commission considers that it would be well for the Council to request the two Governments to keep it informed at sufficiently frequent intervals of the progress made in carrying out the measures recommended by the Council.

The Commission is convinced that the two Governments would always be able to apply to the Council for any assistance they might require in carrying out the recommendations contained in the present report.

II. — DECISION OF THE COUNCIL

On December 14th the Council noted that the Commission had fixed a sum of 20,000,000 levas as the amount of compensation to be paid by Greece to Bulgaria in respect of movable property. It further decided, on the recommendation of the Commission, that the Greek Government should be requested to pay Bulgaria a sum of 10,000,000 levas as reparation for material and moral damage. Both sums the Council considered should be paid within two months, and it asked to be advised when payment was effected.

Sir Austen Chamberlain (Rapporteur) said :

The fact that the Greek Government acted without premeditation, under the impression produced by information received from the frontier post and exaggerated in transmission to Athens, has not escaped our attention. But, even if this information had been accurate, the Greek Government would not have been justified in directing the military operations which it caused to be undertaken.... We believe that all the members of the Council will share our view in favour of the broad principle that where territory is violated without sufficient cause reparation is due, even if at the time of the occurrence it was believed by the Party committing the act of violation that circumstances justified the action. We believe this to be a principle which all members of the League of Nations will wish to uphold and which both Bulgaria and Greece would wish to support, even if they had not already accepted in advance, as in fact they did explicitly accept at Paris, whatever decision the Council might reach on this point.

The Council adopted with certain modifications agreed to by the Governments concerned, the military and political recommendations made by the Commission. The Swedish Government will lend officers to supervise the reorganisation of the frontier guards. The Council will appoint the Chairman of the conciliation commission, whose duty it will be to intervene if a frontier incident cannot be settled by negotiation between the neutral officers.

Both the Greek and Bulgarian Governments expressed their desire to hasten the liquidation of the property of beneficiaries of the Greco-Bulgarian Convention on Voluntary Emigration (Neuilly, September 27th, 1919) and to put an end to all vexatious measures. They will keep the Council informed of progress in this respect.

They will also report to the Council at its next session on the execution of its recommendation concerning refugees of Bulgarian origin. The Greek Government had already informed the Council that it was prepared to extend the time limit for declaration of emigration under the Convention in the case of persons of Bulgarian race resident in Bulgaria, who were entitled under the Minorities Treaty to consider themselves as Greek subjects, to return to Greece and to retain their real property in that country whether they returned or not.

The Greek Government agreed further to take all possible measures to give satisfaction to the refugees in question. The Bulgarian Government undertook to use all its influence with persons covered by the clauses in the Minorities Treaties to persuade them to accept compensation in return for the surrender of their rights.

The Council referred to the Committee for Communications and Transit the suggestion of the Commission that special facilities for communication and transit be granted to Governments and to the League Secretariat in case of a threat of war.

* * *

The President of the Council, M. Scialoja, said that the Council was happy to note that a frontier incident which might have been the beginning of a conflict threatening the peace not only of the Balkans, but of the whole of Europe, had come to an end so rapidly and in so friendly a manner.

The Bulgarian representative, M. Kalfoff, declared that the decision of the Council would give the Bulgarian people greater faith in the future and would enable them to devote themselves with increased energy to the general restoration of the country. This was one of the greatest services the Council could render Bulgaria and she would be profoundly grateful.

M. Rentis (Greece) expressed the desire that the principle of the inviolability of a nation's territory emphasised in the report of Sir Austen Chamberlain might henceforth be invariably respected and consistently applied for the guarantee of peace.

IX. — Social and Humanitarian Questions.

1. — PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE

At its December meeting, the Council appointed Mrs. Julia Lathrop, Mr. Ismael Valdes, Miss Charlotte Whitton and Mlle. Burniaux to serve as assessors on the Child Welfare Committee of the Advisory Commission for the Protection and Welfare of Children and Young People.

The four new assessors were nominated respectively by the National Conference of Social Work, the Pan-American Union, the Social Service Council of Canada and the Canadian Council on Child Welfare, and the International Federation of Trades Unions.

2. — TRAFFIC IN OPIUM

Commission of Enquiry in Persia. — On December 11th the Council, in accordance with the instructions of the Sixth Assembly, constituted the Commission which is to investigate the possibility of replacing the poppy in Persia by other crops. The members appointed are Mr. Frederick A. Delano (American), Chairman; Professor Cavara (Italian), of Naples University, and M. Victor Cayla (French), agricultural engineer.

The Council thanked the American Social Hygiene Bureau for its contribution of 20,000 dollars towards the expenses of the Commission.

3. — THE INTERNATIONAL RELIEF UNION

The question of an International Relief Union was dealt with by the Council on December 14th, when it noted amendments to the Draft Statute of the Union effected by the Preparatory Committee in accordance with observations of the Sixth Assembly.

On the report of M. Scialoja (Italy) the Council decided to forward the revised Statute to all Governments, requesting them to communicate their views before July 1st 1926. Should the Council consider that the replies make it possible to contemplate the definite establishment of the Union, it will then take steps to convene a meeting of Government representatives for the purpose.

4. — INTERNATIONAL MUNICIPAL COOPERATION

The question of international municipal co-operation was dealt with by the Council on December 7th. This subject was first raised by the Cuban delegation to the Fourth Assembly, and then referred by the Fifth Assembly to the Secretary-General for a report. The Sixth Assembly was of the opinion that the role of the

League in this matter should be confined to promoting co-operation between its technical organisations and private international bodies dealing with municipal questions.

On the proposal of M. Guani (Uruguay) the Council authorised the League Technical Organisations to give favourable consideration to requests for assistance or co-operation emanating from private international bodies interested in the question.

X. — Forthcoming Events.

- January 20th : Second Meeting of the Armenian Settlement Commission, Geneva.
- January 25th : Meeting of the Sub-Committee for Inland Navigation, Geneva.
- January 25th : Meeting of the Sub-Committee for Transport by Rail, Geneva.
- February 1st : First meeting of the International Sleeping Sickness Commission, Entebbe, Uganda.
- February 15th : Meeting of the Preparatory Commission for the Disarmament Conference, Geneva.
- February 16th : Meeting of the Permanent Advisory Commission for Military, Naval and Air Questions, Geneva.
- February 16th : Meeting of the Joint Commission on Disarmament, Geneva.
- February 22nd : Interchange of Municipal Health Officers, London.
- February 24th : Meeting of the Supervisory Commission, Geneva.

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MONTHLY SUMMARY
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LEAGUE OF NATIONS
SUPPLEMENT

Décember 1925.

THE
LOCARNO AGREEMENTS
AND THE
LEAGUE OF NATIONS

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MONTHLY SUMMARY OF THE LEAGUE OF NATIONS SUPPLEMENT

December 1925.

THE LOCARNO AGREEMENTS AND THE LEAGUE OF NATIONS

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I. — Introduction.

The Locarno Agreements, the original texts of which are published in this supplement, were initialled on October 16th at Locarno, signed at London on December 1st, and deposited by Sir Austen Chamberlain and M. Paul-Boncour in the archives of the League of Nations on December 14th.

The Final Act of these Agreements provides that the Secretary General of the League shall transmit certified copies to the Governments of the Contracting Parties. The agreements will enter into force as soon as all the ratifications are deposited and Germany becomes a member of the League of Nations. They will remain in force until the Council, at the request of one or other of the Contracting Parties (notified to the other signatories three months in advance) and voting at least by a two-thirds' majority, decides that the League of Nations ensures sufficient protection to the Contracting Parties.

Thus the Locarno Agreements, by the clauses relating to their entry into force and period of validity, are closely linked up with the League of Nations. In

addition, the fundamental principles of these Agreements, the procedure therein initiated and their operation are based on the provisions of the Covenant of the League of Nations, the system of conciliation set up in 1922 by the Third Assembly and the working of the various organs of the League, in particular, of the Council and the Permanent Court of International Justice.

II. — The Locarno Agreements ⁽¹⁾.

(October 16th, 1925.)

1. — FINAL PROTOCOL OF THE LOCARNO CONFERENCE

The representatives of the German, Belgian, British, French, Italian, Polish and Czechoslovak Governments, who have met at Locarno from the 5th to 16th October, 1925, in order to seek by common agreement means for preserving their respective nations from the scourge of war and for providing for the peaceful settlement of disputes of every nature which might eventually arise between them,

Have given their approval to the draft treaties and conventions which respectively affect them and which, framed in the course of the present conference, are mutually interdependent :

Treaty between Germany, Belgium, France, Great Britain and Italy (Annex A).

Arbitration Convention between Germany and Belgium (Annex B).

Arbitration Convention between Germany and France (Annex C).

Arbitration Treaty between Germany and Poland (Annex D).

Arbitration Treaty between Germany and Czechoslovakia (Annex E).

These instruments, hereby initialled *ne varietur*, will bear to-day's date, the representatives of the interested parties agreeing to meet in London on the 1st December next, to proceed during the course of a single meeting to the formality of the signature of the instruments which affect them.

The Minister for Foreign Affairs of France states that as a result of the draft arbitration treaties mentioned above, France, Poland and Czechoslovakia have also concluded at Locarno draft agreements in order reciprocally to assure to themselves the benefit of the said treaties. These agreements will be duly deposited at the League of Nations, but M. Briand holds copies forthwith at the disposal of the Powers represented here.

The Secretary of State for Foreign Affairs of Great Britain proposes that, in reply to certain requests for explanations concerning articles 16 of the Covenant of the League of Nations presented by the Chancellor and the Minister for Foreign Affairs of Germany, a letter, of which the draft is similarly attached (Annex F) should be addressed to them at the same time as the formality of signature of the above-mentioned instruments takes place. This proposal is agreed to.

The representatives of the Governments represented here declare their firm conviction that the entry into force of these treaties and conventions will contribute greatly to bring about a moral relaxation of the tension between nations, that it will help powerfully towards the solution of many political or economic problems in accordance with the interests and sentiments of peoples, and that, in strengthening peace and security in Europe, it will hasten on effectively the disarmament provided for in article 8 of the Covenant of the League of Nations.

They undertake to give their sincere co-operation to the work relating to disarmament already undertaken by the League of Nations and to seek the realisation thereof in a general agreement.

Done at Locarno, the 16th October, 1925.

LUTHER.
STRESEMANN.
ÉMILE VANDERVELDE.
ARI BRIAND.
AUSTEN CHAMBERLAIN.
BENITO MUSSOLINI.
AL. SKRZYNSKI.
EDUARD BENES.

(1) Translation furnished by the British Foreign Office.

Annex A. Treaty of Mutual Guarantee between Germany, Belgium, France, Great Britain and Italy.

(Translation.)

The President of the German Reich, His Majesty the King of the Belgians, the President of the French Republic, and His Majesty the King of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, Emperor of India, His Majesty the King of Italy;

Anxious to satisfy the desire for security and protection which animates the peoples upon whom fell the scourge of the war of 1914-1918;

Taking note of the abrogation of the treaties for the neutralisation of Belgium, and conscious of the necessity of ensuring peace in the area which has so frequently been the scene of European conflicts;

Animated also with the sincere desire of giving to all the signatory Powers concerned supplementary guarantees within the framework of the Covenant of the League of Nations and the treaties in force between them;

Have determined to conclude a treaty with these objects, and have appointed as their plenipotentiaries :

The President of the German Reich :

Dr. Hans Luther, Chancellor of the Reich;
Dr. Gustav Stresemann, Minister of Foreign Affairs;

His Majesty the King of the Belgians :

M. Emile Vandervelde, Minister of Foreign Affairs.

The President of the French Republic :

M. Aristide Briand, Prime Minister and Minister of Foreign Affairs.

His Majesty the King of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, Emperor of India :

The Right Honourable Stanley Baldwin, M. P., First Lord of the Treasury and Prime Minister;
The Right Honourable Joseph Austen Chamberlain, M. P., Principal Secretary of State for Foreign Affairs.

His Majesty the King of Italy :

The Honourable Vittorio Scialoja, Senator of the Kingdom;

Who, having communicated their full powers, found in good and due form, have agreed as follows :

ARTICLE I.

The high contracting parties collectively and severally guarantee, in the manner provided in the following articles, the maintenance of the territorial *status quo* resulting from the frontiers between Germany and Belgium and between Germany and France and the inviolability of the said frontiers as fixed by or in pursuance of the Treaty of Peace signed at Versailles on the 28th June, 1919, and also the observance of the stipulations of articles 42 and 43 of the said treaty concerning the demilitarised zone.

ARTICLE 2.

Germany and Belgium, and also Germany and France, mutually undertake that they will in no case attack or invade each other or resort to war against each other.

This stipulation shall not, however, apply in the case of—

1. The exercise of the right of legitimate defence, that is to say, resistance to a violation of the undertaking contained in the previous paragraph or to a flagrant breach of articles 42 or 43 of the said Treaty of Versailles, if such breach constitutes an unprovoked act of aggression and by reason of the assembly of armed forces in the demilitarised zone immediate action is necessary.

2. Action in pursuance of article 16 of the Covenant of the League of Nations.

3. Action as the result of a decision taken by the Assembly or by the Council of the League of Nations or in pursuance of article 15, paragraphe 7, of the Covenant of the League of Nations, provided that in this last event the action is directed against a State which was the first to attack.

ARTICLE 3.

In view of the undertakings entered into in article 2 of the present treaty, Germany and Belgium and Germany and France undertake to settle by peaceful means and in the manner laid down herein all questions of every kind which may arise between them and which it may not be possible to settle by the normal methods of diplomacy :

Any question with regard to which the parties are in conflict as to their respective rights shall be submitted to judicial decision, and the parties undertake to comply with such decision.

All other questions shall be submitted to a conciliation commission. If the proposals of this commission are not accepted by the two parties, the question shall be brought before the Council of the League of Nations, which will deal with it in accordance with article 15 of the Covenant of the League.

The detailed arrangements for effecting such peaceful settlement are the subject of special agreements signed this day.

ARTICLE 4.

1. If one of the high contracting parties alleges that a violation of article 2 of the present treaty or a breach of articles 42 or 43 of the Treaty of Versailles has been or is being committed, it shall bring the question at once before the Council of the League of Nations.

2. As soon as the Council of the League of Nations is satisfied that such violation or breach has been committed, it will notify its finding without delay to the Powers signatory of the present treaty, who severally agree that in such case they will each of them come immediately to the assistance of the Power against whom the act complained of is directed.

3. In case of a flagrant violation of article 2 of the present treaty or of a flagrant breach of articles 42 or 43 of the Treaty of Versailles by one of the high contracting parties, each of the other contracting parties hereby undertakes immediately to come to the help of the party against whom such a violation or breach has been directed as soon as the said Power has been able to satisfy itself that this violation constitutes an unprovoked act of aggression and that by reason either of the crossing of the frontier or of the outbreak of hostilities or of the assembly of armed forces in the demilitarised zone immediate action is necessary. Nevertheless, the Council of the League of Nations, which will be seized of the question in accordance with the first paragraph of this article, will issue its findings, and the high contracting parties undertake to act in accordance with the recommendations of the Council provided that they are concurred in by all the members other than the representatives of the parties which have engaged in hostilities.

ARTICLE 5.

The provisions of article 3 of the present treaty are placed under the guarantee of the high contracting parties as provided by the following stipulations :

If one of the Powers referred to in article 3 refuses to submit a dispute to peaceful settlement or to comply with an arbitral or judicial decision and commits a violation of article 2 of the present treaty or a breach of articles 42 or 43 of the Treaty of Versailles, the provisions of article 4 shall apply.

Where one of the Powers referred to in article 3 without committing a violation of article 2 of the present treaty or a breach of articles 42 or 43 of the Treaty of Versailles, refuses to submit a dispute to peaceful settlement or to comply with an arbitral or judicial decision, the other party shall bring the matter before the Council of the League of Nations, and the Council shall propose what steps shall be taken; the high contracting parties shall comply with these proposals.

ARTICLE 6.

The provisions of the present treaty do not affect the rights and obligations of the high contracting parties under the Treaty of Versailles or under arrangements supplementary thereto, including the agreements signed in London on the 30th August, 1924.

ARTICLE 7.

The present treaty, which is designed to ensure the maintenance of peace, and is in conformity with the Covenant of the League of Nations, shall not be interpreted as restricting the duty of the League to take whatever action may be deemed wise and effectual to safeguard the peace of the world.

ARTICLE 8.

The present treaty shall be registered at the League of Nations in accordance with the Covenant of the League. It shall remain in force until the Council, acting on a request of one or other of the high contracting parties notified to the other signatory Powers three months in advance, and voting at least by a two-thirds' majority, decides that the League of Nations ensures sufficient protection to the high contracting parties; the treaty shall cease to have effect on the expiration of a period of one year from such decision.

ARTICLE 9.

The present treaty shall impose no obligation upon any of the British dominions, or upon India, unless the Government of such dominion, or of India, signifies its acceptance thereof.

ARTICLE 10.

The present treaty shall be ratified and the ratifications shall be deposited at Geneva in the archives of the League of Nations as soon as possible.

It shall enter into force as soon as all the ratifications have been deposited and Germany has become a member of the League of Nations.

The present treaty, done in a single copy, will be deposited in the archives of the League of Nations, and the Secretary-General will be requested to transmit certified copies to each of the high contracting parties.

In faith whereof the above-mentioned plenipotentiaries have signed the present treaty

Done at Locarno, the 16th October, 1925.

LUTHER.
STRESEMANN.
EMILE VANDERVELDE.
A. BRIAND.
AUSTEN CHAMBERLAIN.
BENITO MUSSOLINI.

Annex B. Arbitration Convention between Germany and Belgium.

(Translation.)

The undersigned duly authorised,

Charged by their respective Governments to determine the methods by which, as provided in article 3 of the treaty concluded this day between Germany, Belgium, France, Great Britain and Italy, a peaceful solution shall be attained of all questions which cannot be settled amicably between Germany and Belgium,

Have agreed as follows :—

PART I.

ARTICLE I.

All disputes of every kind between Germany and Belgium with regard to which the parties are in conflict as to their respective rights, and which it may not be possible to settle amicably by the normal methods of diplomacy, shall be submitted for decision either to an arbitral tribunal or to the Permanent Court of International Justice, as laid down hereafter. It is agreed that the disputes referred to above include in particular those mentioned in article 13 of the Covenant of the League of Nations.

This provision does not apply to disputes arising out of events prior to the present convention and belonging to the past.

Disputes for the settlement of which a special procedure is laid down in other conventions in force between Germany and Belgium shall be settled in conformity with the provisions of those conventions.

ARTICLE 2.

Before any resort is made to arbitral procedure or to procedure before the Permanent Court of International Justice, the dispute may, by agreement between the parties, be submitted, with a view to amicable settlement, to a permanent international commission styled the Permanent Conciliation Commission, constituted in accordance with the present convention.

ARTICLE 3.

In the case of a dispute the occasion of which, according to the municipal law of one of the parties, falls within the competence of the national courts of such party, the matter in dispute shall not be submitted to the procedure laid down in the present convention until a judgment with final effect has been pronounced, within a reasonable time, by the competent national judicial authority.

ARTICLE 4.

The Permanent Conciliation Commission mentioned in article 2 shall be composed of five members, who shall be appointed as follows, that is to say : the German Government and the Belgian Government shall each nominate a commissioner chosen from among their respective nationals, and shall appoint, by common agreement, the three other commissioners from among the nationals of third Powers; these three commissioners must be of different nationalities, and the German and Belgian Governments shall appoint the president of the commission from among them.

The commissioners are appointed for three years, and their mandate is renewable. Their appointment shall continue until their replacement and, in any case, until the termination of the work in hand at the moment of the expiry of their mandate.

Vacancies which may occur as a result of death, resignation or any other cause shall be filled within the shortest possible time in the manner fixed for the nominations.

ARTICLE 5.

The Permanent Conciliation Commission shall be constituted within three months from the entry into force of the present convention.

If the nomination of the commissioners to be appointed by common agreement should not have taken place within the said period, or, in the case of the filling of a vacancy, within three months from the time when the seat falls vacant, the President of the Swiss Confederation shall, in the absence of other agreement, be requested to make the necessary appointments.

ARTICLE 6.

The Permanent Conciliation Commission shall be informed by means of a request addressed to the president by the two parties acting in agreement or, in the absence of such agreement, by one or other of the parties.

The request, after having given a summary account of the subject of the dispute, shall contain the invitation to the commission to take all necessary measures with a view to arrive at an amicable settlement.

If the request emanates from only one of the parties, notification thereof shall be made without delay to the other party.

ARTICLE 7.

Within fifteen days from the date when the German Government or the Belgian Government shall have brought a dispute before the Permanent Conciliation Commission either party may, for the examination of the particular dispute, replace its commissioner by a person possessing special competence in the matter.

The party making use of this right shall immediately inform the other party; the latter shall in that case be entitled to take similar action within fifteen days from the date when the notification reaches it.

ARTICLE 8.

The task of the Permanent Conciliation Commission shall be to elucidate questions in dispute, to collect with that object all necessary information by means of enquiry or other.

wise, and to endeavour to bring the parties to an agreement. It may, after the case has been examined, inform the parties of the terms of settlement which seem suitable to it, and lay down a period within which they are to make their decision.

At the close of its labours the commission shall draw up a report stating, as the case may be, either that the parties have come to an agreement and, if need arises, the terms of the agreement, or that it has been impossible to effect a settlement.

The labours of the commission must, unless the parties otherwise agree, be terminated within six months from the day on which the commission shall have been notified of the dispute.

ARTICLE 9.

Failing any special provision to the contrary, the Permanent Conciliation Commission shall lay down its own procedure, which in any case must provide for both parties being heard. In regard to enquiries the commission, unless it decides unanimously to the contrary, shall act in accordance with the provisions of Chapter III (International Commissions of Enquiry) of the Hague Convention of the 18th October, 1907, for the Pacific Settlement of International Disputes.

ARTICLE 10

The Permanent Conciliation Commission shall meet, in the absence of agreement by the parties to the contrary, at a place selected by its president.

ARTICLE 11.

The labours of the Permanent Conciliation Commission are not public, except when a decision to that effect has been taken by the commission with the consent of the parties.

ARTICLE 12.

The parties shall be represented before the Permanent Conciliation Commission by agents, whose duty it shall be to act as intermediary between them and the commission; they may, moreover, be assisted by counsel and experts appointed by them for that purpose, and request that all persons whose evidence appears to them useful should be heard.

The commission, on its side, shall be entitled to request oral explanations from the agents, counsel and experts of the two parties, as well as from all persons it may think useful to summon with the consent of their Government.

ARTICLE 13.

Unless otherwise provided in the present convention, the decisions of the Permanent Conciliation Commission shall be taken by a majority.

ARTICLE 14.

The German and Belgian Governments undertake to facilitate the labours of the Permanent Conciliation Commission, and particularly to supply it to the greatest possible extent with all relevant documents and information, as well as to use the means at their disposal to allow it to proceed in their territory and in accordance with their law to the summoning and hearing of witnesses or experts, and to visit the localities in question.

ARTICLE 15.

During the labours of the Permanent Conciliation Commission each commissioner shall receive salary, the amount of which shall be fixed by agreement between the German and Belgian Governments, each of which shall contribute an equal share.

ARTICLE 16.

In the event of no amicable agreement being reached before the Permanent Conciliation Commission the dispute shall be submitted by means of a special agreement either to the Permanent Court of International Justice under the conditions and according to the procedure laid down by its statute or to an arbitral tribunal under the conditions and according to the procedure laid down by The Hague Convention of the 18th October, 1907, for the Pacific Settlement of International Disputes.

If the parties cannot agree on the terms of the special agreement after a month's notice one or other of them may bring the dispute before the Permanent Court of International Justice by means of an application.

PART II.

ARTICLE 17.

All questions on which the German and Belgian Governments shall differ without being able to reach an amicable solution by means of the normal methods of diplomacy the settlement of which cannot be attained by means of a judicial decision as provided in article 1 of the present convention, and for the settlement of which no procedure has been laid down by other conventions in force between the parties, shall be submitted to the Permanent Conciliation Commission, whose duty it shall be to propose to the parties an acceptable solution and in any case to present a report.

The procedure laid down in articles 6-15 of the present convention shall be applicable.

ARTICLE 18.

If the two parties have not reached an agreement within a month from the termination of the labours of the Permanent Conciliation Commission the question shall, at the request of either party, be brought before the Council of the League of Nations, which shall deal with it in accordance with article 15 of the Covenant of the League.

General Provision.

ARTICLE 19.

In any case, and particularly if the question on which the parties differ arises out of acts already committed or on the point of commission, the Conciliation Commission or, if the latter has not been notified thereof, the arbitral tribunal or the Permanent Court of International Justice, acting in accordance with article 41 of its statute, shall lay down within the shortest possible time the provisional measures to be adopted. It shall similarly be the duty of the Council of the League of Nations, if the question is brought before it, to ensure that suitable provisional measures are taken. The German and Belgian Governments undertake respectively to accept such measures, to abstain from all measures likely to have a repercussion prejudicial to the execution of the decision or to the arrangements proposed by the Conciliation Commission or by the Council of the League of Nations, and in general to abstain from any sort of action whatsoever which may aggravate or extend the dispute.

ARTICLE 20.

The present convention continues applicable as between Germany and Belgium, even when other Powers are also interested in the dispute.

ARTICLE 21.

The present convention shall be ratified. Ratifications shall be deposited at Geneva with the League of Nations at the same time as the ratifications of the treaty concluded this day between Germany, Belgium, France, Great Britain and Italy.

It shall enter into and remain in force under the same conditions as the said treaty.

The present convention, done in a single copy, shall be deposited in the archives of the League of Nations, the Secretary-General of which shall be requested to transmit certified copies to each of the two contracting Governments.

Done at Locarno the 16th October, 1925.

STR.

Annex C. Arbitration Convention between Germany and France.

(Translation.)

The undersigned duly authorised,

Charged by their respective Governments to determine the methods by which, as provided in article 3 of the treaty concluded this day between Germany, Belgium, France,

Great Britain and Italy, a peaceful solution shall be attained of all questions which cannot be settled amicably between Germany and France,

• • Have agreed as follows — •

•
PART I.
—

ARTICLE I.

• All disputes of every kind between Germany and France with regard to which the parties are in conflict as to their respective rights, and which it may not be possible to settle amicably by the normal methods of diplomacy, shall be submitted for decision either to an arbitral tribunal or to the Permanent Court of International Justice, as laid down hereafter. It is agreed that the disputes referred to above include in particular those mentioned in article 13 of the Covenant of the League of Nations.

This provision does not apply to disputes arising out of events prior to the present convention and belonging to the past.

Disputes for the settlement of which a special procedure is laid down in other conventions in force between Germany and France shall be settled in conformity with the provisions of those conventions.

ARTICLE 2.

Before any resort is made to arbitral procedure or to procedure before the Permanent Court of International Justice, the dispute may, by agreement between the parties, be submitted, with a view to amicable settlement, to a permanent international commission styled the Permanent Conciliation Commission, constituted in accordance with the present convention.

ARTICLE 3.

In the case of a dispute the occasion of which, according to the municipal law of one of the parties, falls within the competence of the national courts of such party, the matter in dispute shall not be submitted to the procedure laid down in the present convention until a judgment with final effect has been pronounced, within a reasonable time, by the competent national judicial authority.

ARTICLE 4.

The Permanent Conciliation Commission mentioned in article 2 shall be composed of five members, who shall be appointed as follows, that is to say : the German Government and the French Government shall each nominate a commissioner chosen from among their respective nationals, and shall appoint, by common agreement, the three other commissioners from among the nationals of third Powers; these three commissioners must be of different nationalities, and the German and Belgian Governments shall appoint the president of the commission from among them.

The commissioners are appointed for three years, and their mandate is renewable. Their appointment shall continue until their replacement and, in any case, until the termination of the work in hand at the moment of the expiry of their mandate.

• Vacancies which may occur as a result of death, resignation or any other cause shall be filled within the shortest possible time in the manner fixed for the nominations.

•
ARTICLE 5.

The Permanent Conciliation Commission shall be constituted within three months from the entry into force of the present convention.

If the nomination of the commissioners to be appointed by common agreement should not have taken place within the said period, or, in the case of the filling of a vacancy, within three months from the time when the seat falls vacant, the President of the Swiss Confederation shall, in the absence of other agreement, be requested to make the necessary appointments.

•
ARTICLE 6.

• The Permanent Conciliation Commission shall be informed by means of a request addressed to the president by the two parties acting in agreement or, in the absence of such agreement, by one or other of the parties.

The request, after having given a summary account of the subject of the dispute, shall contain the invitation to the commission to take all necessary measures with a view to arrive at an amicable settlement.

If the request emanates from only one of the parties, notification thereof shall be made without delay to the other party.

ARTICLE 7.

Within fifteen days from the date when the German Government or the French Government shall have brought a dispute before the Permanent Conciliation Commission either party may, for the examination of the particular dispute, replace its commissioner by a person possessing special competence in the matter.

The party making use of this right shall immediately inform the other party; the latter shall in that case be entitled to take similar action within fifteen days from the date when the notification reaches it.

ARTICLE 8.

The task of the Permanent Conciliation Commission shall be to elucidate questions in dispute, to collect with that object all necessary information by means of enquiry or otherwise, and to endeavour to bring the parties to an agreement. It may, after the case has been examined, inform the parties of the terms of settlement which seem suitable to it, and lay down a period within which they are to make their decision.

At the close of its labours the commission shall draw up a report stating, as the case may be, either that the parties have come to an agreement and, if need arises, the terms of the agreement, or that it has been impossible to effect a settlement.

The labours of the commission must, unless the parties otherwise agree, be terminated within six months from the day on which the commission shall have been notified of the dispute.

ARTICLE 9

Failing any special provision to the contrary, the Permanent Conciliation Commission shall lay down its own procedure, which in any case must provide for both parties being heard. In regard to enquiries the commission, unless it decides unanimously to the contrary, shall act in accordance with the provisions of Chapter III (International Commissions of Enquiry) of The Hague Convention of the 18th October, 1907, for the Pacific Settlement of International Disputes.

ARTICLE 10.

The Permanent Conciliation Commission shall meet, in the absence of agreement by the parties to the contrary, at a place selected by its president.

ARTICLE 11.

The labours of the Permanent Conciliation Commission are not public, except when a decision to that effect has been taken by the commission with the consent of the parties.

ARTICLE 12.

The parties shall be represented before the Permanent Conciliation Commission by agents, whose duty it shall be to act as intermediary between them and the commission; they may, moreover, be assisted by counsel and experts appointed by them for that purpose, and request that all persons whose evidence appears to them useful should be heard.

The commission, on its side, shall be entitled to request oral explanations from the agents, counsel and experts of the two parties, as well as from all persons it may think useful to summon with the consent of their Government.

ARTICLE 13.

Unless otherwise provided in the present convention, the decisions of the Permanent Conciliation Commission shall be taken by a majority.

ARTICLE 14.

The German and French Governments undertake to facilitate the labours of the Permanent Conciliation Commission, and particularly to supply it to the greatest possible extent with all relevant documents and information, as well as to use the means at their disposal to allow it to proceed in their territory and in accordance with their law to the summoning and hearing of witnesses or experts, and to visit the localities in question.

ARTICLE 15.

During the labours of the Permanent Conciliation Commission each commissioner shall receive salary, the amount of which shall be fixed by agreement between the German and French Governments, each of which shall contribute an equal share.

ARTICLE 16.

In the event of no amicable agreement being reached before the Permanent Conciliation Commission the dispute shall be submitted by means of a special agreement either to the Permanent Court of International Justice under the conditions and according to the procedure laid down by its statute or to an arbitral tribunal under the conditions and according to the procedure laid down by The Hague Convention of the 18th October, 1907, for the Pacific Settlement of International Disputes.

If the parties cannot agree on the terms of the special agreement after a month's notice one or other of them may bring the dispute before the Permanent Court of International Justice by means of an application.

PART II.

ARTICLE 17.

All questions on which the German and French Governments shall differ without being able to reach an amicable solution by means of the normal methods of diplomacy the settlement of which cannot be attained by means of a judicial decision as provided in article I of the present convention, and for the settlement of which no procedure has been laid down by other conventions in force between the parties, shall be submitted to the Permanent Conciliation Commission, whose duty it shall be to propose to the parties an acceptable solution and in any case to present a report.

The procedure laid down in articles 6-15 of the present convention shall be applicable.

ARTICLE 18.

If the two parties have not reached an agreement within a month from the termination of the labours of the Permanent Conciliation Commission the question shall, at the request of either party, be brought before the Council of the League of Nations, which shall deal with it in accordance with article 15 of the Covenant of the League.

General Provision.

ARTICLE 19.

In any case, and particularly if the question on which the parties differ arises out of acts already committed or on the point of commission, the Conciliation Commission or, if the latter has not been notified thereof, the arbitral tribunal or the Permanent Court of International Justice, acting in accordance with article 41 of its statute, shall lay down within the shortest possible time the provisional measures to be adopted. It shall similarly be the duty of the Council of the League of Nations, if the question is brought before it, to ensure that suitable provisional measures are taken. The German and French Governments undertake respectively to accept such measures, to abstain from all measures likely to have a repercussion prejudicial to the execution of the decision or to the arrangements proposed by the Conciliation Commission or by the Council of the League of Nations, and in general to abstain from any sort of action whatsoever which may aggravate or extend the dispute.

ARTICLE 20.

The present convention continues applicable as between Germany and France, even when other Powers are also interested in the dispute.

ARTICLE 21.

The present convention shall be ratified. Ratifications shall be deposited at Geneva with the League of Nations at the same time as the ratifications of the treaty concluded this day between Germany, Belgium, France, Great Britain and Italy.

It shall enter into and remain in force under the same conditions as the said treaty.
The present convention, done in a single copy, shall be deposited in the archives of the League of Nations, the Secretary-General of which shall be requested to transmit certified copies to each of the two contracting Governments.

Done at Locarno the 16th October, 1925.

STR.

A. B.

Annex D. Arbitration Treaty between Germany and Poland.

(Translation.)

The President of the German Empire and the President of the Polish Republic;
Equally resolved to maintain peace between Germany and Poland by assuring the peaceful settlement of differences which might arise between the two countries;
Declaring that respect for the rights established by treaty or resulting from the law of nations is obligatory for international tribunals;
Agreeing to recognise that the rights of a State cannot be modified save with its consent;
And considering that sincere observance of the methods of peaceful settlement of international disputes permits of resolving, without recourse to force, questions which may become the cause of division between States;
Have decided to embody in a treaty their common intentions in this respect, and have named as their plenipotentiaries the following :

Who, having exchanged their full powers, found in good and due form, are agreed upon the following articles :—

PART I.

ARTICLE 1.

All disputes of every kind between Germany and Poland with regard to which the parties are in conflict as to their respective rights, and which it may not be possible to settle amicably by the normal methods of diplomacy, shall be submitted for decision either to an arbitral tribunal or to the Permanent Court of International Justice, as laid down hereafter. It is agreed that the disputes referred to above include in particular those mentioned in article 13 of the Covenant of the League of Nations.

This provision does not apply to disputes arising out of events prior to the present treaty and belonging to the past.

Disputes for the settlement of which a special procedure is laid down in other conventions in force between the high contracting parties shall be settled in conformity with the provisions of those conventions.

ARTICLE 2.

Before any resort is made to arbitral procedure or to procedure before the Permanent Court of International Justice, the dispute may, by agreement between the parties, be submitted, with a view to amicable settlement, to a permanent international commission, styled the Permanent Conciliation Commission, constituted in accordance with the present treaty.

ARTICLE 3.

In the case of a dispute the occasion of which, according to the municipal law of one of the parties, falls within the competence of the national courts of such party, the matter in dispute shall not be submitted to the procedure laid down in the present treaty until a judgment with final effect has been pronounced, within a reasonable time, by the competent national judicial authority.

ARTICLE 4.

The Permanent Conciliation Commission mentioned in article 2 shall be composed of five members, who shall be appointed as follows, that is to say : the high contracting parties shall each nominate a commissioner chosen from among their respective nationals,

and shall appoint, by common agreement, the three other commissioners from among the nationals of third Powers; those three commissioners must be of different nationalities, and the high contracting parties shall appoint the president of the commission from among them.

The commissioners are appointed for three years, and their mandate is renewable. Their appointment shall continue until their replacement, and in any case until the termination of the work in hand at the moment of the expiry of their mandate.

Vacancies which may occur as a result of death, resignation or any other cause shall be filled within the shortest possible time in the manner fixed for the nominations.

ARTICLE 5.

The Permanent Conciliation Commission shall be constituted within three months from the entry into force of the present convention.

If the nomination of the commissioners to be appointed by common agreement should not have taken place within the said period, or, in the case of the filling of a vacancy, within three months from the time when the seat falls vacant, the President of the Swiss Confederation shall, in the absence of other agreement, be requested to make the necessary appointments.

ARTICLE 6.

The Permanent Conciliation Commission shall be informed by means of a request addressed to the president by the two parties acting in agreement, or, in the absence of such agreement, by one or other of the parties.

The request, after having given a summary account of the subject of the dispute, shall contain the invitation to the commission to take all necessary measures with a view to arrive at an amicable settlement.

If the request emanates from only one of the parties, notification thereof shall be made without delay to the other party.

ARTICLE 7.

Within fifteen days from the date when one of the high contracting parties shall have brought a dispute before the Permanent Conciliation Commission, either party may, for the examination of the particular dispute, replace its commissioner by a person possessing special competence in the matter.

The party making use of this right shall immediately inform the other party; the latter shall in that case be entitled to take similar action within fifteen days from the date when the notification reaches it.

ARTICLE 8.

The task of the Permanent Conciliation Commission shall be to elucidate questions in dispute, to collect with that object all necessary information by means of enquiry or otherwise, and to endeavour to bring the parties to an agreement. It may, after the case has been examined, inform the parties of the terms of settlement which seem suitable to it, and lay down a period within which they are to make their decision.

At the close of its labours the commission shall draw up a report stating, as the case may be, either that the parties have come to an agreement and, if need arises, the terms of the agreement, or that it has been impossible to effect a settlement.

The labours of the commission must, unless the parties otherwise agree, be terminated within six months from the day on which the commission shall have been notified of the dispute.

ARTICLE 9.

Failing any special provision to the contrary, the Permanent Conciliation Commission shall lay down its own procedure, which in any case must provide for both parties being heard. In regard to enquiries, the commission, unless it decides unanimously to the contrary, shall act in accordance with the provisions of Chapter III (International Commissions of Enquiry) of The Hague Convention of the 18th October, 1907, for the Pacific Settlement of International Disputes.

ARTICLE 10.

The Permanent Conciliation Commission shall meet, in the absence of agreement by the parties to the contrary at a place selected by its president.

ARTICLE 11.

The labours of the Permanent Conciliation Commission are not public except when a decision to that effect has been taken by the commission with the consent of the parties.

ARTICLE 12.

The parties shall be represented before the Permanent Conciliation Commission by agents, whose duty it shall be to act as intermediary between them and the commission; they may moreover be assisted by counsel and experts appointed by them for that purpose, and request that all persons whose evidence appears to them useful should be heard.

The commission on its side shall be entitled to request oral explanations from the agents, counsel and experts of the two parties, as well as from all persons it may think useful to summon with the consent of their Government.

ARTICLE 13.

Unless otherwise provided in the present treaty the decisions of the Permanent Conciliation Commission shall be taken by a majority.

ARTICLE 14.

The high contracting parties undertake to facilitate the labours of the Permanent Conciliation Commission, and particularly to supply it to the greatest possible extent with all relevant documents and information, as well as to use the means at their disposal to allow it to proceed in their territory and in accordance with their law to the summoning and hearing of witnesses or experts, and to visit the localities in question.

ARTICLE 15.

During the labours of the Permanent Conciliation Commission each commissioner shall receive salary, the amount of which shall be fixed by agreement between the high contracting parties, each of which shall contribute an equal share.

ARTICLE 16.

In the event of no amicable agreement being reached before the Permanent Conciliation Commission the dispute shall be submitted by means of a special agreement either to the Permanent Court of International Justice under the conditions and according to the procedure laid down by its statute or to an arbitral tribunal under the conditions and according to the procedure laid down by The Hague Convention of the 18th October, 1907, for the Pacific Settlement of International Disputes.

If the parties cannot agree on the terms of the special agreement after a month's notice one or other of them may bring the dispute before the Permanent Court of International Justice by means of an application.

PART II

ARTICLE 17.

All questions on which the German and Polish Governments shall differ without being able to reach an amicable solution by means of the normal methods of diplomacy the settlement of which cannot be attained by means of a judicial decision as provided in article I of the present treaty, and for the settlement of which no procedure has been laid down by other conventions in force between the parties shall be submitted to the Permanent Conciliation Commission, whose duty it shall be to propose to the parties an acceptable solution and in any case to present a report.

The procedure laid down in articles 6-15 of the present treaty shall be applicable.

ARTICLE 18.

If the two parties have not reached an agreement within a month from the termination of the labours of the Permanent Conciliation Commission the question shall, at the request of either party, be brought before the Council of the League of Nations, which shall deal with it in accordance with article 15 of the Covenant of the League.

General Provisions.

ARTICLE 19.

In any case, and particularly if the question on which the parties differ arises out of acts already committed or on the point of commission, the Conciliation Commission or, if the latter has not been notified thereof, the arbitral tribunal or the Permanent Court of International Justice, acting in accordance with article 41 of its statute, shall lay down within the shortest possible time the provisional measures to be adopted. It shall similarly be the duty of the Council of the League of Nations, if the question is brought before it, to ensure that suitable provisional measures are taken. The high contracting parties undertake respectively to accept such measures, to abstain from all measures likely to have a repercussion prejudicial to the execution of the decision or to the arrangements proposed by the Conciliation Commission or by the Council of the League of Nations, and in general to abstain from any sort of action whatsoever which may aggravate or extend the dispute.

ARTICLE 20.

The present treaty continues applicable as between the high contracting parties even when other Powers are also interested in the dispute.

ARTICLE 21.

The present treaty, which is in conformity with the Covenant of the League of Nations, shall not in any way affect the rights and obligations of the high contracting parties as members of the League of Nations and shall not be interpreted as restricting the duty of the League to take whatever action may be deemed wise and effectual to safeguard the peace of the world.

ARTICLE 22.

The present treaty shall be ratified. Ratifications shall be deposited at Geneva with the League of Nations at the same time as the ratifications of the treaty concluded this day between Germany, Belgium, France, Great Britain and Italy.

It shall enter into and remain in force under the same conditions as the said treaty.

The present treaty, done in a single copy, shall be deposited in the archives of the League of Nations, the Secretary-General of which shall be requested to transmit certified copies to each of the high contracting parties.

Done at Locarno the 16th October, 1925.

STR.

A. S.

Annex E. Arbitration Treaty between Germany and Czechoslovakia.

(Translation.)

The President of the German Empire and the President of the Czechoslovak Republic; Equally resolved to maintain peace between Germany and Czechoslovakia by assuring the peaceful settlement of differences which might arise between the two countries;

Declaring that respect for the rights established by treaty or resulting from the law of nations is obligatory for international tribunals;

Agreeing to recognise that the rights of a State cannot be modified save with its consent;

And considering that sincere observance of the methods of peaceful settlement of international disputes permits of resolving, without recourse to force, questions which may become the cause of division between States;

Have decided to embody in a treaty their common intentions in this respect, and have named as their plenipotentiaries, the following :

Who, having exchanged their full powers, found in good and due form, are agreed upon the following articles :

PART I

ARTICLE I.

All disputes of every kind between Germany and Czechoslovakia with regard to which the parties are in conflict as to their respective rights, and which it may not be

possible to settle amicably by the normal methods of diplomacy, shall be submitted for decision either to an arbitral tribunal or to the Permanent Court of International Justice, as laid down hereafter. It is agreed that the disputes referred to above include, in particular, those mentioned in article 13 of the Covenant of the League of Nations.

This provision does not apply to disputes arising out of events prior to the present treaty and belonging to the past.

Disputes, for the settlement of which a special procedure is laid down in other conventions in force between the high contracting parties shall be settled in conformity with the provisions of those conventions.

ARTICLE 2.

Before any resort is made to arbitral procedure or to procedure before the Permanent Court of International Justice, the dispute may, by agreement between the parties, be submitted, with a view to amicable settlement, to a permanent international commission, styled the Permanent Conciliation Commission, constituted in accordance with the present treaty.

ARTICLE 3.

In the case of a dispute the occasion of which, according to the municipal law of one of the parties, falls within the competence of the national courts of such party, the matter in dispute shall not be submitted to the procedure laid down in the present treaty until a judgment with final effect has been pronounced, within a reasonable time, by the competent national judicial authority.

ARTICLE 4.

The Permanent Conciliation Commission mentioned in article 2 shall be composed of five members, who shall be appointed as follows, that is to say : the high contracting parties shall each nominate a commissioner chosen from among their respective nationals, and shall appoint, by common agreement, the three other commissioners from among the nationals of third Powers; those three commissioners must be of different nationalities, and the high contracting parties shall appoint the president of the commission from among them.

The commissioners are appointed for three years, and their mandate is renewable. Their appointment shall continue until their replacement, and in any case until the termination of the work in hand at the moment of the expiry of their mandate.

Vacancies which may occur as a result of death, resignation or any other cause shall be filled within the shortest possible time in the manner fixed for the nominations.

ARTICLE 5.

The Permanent Conciliation Commission shall be constituted within three months from the entry into force of the present convention.

If the nomination of the commissioners to be appointed by common agreement should not have taken place within the said period, or, in the case of the filling of a vacancy, within three months from the time when the seat falls vacant, the President of the Swiss Confederation shall, in the absence of other agreement, be requested to make the necessary appointments.

ARTICLE 6.

The Permanent Conciliation Commission shall be informed by means of a request addressed to the president by the two parties acting in agreement, or, in the absence of such agreement, by one or other of the parties.

The request, after having given a summary account of the subject of the dispute, shall contain the invitation to the commission to take all necessary measures with a view to arrive at an amicable settlement.

If the request emanates from only one of the parties, notification thereof shall be made without delay to the other party.

ARTICLE 7.

Within fifteen days from the date when one of the high contracting parties shall have brought a dispute before the Permanent Conciliation Commission, either party may, for the examination of the particular dispute, replace its commissioner by a person possessing special competence in the matter.

The party making use of this right shall immediately inform the other party; the latter shall in that case be entitled to take similar action within fifteen days from the date when the notification reaches it.

ARTICLE 8.

The task of the Permanent Conciliation Commission shall be to elucidate questions in dispute, to collect with that object all necessary information by means of enquiry or otherwise, and to endeavour to bring the parties to an agreement. It may, after the case has been examined, inform the parties of the terms of settlement which seem suitable to it, and lay down a period within which they are to make their decision.

At the close of its labours the commission shall draw up a report stating, as the case may be, either that the parties have come to an agreement and, if need arises, the terms of the agreement, or that it has been impossible to effect a settlement.

The labours of the commission must, unless the parties otherwise agree, be terminated within six months from the day on which the commission shall have been notified of the dispute.

ARTICLE 9.

Failing any special provision to the contrary, the Permanent Conciliation Commission shall lay down its own procedure, which in any case must provide for both parties being heard. In regard to enquiries, the commission, unless it decides unanimously to the contrary, shall act in accordance with the provisions of Chapter III (International Commissions of Enquiry) of the Hague Convention of the 18th October, 1907, for the Pacific Settlement of International Disputes.

ARTICLE 10.

The Permanent Conciliation Commission shall meet, in the absence of agreement by the parties to the contrary at a place selected by its president.

ARTICLE 11.

The labours of the Permanent Conciliation Commission are not public except when a decision to that effect has been taken by the commission with the consent of the parties.

ARTICLE 12

The parties shall be represented before the Permanent Conciliation Commission by agents, whose duty it shall be to act as intermediary between them and the commission; they may moreover be assisted by counsel and experts appointed by them for that purpose, and request that all persons whose evidence appears to them useful should be heard.

The commission on its side shall be entitled to request oral explanations from the agents, counsel and experts of the two parties, as well as from all persons it may think useful to summon with the consent of their Government.

ARTICLE 13.

Unless otherwise provided in the present treaty the decisions of the Permanent Conciliation Commission shall be taken by a majority.

ARTICLE 14.

The high contracting parties undertake to facilitate the labours of the Permanent Conciliation Commission, and particularly to supply it to the greatest possible extent with all relevant documents and information, as well as to use the means at their disposal to allow it to proceed in their territory and in accordance with their law to the summoning and hearing of witnesses or experts, and to visit the localities in question.

ARTICLE 15.

During the labours of the Permanent Conciliation Commission each commissioner shall receive salary, the amount of which shall be fixed by agreement between the high contracting parties, each of which shall contribute an equal share.

ARTICLE 16.

In the event of no amicable agreement being reached before the Permanent Conciliation Commission the dispute shall be submitted by means of a special agreement either to the Permanent Court of International Justice under the conditions and according to the procedure laid down by its statute or to an arbitral tribunal under the conditions and according to the procedure laid down by The Hague Convention of the 18th October, 1907, for the Pacific Settlement of International Disputes.

If the parties cannot agree on the terms of the special agreement after a month's notice one or other of them may bring the dispute before the Permanent Court of International Justice by means of an application.

PART II

ARTICLE 17.

All questions on which the German and Czechoslovak Governments shall differ without being able to reach an amicable solution by means of the normal methods of diplomacy the settlement of which cannot be attained by means of a judicial decision as provided in article I of the present treaty, and for the settlement of which no procedure has been laid down by other conventions in force between the parties shall be submitted to the Permanent Conciliation Commission, whose duty it shall be to propose to the parties an acceptable solution and in any case to present a report.

The procedure laid down in articles 6-15 of the present treaty shall be applicable.

ARTICLE 18.

If the two parties have not reached an agreement within a month from the termination of the labours of the Permanent Conciliation Commission the question shall, at the request of either party, be brought before the Council of the League of Nations, which shall deal with it in accordance with article 15 of the Covenant of the League.

General Provisions.

ARTICLE 19.

In any case, and particularly if the question on which the parties differ arises out of acts already committed or on the point of commission, the Conciliation Commission or, if the latter has not been notified thereof, the arbitral tribunal or the Permanent Court of International Justice, acting in accordance with article 41 of its statute, shall lay down within the shortest possible time the provisional measures to be adopted. It shall similarly be the duty of the Council of the League of Nations, if the question is brought before it, to ensure that suitable provisional measures are taken. The high contracting parties undertake respectively to accept such measures, to abstain from all measures likely to have a repercussion prejudicial to the execution of the decision or to the arrangements proposed by the Conciliation Commission or by the Council of the League of Nations, and in general to abstain from any sort of action whatsoever which may aggravate or extend the dispute.

ARTICLE 20.

The present treaty continues applicable as between the high contracting parties even when other Powers are also interested in the dispute.

ARTICLE 21.

The present treaty, which is in conformity with the Covenant of the League of Nations, shall not in any way affect the rights and obligations of the high contracting parties as members of the League of Nations and shall not be interpreted as restricting the duty of the League to take whatever action may be deemed wise and effectual to safeguard the peace of the world.

ARTICLE 22.

The present treaty shall be ratified. Ratifications shall be deposited at Geneva with the League of Nations at the same time as the ratifications of the treaty concluded this day between Germany, Belgium, France, Great Britain and Italy.

It shall enter into and remain in force under the same conditions as the said treaty.

The present treaty, done in a single copy, shall be deposited in the archives of the League of Nations, the Secretary-General of which shall be requested to transmit certified copies to each of the high contracting parties.

Done at Locarno the 16th October, 1925.

STR.

DR. B.

**Annex F. Draft Collective Note to Germany regarding Article 16
of the Covenant of the League of Nations.**

(Translation.)

The German delegation has requested certain explanations in regard to article 16 of the Covenant of the League of Nations.

We are not in a position to speak in the name of the League, but in view of the discussions which have already taken place in the Assembly and in the commissions of the League of Nations, and after the explanations which have been exchanged between ourselves, we do not hesitate to inform you of the interpretation which, in so far as we are concerned, we place upon article 16.

In accordance with that interpretation the obligations resulting from the said article on the members of the League must be understood to mean that each State member of the League is bound to co-operate loyally and effectively in support of the Covenant and, in resistance to any act of aggression to an extent which is compatible with its military situation and takes its geographical position into account.

E. V.

A. B.

A. C.

B. M.

DR. B.

A. S.

2. — TREATY BETWEEN FRANCE AND POLAND

(Translation.)

The President of the French Republic and the President of the Polish Republic;
Equally desirous to see Europe spared from war by a sincere observance of the undertakings arrived at this day with a view to the maintenance of general peace;

Have resolved to guarantee their benefits to each other reciprocally by a treaty concluded within the framework of the Covenant of the League of Nations and of the treaties existing between them;

And have to this effect nominated for their plenipotentiaries :

Who, after having exchanged their full powers, found in good and due form, have agreed on the following provisions :

ARTICLE 1.

In the event of Poland or France suffering from a failure to observe the undertakings arrived at this day between them and Germany with a view to the maintenance of general peace, France, and reciprocally Poland, acting in application of article 16 of the Covenant of the League of Nations, undertake to lend each other immediately aid and assistance, if such a failure is accompanied by an unprovoked recourse to arms.

In the event of the Council of the League of Nations, when dealing with a question brought before it in accordance with the said undertakings, being unable to succeed in making its report accepted by all its members other than the representatives of the parties to the dispute, and in the event of Poland or France being attacked without provocation, France, or reciprocally Poland, acting in application of article 15, paragraph 7, of the Covenant of the League of Nations, will immediately lend aid and assistance.

ARTICLE 2.

Nothing in the present treaty shall affect the rights and obligations of the high contracting parties as members of the League of Nations, or shall be interpreted as restricting the duty of the League to take whatever action may be deemed wise and effectual to safeguard the peace of the world.

ARTICLE 3.

The present treaty shall be registered with the League of Nations, in accordance with the Covenant.

ARTICLE 4.

The present treaty shall be ratified. The ratifications will be deposited at Geneva with the League of Nations at the same time as the ratification of the treaty concluded

this day between Germany, Belgium, France, Great Britain and Italy, and the ratification of the treaty concluded at the same time between Germany and Poland.

It will enter into force and remain in force under the same conditions as the said treaties.

The present treaty done in a single copy will be deposited in the archives of the League of Nations, and the Secretary-General of the League will be requested to transmit certified copies to each of the high contracting parties.

Done at Locarno the 16th October, 1925.

3. — TREATY BETWEEN FRANCE AND CZECHOSLOVAKIA

(Translation.)

The President of the French Republic and the President of the Czechoslovak Republic;

Equally desirous to see Europe spared from war by a sincere observance of the undertakings arrived at this day with a view to the maintenance of general peace;

Have resolved to guarantee their benefits to each other reciprocally by a treaty concluded within the framework of the Covenant of the League of Nations and of the treaties existing between them;

And have to this effect, nominated for their plenipotentiaries :

Who, after having exchanged their full powers, found in good and due form, have agreed on the following provisions :

ARTICLE I.

In the event of Czechoslovakia or France suffering from a failure to observe the undertakings arrived at this day between them and Germany with a view to the maintenance of general peace, France, and reciprocally, Czechoslovakia, acting in application of article 16 of the Covenant of the League of Nations, undertake to lend each other immediately aid and assistance, in such a failure is accompanied by an unprovoked recourse to arms.

In the event of the Council of the League of Nations, when dealing with a question brought before it in accordance with the said undertakings, being unable to succeed in making its report accepted by all its members other than the representatives of the parties to the dispute, and in the event of Czechoslovakia or France being attacked without provocation, France, or reciprocally Czechoslovakia, acting in application of article 15, paragraph 7, of the Covenant of the League of Nations, will immediately lend aid and assistance.

ARTICLE 2.

Nothing in the present treaty shall affect the rights and obligations of the high contracting parties as members of the League of Nations, or shall be interpreted as restricting the duty of the League to take whatever action may be deemed wise and effectual to safeguard the peace of the world.

ARTICLE 3.

The present treaty shall be registered with the League of Nations, in accordance with the Covenant.

ARTICLE 4.

The present treaty shall be ratified. The ratifications will be deposited at Geneva with the League of Nations at the same time as the ratification of the treaty concluded this day between Germany, Belgium, France, Great Britain and Italy, and the ratification of the treaty concluded at the same time between Germany and Czechoslovakia.

It will enter into force and remain in force under the same conditions as the said treaties.

The present treaty done in a single copy will be deposited in the archives of the League of Nations, and the Secretary-General of the League will be requested to transmit certified copies to each of the high contracting parties.

Done at Locarno the 16th October, 1925.

III. — Deposit of the Locarno Agreements in the Archives
of the League of Nations.

Thirty-Seventh Session of the Council.

(December 14th, 1925.)

Speeches by the Members of the Council.

Sir Austen Chamberlain (British Empire), Secretary of State for Foreign Affairs :

You will remember that at the last Assembly of the League of Nations considerable discussion took place on the subject of arbitration, security and reduction of armaments, and that the Assembly eventually adopted a resolution which, amongst other things, declared that the Assembly, convinced that the most urgent need at the present time is the re-establishment of mutual confidence between nations, regards favourably the efforts made by certain nations to attain that object by concluding arbitration conventions and treaties of mutual security conceived in the spirit of the Covenant of the League of Nations and in harmony with the Protocol of Arbitration, Security and Disarmament.

I am now in the happy position to be able to inform you that the negotiations to which reference was there made reached a successful result at Locarno, where agreements were initialled between the Powers concerned. Those agreements were formally signed in London on the 1st December, and I have now, in pursuance of the wishes of the parties concerned, and of the provisions of the treaties themselves, formally to hand to the Council the original documents signed by the Representatives of those Powers. They include a treaty between Germany, Belgium, France, Great Britain and Italy, known as "The Treaty of Locarno"; a convention between Germany and Belgium, a convention between Germany and France, a treaty between Germany and Poland, and a treaty between Germany and Czechoslovakia.

These treaties and conventions as drawn up and initialled at Locarno are set forth in the Final Act signed on October 25th, 1925, of which I shall hand you an authentic copy.

In the Final Act of those treaties and conventions it is stipulated that they shall be deposited in the archives of the League of Nations, and that the Secretary-General of the League of Nations should be asked to transmit to the Governments of the Contracting Parties certified copies thereof.

I have accordingly to ask the Secretary-General that he will be good enough to accept custody of the original instruments and to comply with the wishes of the Governments of the various Contracting Parties in this respect. In each case, it is provided in the treaties and conventions that they shall be ratified and that the ratifications shall be deposited with the League of Nations.

The Final Act provided that at the time of signature of the treaties and conventions a letter should be addressed to the Chancellor and Minister for Foreign Affairs of Germany. An authentic copy of this letter, as addressed to their Excellencies, on the 1st December, 1925, is enclosed with the other documents.

In handing these documents to you as the representative of the Council, and placing them in the custody of the League, I venture to say that the Powers immediately concerned have entered on a new phase of their mutual relations; that, carefully avoiding anything in the nature of provocation or offence to others, they have by mutual agreement guaranteed peace between themselves; that they have thus helped to stabilise the peace of the world and give rest and confidence to our nations; and that, in placing these documents under the guardianship of the League and attributing to the League all the authority which is therein specified, not less than by the agreement come to between Germany and the other nations that as part of those agreements Germany should enter the League of Nations, we have made a contribution which I trust will be acceptable to the League towards the support and increase of its authority and strength.

M. Paul-Boncour (France) :

I have a two-fold duty to perform at this meeting. First, in the name of the Government of the French Republic, and following the action of the representative of the

British Empire, I desire to deposit with the League of Nations the two treaties concluded on the same date, the 16th October 1925, at Locarno between

- (1) The Government of the French Republic and the Government of the Republic of Poland;
- (2) The Government of the French Republic and the Government of Czechoslovakia.

Secondly, I wish to state that the French Prime Minister, aware that the Treaties of Locarno were to be deposited this morning in the hands and under the protection of the League of Nations, has sent me the following telegram which he has asked me to read to you :

At the moment when the Treaties, which were drawn up at Locarno, are being deposited in the archives of the League of Nations, I desire to associate myself from where I am now retained by the imperious duties of my office with the feelings which Sir Austen Chamberlain will express with his full authority. France is proud to have put her signature at the foot of these Acts which record her desire to maintain peace. She sees in the evergrowing authority of the League of Nations and in the enlightened and vigilant action of its Council the best guarantee against war. This work of peace-making performed by the League of Nations, among the Members of which we hope soon to welcome Germany, can but be facilitated and strengthened by the conclusion of the Treaties of Locarno. These Treaties, which are inspired by the provisions and directing principles of the Covenant, are designed to be the beginning, between the States which have signed them, of normal relations based on equal desire to achieve conciliation within the limits of the Treaties and of the rights of each party.

You will readily understand, Gentlemen, the pride and but the same time sadness which fills my heart owing to the fact that it is my duty to deposit in the name of the French Republic these Treaties, to submit those observations of M. Briand upon them, and at the same time to reply to the noble words which Sir Austen Chamberlain has just used. You will profoundly regret, with me, that the duties of his office have prevented from sitting among us the man who, with Sir Austen Chamberlain, has merited in the eyes of the world infinite gratitude for having proposed and brought to a successful conclusion those agreements, which begin a new era in the relations between peoples.

My Government, in full agreement with the British Government, and in full agreement with the Governments with which it has concluded these various treaties, has caused them to be deposited in the archives and under the protection of the League of Nations. This act, you will readily understand, has, as Sir Austen Chamberlain said, a symbolic significance. A great event is taking place on this calm morning which gives an appropriate setting to the occasion. The Treaties signed at Locarno must, with all the solemnity in our power, be deposited with the League of Nations, for, as the telegram from M. Briand states, they are in themselves the application of the principles and provisions of the Covenant. Since their provisions cover these principles, the Treaties cannot dispense with the other provisions of the Covenant, and the constant action of the League of Nations and of the Council. This is, for the League of Nations, and for all those who since its inception have devoted their efforts and consecrated their faith to the League—and I would remind you that there are here present some of the most distinguished of these persons—the highest reward since the fundamental principles underlying the League of Nations and its usefulness in the world are to-day confirmed.

Inspired by the principles and provisions of the Covenant, these Treaties must in their application necessarily be subordinated to the development of those principles and provisions.

That great saying of the apostle which goes back to the origin of spiritual life can be applied to the Treaties of Locarno. *In eo vivimus, movemur et sumus.*

M. Hymans (Belgium), Minister of State :

We all welcome the important act which has just been accomplished by the representatives of Great Britain and France in depositing under the protection of the League of Nations the Treaties signed recently in London.

The representative of France spoke just now of the first days of the League. When some years ago the Council of the League of Nations met for the first time, no one certainly had any idea of the pace at which that institution would develop.

I would also pay a tribute to the distinguished statesmen who have negotiated the agreements of Locarno; who have given to the world guarantees of security and stability which, as has already been said, are the beginning of a new era rich in hope for Europe and mankind.

These Treaties are closely connected with the League of Nations, with the spirit which inspires and with the Covenant which directs its actions. I am convinced, as has been pointed out with so much authority and truth, that these Treaties will strengthen the League of Nations, will develop the part it plays as a peacemaker and will enable it in the future to devote itself more and more widely to the mission entrusted to it by its authors.

• Dr. Benes (Czechoslovakia), Minister of Foreign Affairs :

It is with the keenest satisfaction and with feelings of great emotion that I associate myself with the eloquent words of Sir Austen Chamberlain and M. Paul-Boncour, as well as with the telegram of M. Briand.

I had the honour to take some part in the work of Locarno, and I saw in what spirit and how conscientiously the representatives of the Great Powers drew up the agreements which are intended to assure the peace of the world. I should like in the name of the Government of a small country, which has taken part in the work, and has profited by it, to express to them here our profound gratitude. I would specially, like Sir Austen Chamberlain, wish to emphasise the importance of the deposit of these agreements with the League of Nations, and the close connection existing between them and the Covenant in their spirit and provisions.

It has been desired by the deposit of these agreements to emphasise the importance of the League of Nations in the affairs of the whole world. Through the preparatory work which it has done the League has taken a great part in the framing of these Treaties and as a result it is called upon to help to apply them.

The agreements of Locarno concern areas which were specially effected during the last war. If peace and security are assured in these areas those who negotiated the Treaties are by this fact entitled once more to our gratitude.

In my opinion, the conclusion of these agreements means a new phase in the politics of post-war Europe. Further, the importance of this event is still more increased by the entry of Germany, which will mark a new stage in the work of the League of Nations.

I wish the greatest success to the work of the League of Nations when this new stage begins.

M. Quinones de Leon (Spain), Ambassador :

I have already had the honour to say how much my Government welcomes the conclusion of the Locarno Treaties and that it congratulates the great statesmen who have part in the negotiations.

Sir Austen Chamberlain has just reminded the Council of the decisions of the Assembly. I should like to inform the Council on this solemn occasion that Spain, who has always supported the principle of arbitration, is negotiating at the moment with several Powers agreements similar to those of Locarno and inspired by their provisions.

Viscount Ishii (Japan), Ambassador :

It is a genuine satisfaction to me to see today these epoch-making documents deposited with the League of Nations.

I had occasion at one of the meetings of the Council, held in Paris, to congratulate the distinguished authors on the achievement of this masterly work for peace—a work of historical importance—and I explained to my colleagues that my Government was especially gratified to learn of the conclusion of the treaties and conventions of Locarno, since it had expressed through me, as far back as the beginning of September last, its sincere desire and hope for the early conclusion of the Treaty of Security then in question, and for the eventual conclusion of similar conventions in other parts of the world. Today the hope of my Government is realised, a most happy event in the interest of the peace of the world.

I wish to repeat to Sir Austen Chamberlain, to you, Mr. President, and to my colleague of Czechoslovakia, my hearty congratulations for the splendid work done at Locarno.

As regards Germany, my Government has welcomed from the beginning the coming into the League of this great Power, and I look forward with pleasure to the approaching entry of Germany into the League of Nations.

M. Uden (Sweden) Minister of Foreign Affairs :

At the moment when the agreements signed in London are deposited in the archives of the League of Nations I desire to express the satisfaction of the Swedish Government on the conclusion of these agreements and to congratulate most warmly those who have negotiated them. We cannot yet perfectly appreciate the importance of these agreements, but I have no doubt that the hopes which we have all placed in this work of peace and confidence will be realised. I also congratulate the League of Nations, which is about to end the first difficult period of its history and is preparing to take a very important step towards becoming universal.

M. Guani (Uruguay), Plenipotentiary Minister :

At this historic moment, when the treaties of Locarno are deposited with the League of Nations, treaties which bind the States of Europe together without threatening anyone and with the approval of all, as Sir Austen Chamberlain has before so happily pointed out, I would desire to add that it is not only Europe which should rejoice at the conclusion of these agreements, but the whole world. The work of Locarno is of concern to all mankind.

In the name of my Government allow me at this moment to express profound gratitude for the efforts made by the distinguished men who have co-operated in this work. It will not only secure peace for Europe, but confidence and security for the whole world.

M. de Mello Franco (Brazil), Ambassador, Permanent Delegate to the League of Nations.

I joyfully and confidently associate myself with the good wishes expressed by the members of the Council. The whole world will be grateful to the distinguished men who have brought these negotiations to so fortunate a conclusion. Among them a special tribute should be paid to the representative of Great Britain, Sir Austen Chamberlain, and to that great Frenchman whose absence we all regret at a moment when the acts of Locarno are deposited in the archives of the League of Nations.

Allow me to express the hope that the system of guarantees, which is at the basis of the Locarno agreements, may be developed little by little and bear in the near future fruit from which the whole world can benefit.

M. Scialoja (Italy), Acting President of the Council :

I am happy that my office as President of the Council allows me to receive to-day, with a solemnity worthy of the act, the text of the treaties known as the treaties of Locarno.

I would have wished to invite the representative of Germany, as well as the representative of Poland, to come to the Council table. I would further remind you that the representative of Germany was the first to initiate the acts of Locarno when he addressed to France a note, which was communicated to Great Britain and to Italy inviting these Governments to enter into the negotiations which subsequently extended. This is indeed a fête-day for the League of Nations, for we are now able to witness the realisation of something which was before only a hope and an ideal when the League was first established. The world must realise that the difficult work which we undertook during those years of seeking for legal instruments of peace and a new international law, and which sometimes seemed hopeless and on the point of failure, has had almost unexpected results, which we are not perhaps yet able fully to measure.

We have established at Locarno (and I am happy to remind you of my modest presence at that conference) a system of treaties inspired by a new spirit which has been justly called the spirit of Locarno, the spirit of real peace which strives to eliminate all causes of war.

As a lawyer, allow me to emphasise the legal side of these treaties. The great difficulty met with in seeking to achieve a friendly settlement of international disputes consists in distinguishing between purely legal cases and cases of a political character, which present far greater difficulties for peaceful settlement because the ordinary means to which recourse is had, such as arbitration or the Permanent Court of International Justice at the Hague, are insufficient to settle questions which are not of a purely legal kind.

We have established an organisation at Locarno which at first sight may appear complicated, but which is in fact very simple. The questions which can be settled by a legal procedure are submitted to arbitration or to the Permanent Court of International Justice. Other questions are sent to Conciliation Committees which have a wider compe-

tence — or rather an unlimited competence. As a final resort, if the conciliation committees are unable to achieve agreement, though we hope that they will always be able to find a way to eliminate causes of dispute, the questions are submitted to the Council, which is specially qualified and established to deal with such matters by the Covenant of the League, but which may perhaps have needed the preparatory organisations which we created at Locarno.

Perfection is not within human achievement, and we cannot call the system contained in the agreements of Locarno perfect, but I think it was the best we could do at that time and as a conclusion to the work of the Fifth and Sixth Assemblies.

I once said that the Sixth Assembly, that of last September, had a less splendid appearance than the one before it, but that nevertheless it should be considered more important because, while not abandoning our ideal, we trod on firmer ground, having come down to earth out of the clouds.

Above the clouds, however, we saw a great sun which shed light on our hearts and when we returned to earth we were filled with a spirit different from that which had formerly moved us. On that solid earth we have established instruments which correspond to the ideal of the Protocol.

Let me bear witness that among all the States present at Locarno there was one which reflected this pure spirit. All the others had also what I might call material interests. Italy alone participated in that work in a spirit of international peace, without any direct interest. She took part in the work, but she did so solely in order to represent the interest of peace in Europe and in the world, and she has placed all her resources at the service of that interest.

I must now thank Sir Austen Chamberlain — the new title conferred upon the representative of the British Empire shows that His Britannic Majesty has recognised the distinguished services which he has rendered to his country and to Europe — and I would also associate myself with the words of all my colleagues who have paid a tribute to the negotiators at Locarno. I would add to their tribute the gratitude of the whole world.

I believe that I am interpreting the desire of my colleagues in proposing to express our feelings to our absent colleagues, to Poland and to Germany (with the hope that we shall soon be able to renew that expression personally to the representative of Germany) and in proposing to forward the minutes of this part of the meeting to the Governments of Poland and Germany.

This proposal was adopted.

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