

[Distributed to the Council,  
the Members of the League  
and the Delegates at the Assembly.]

## LEAGUE OF NATIONS

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**Report to the Fifth Assembly of the League  
on the Work of the Council, on the Work of  
the Secretariat and on the Measures taken to  
execute the Decisions of the Assembly.**

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*Note:* — A Supplementary Report on the work accomplished since June 10th, 1924, will be distributed at the beginning of the Assembly. An account of the decisions taken by the Council during its Twenty-ninth Session (June 11th-17th, 1924) will be included in the supplementary report.

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**THE PRESENT POSITION AS REGARDS INTERNATIONAL  
ENGAGEMENTS REGISTERED WITH THE SECRETARIAT  
OF THE LEAGUE OF NATIONS<sup>1</sup>.**

**REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL  
ENGAGEMENTS (ARTICLE 18 OF THE COVENANT).**

The registration of treaties by the Secretariat has been continued as in previous years in conformity with the methods laid down in the memorandum of the Council of May 19th, 1920. From this date up to May 19th, 1924, 613 international engagements were presented for registration. These were as follows:

May 19th, 1920, to May 19th, 1921 . . . .	112
May 19th, 1921, to May 19th, 1922 . . . .	151
May 19th, 1922, to May 19th, 1923 . . . .	161
May 19th, 1923, to May 19th, 1924 . . . .	189
	613

The international engagements registered during this last period were of various kinds. In addition to the adherence to general international agreements communicated by the States depositing these conventions (agreements dealing with industrial, literary and artistic property, the transport of goods by rail, the Postal Conventions of Madrid, the Arrangement and Convention regarding the Traffic in Women and Children, the Opium Convention, etc.), the following table will enable a general idea to be formed in regard to the agreements registered between May 19th, 1923 and May 19th, 1924:

**GENERAL CONVENTION.**

*Registration Nos.*

427 Weights and Measures.

**ARRANGEMENTS REGARDING PERSONS OF UNSOUND MIND.**

426 Hungary and Sweden.  
446 Japan and Sweden.  
459 Belgium and Sweden.  
460 Denmark and Sweden.  
461 Iceland and Sweden.  
496 Finland and Norway.  
555 Denmark and Norway.

**APPLICATION OF THE VERSAILLES TREATY.**

431 Germany and Czechoslovakia.  
510 Belgium, Great Britain, France, Italy, The Netherlands.

**AGREEMENTS CONCERNING COMMERCE AND NAVIGATION<sup>2</sup>.**

425 Denmark and Roumania.  
429 Iceland and Portugal.  
433 Great Britain and Muscat.

<sup>1</sup> A special report on this question will be annexed to the Supplementary Report on the Work of the Council which will appear shortly before the opening of the Assembly.

<sup>2</sup> Several of the Commercial Treaties might also be included in the category of Economic Treaties.

*Registration Nos.*

450	Denmark and Russia.
454	Denmark and Finland.
463	Austria and Denmark.
464	Austria and Iceland.
471	Great Britain and Roumania.
506	Great Britain and Czechoslovakia.
513	Netherlands and Portugal.
514	Austria and the Netherlands.
517	Esthonia and Sweden.
518	Denmark and Lithuania.
523	Iceland and Lithuania.
526	Norway and Czechoslovakia.
528	Latvia and Czechoslovakia.
529	Great Britain and Latvia.
532	Great Britain and France.
533	Afghanistan and Great Britain.
542	Belgium, Luxemburg and Poland.
544	Greece and Czechoslovakia.
547	Denmark and Finland.
561	Bulgaria and Sweden.
563	Austria and Japan.
574	Finland and the Netherlands.
577	Denmark and Esthonia.
584	Esthonia and Iceland.
585	Denmark and Czechoslovakia.
587	Lithuania and Sweden.
595	Belgium, Luxemburg and Finland.
603	Italy and Switzerland.
612	Sweden and Switzerland.
613	Sweden and Russia.

EXTRADITION CONVENTIONS.

436	Germany and Denmark.
452	Denmark and Finland.
486	Germany and Finland.
535	Great Britain and France.
566	Belgium and Great Britain.
575	Finland and Sweden.
589	Germany and Czechoslovakia.

POSTAL AND TELEPHONIC COMMUNICATIONS.

469	Great Britain and the Netherlands.
475	Spain and Portugal.
476	Spain and Portugal.
484	Denmark and Finland.
494	Esthonia and Finland.
519	China and Japan.
520	China and Japan.
521	China and Japan.
522	China and Japan.
525	Great Britain and the Netherlands.
527	Iceland and Norway.
530	United States of America and Great Britain.
531	United States of America and Great Britain.
556	Great Britain and the Netherlands.
557	Great Britain and Denmark.
567	Great Britain and France.
572	Great Britain and the Netherlands.
573	Great Britain and the Netherlands.
580	United States of America, Great Britain and Northern Ireland.
590	Australia and the Federated Malay States.
591	Australia and Nauru.
598	United States of America and Great Britain.
599	China and Great Britain.

DELIMITATION OF FRONTIERS AND FRONTIER TRAFFIC.

*Registration Nos.*

- 437 Esthonia and Latvia.
- 438 Latvia and Lithuania.
- 549 Germany and Poland.
- 565 Great Britain and France.

LIMITATION OF ARMAMENTS.

- 609 United States, British Empire, France, Italy, Japan.

ECONOMIC AND FINANCIAL TREATIES.

- 430 Germany and Czechoslovakia.
- 435 Germany and Great Britain.
- 447 Germany and Czechoslovakia.
- 448 Germany and Czechoslovakia.
- 470 Germany and Switzerland.
- 487 Germany and Finland.
- 501 Italy, Poland and Roumania, Kingdom of the Serbs, Croats and Slovenes, and Czechoslovakia.
- 506 Great Britain and Czechoslovakia.
- 540 Bulgaria and the Kingdom of the Serbs, Croats and Slovenes.
- 545 Liechtenstein and Switzerland.
- 550 Germany and Poland.
- 582 Hungary and the United Kingdom.

MINORITIES AND NATIONALITY.

- 439 Latvia and Lithuania.
- 440 Latvia and Russia.
- 472 Great Britain and France.
- 509 Germany and Czechoslovakia.
- 569 Declaration of Lithuania.
- 611 United States of America and Bulgaria.

AERIAL NAVIGATION.

- 462 Norway and Sweden.
- 466 Germany and Denmark.
- 507 Belgium and Denmark.
- 512 France and the Netherlands.
- 586 Great Britain and Sweden.

SANITARY CONVENTION.

- 458 Poland and Roumania.

ARBITRATION TREATIES.

- 457 Austria and Hungary.
- 516 Great Britain and France.
- 534 Great Britain and Italy.
- 537 Chile and Peru.
- 546 Hungary and Roumania.
- 579 United States of America and the United Kingdom.
- 592 United States of America and Norway.
- 602 Spain and the United Kingdom.

TRANSIT CONVENTIONS.

*Registration Nos.*

453	Finland and Sweden.
465	Finland and Russia.
493	Finland and Russia.
560	China and Japan.
593	Austria, Hungary, Italy and the Kingdom of the Serbs, Croats and Slovenes.
594	Austria, Hungary, Italy and the Kingdom of the Serbs, Croats and Slovenes.

AGREEMENTS ON POLITICAL QUESTIONS.

449	France and Poland.
455	Roumania and Czechoslovakia.
477	Italy and the Kingdom of the Serbs, Croats and Slovenes (Rapallo).
498	Germany and Russia (Rapallo).
576	Germany, Great Britain, France and Norway.
578	Esthonia and Latvia.
588	France and Czechoslovakia.
596	Italy and the Kingdom of the Serbs, Croats and Slovenes (concerning Fiume).
607	United States of America, the British Empire, France and Japan.
608	United States of America, the British Empire, France and Japan.

These documents are published in the *Treaty Series* of the League of Nations in their original language, with translations into French and into English. Alphabetical and analytical indexes are compiled after the publication of 100 international engagements. In these indexes particulars may be found concerning the nature of each treaty, the contracting parties which have signed it, and the position in regard to each international engagement registered.

Up to the present, 21 volumes, each upwards of 450 pages and containing altogether 551 treaties, have been published. Others are in course of preparation. Four volumes containing indexes have also been published. This highly satisfactory result is due not only to the regularity with which the Members of the League of Nations have performed their obligations in regard to the registration of treaties but also to the fact that certain States which are not Members of the League have responded to the appeal of the Council of the League made in its memorandum of May 19th, 1920.

It is interesting to note that the practice of inserting in treaties a clause expressly stating that the treaty in question will be registered with the Secretariat of the League of Nations is becoming increasingly familiar to Members of the League.

The following table shows the number of treaties registered in the Secretariat from the period of May 19th, 1923, to May 19th, 1924, at the request of the Members of the League of Nations:

Australia . . . . .	4	Hungary . . . . .	5
Austria . . . . .	2	Italy . . . . .	7
Belgium . . . . .	3	Japan . . . . .	1
Bulgaria . . . . .	3	Latvia . . . . .	9
Chile . . . . .	1	Netherlands . . . . .	16
China . . . . .	6	Norway . . . . .	5
Czechoslovakia . . . . .	14	Peru . . . . .	1
Denmark . . . . .	25	Poland . . . . .	8
Esthonia . . . . .	1	Portugal . . . . .	3
Finland . . . . .	18	Roumania . . . . .	2
France . . . . .	2	Serb-Croat-Slovene Kingdom	6
Great Britain . . . . .	39	Sweden . . . . .	21
Greece . . . . .	1	Switzerland . . . . .	4

During this period Germany presented 12 agreements for registration.

Instruments, four in number, relating to the settlement of the Greek refugees, the Lithuanian declaration in regard to minorities, and the protocol drawn up on the occasion of the admission of Ethiopia to the League of Nations, having been deposited with the Secretariat, were automatically registered after they had come into force.

An idea may be formed of the progress achieved since the coming into force of the Treaty of Versailles in the development of contractual relations between States from the fact that, since January 10th, 1920, the following engagements have been registered by the Secretariat:

27 general international agreements, 18 arbitration treaties, 96 agreements relating to commerce and navigation, 21 extradition conventions, 68 conventions relating to postal and telephonic communications, 12 conventions relating to the delimitation of frontiers and frontier traffic,

1 treaty on the limitation of armaments, 33 economic and financial agreements, 13 conventions relating to ethnical minorities and to the question of nationality, 19 conventions upon aerial navigation, 1 bi-lateral health agreement, 18 arrangements in regard to persons of unsound mind, 9 agreements concerning transit, 10 agreements on political questions, 15 treaties of peace.

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2.

LEGAL QUESTIONS.

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I. RATIFICATION OF AMENDMENTS TO THE COVENANT.

On September 26th, 1923, the Assembly adopted the following resolution on this subject:

"Whereas, under the terms of Article 26 of the Covenant, the entry into force of amendments to the Covenant is conditional upon their ratification by the Members of the League whose representatives compose the Council and by a majority of the Members of the League whose representatives compose the Assembly;

"Whereas, for the entry into force of the amendments voted by the second Assembly to Articles 4, 6, 12, 13, 15, and 26, there is now lacking only a very small number of the ratifications required by the Covenant;

"Whereas, according to information obtained, the requisite constitutional measures are in a fair way of being completed in those States whose ratifications are still necessary;

"Whereas, on the other hand, it would be desirable in the interest of the authority of the League of Nations that the amendments which have been voted should obtain a larger number of ratifications:

"The Assembly requests the Secretary-General to enter into communication with the delegations of all the Members of the League which have not yet deposited ratifications to the amendments referred to in the second paragraph above and to request them to intervene with their Governments in order to induce the latter to expedite, if possible, the ratification of the said amendments and to express, if they think proper to do so, their intention with regard to the ratification of the amendments to Article 16."

The Secretary-General duly addressed letters to the delegations attending the Assembly in accordance with the above resolution.

Communications in reply to these letters have been received from the Governments of the Hellenic Republic and of South Africa and have been published in the *Official Journal* for June 1924. The former stated that it proposed to submit the second, third and fourth amendments to Article 16 for the approbation of the National Assembly, but that, as regarded the first paragraph of the Article, it would reserve its decision until the Assembly of the League had finally pronounced upon the amendment to that paragraph proposed by the British Government at the fourth Assembly.

The South African Government stated that it had agreed to ratification of the amendments to Article 16; they had already been signed on its behalf. Other Governments have not stated their intentions as regards the amendments to Article 16, but since the last Assembly Uruguay has ratified all four amendments to this Article and Brazil those to the second and third paragraphs. The Government of Brazil has also announced the despatch of ratifications of those amendments to the Article which it had not yet already ratified, and all four amendments to the Article have been signed on behalf of Australia, the British Empire, Canada and India.

A complete statement of the progress made in the ratifications of the amendments to the Covenant, none of which ratifications have at the date of this report been deposited in the required number, will be given in the Secretary-General's Supplementary Report to the Assembly, which will appear shortly before the opening of the Assembly.

II. INTERPRETATION OF CERTAIN ARTICLES OF THE COVENANT AND OTHER POINTS OF INTERNATIONAL LAW.

The representative of Japan, President of the Council, during the eighteenth meeting of the fourth Assembly on September 28th, 1923, made the following declaration<sup>1</sup>:

<sup>1</sup> See *Proceedings of the Fourth Assembly — Plenary Meetings, Official Journal, Special Supplement No. 13, page 139.*



"I am charged by my colleagues to inform the Assembly that the Council passed the following resolution at its meeting this afternoon:

"At its meeting of September 22nd, 1923, the Council asked a Committee of Jurists to formulate questions with regard to certain points concerning the interpretation of the Covenant and other matters of international law, which the Council had had under consideration.

"The Committee submitted to the Council on September 26th the following questions:

*Question 1.*

"Is the Council, when seized, at the instance of a Member of the League of Nations of a dispute submitted in accordance with the terms of Article 15 of the Covenant by such a Member as 'likely to lead to a rupture' bound, either at the request of the other party or on its own authority, and before inquiring into any point, to decide whether in fact such description is well founded?"

*Question 2.*

"Is the Council, when seized of a dispute in accordance with Article 15, paragraph 1, of the Covenant, at the instance of a Member of the League of Nations, bound, either at the request of a party or on its own authority, to suspend its enquiry into the dispute, when, with the consent of the parties, the settlement of the dispute is being sought through some other channel?"

*Question 3.*

"Is an objection founded on Article 15, paragraph 8, of the Covenant the only objection based on the merits of the dispute on which the competence of the Council to make an enquiry can be challenged?"

*Question 4.*

"Are measures of coercion which are not meant to constitute acts of war consistent with the terms of Articles 12 to 15 of the Covenant when they are taken by one Member of the League of Nations against another Member of the League without prior recourse to the procedure laid down in those articles?"

*Question 5.*

"In what circumstances and to what extent is the responsibility of a State involved by the commission of a political crime in its territory?"

"The Members of the Council being in agreement that any dispute between Members of the League likely to lead to a rupture is within the sphere of action of the League, and that, if such dispute cannot be settled by diplomacy, arbitration or judicial settlement, it is the duty of the Council to deal with it in accordance with the terms of Article 15 of the Covenant: the Council decides that these questions shall be referred to a Special Committee of Jurists for an opinion as to the answers to be given.

"The Council resolves that the report of the Special Committee of Jurists shall be submitted to it in time for consideration at its session in December. Each Member of the Council may nominate within a period of 15 days a jurist to be a member of the Committee. The members thus nominated, together with the Director of the Legal Section of the Secretariat, will constitute the Special Committee of Jurists."

The Committee of Jurists contemplated by this resolution of the Council was constituted as follows: M. ADATCI (Japan), Lord BUCKMASTER (Great Britain), Dr. Enrique BUERO (Uruguay), M. F. de Castello BRANCO CLARK (Brazil), M. FROMAGEOT (France), Dr. van HAMEL (Director of the Legal Section of the Secretariat), M. Vittorio ROLANDI RICCI (Italy), M. Oesten UNDEN (Sweden), Marquis de VILLA URRUTIA (Spain), and M. de VISSCHER (Belgium).

This Committee, of which M. Adatci was Chairman, met on January 18th, 1924, and finished its work on January 24th. In a letter dated January 24th, M. Adatci informed the President of the Council of the replies on which the jurists had reached agreement.

These replies were as follows:

*Reply to the First Question.*

"The Council, when seized, at the instance of a Member of the League of Nations, of a dispute submitted in accordance with the terms of Article 15 of the Covenant by such a Member as 'likely to lead to a rupture', is not bound, either at the request of the other party or on its own authority, and before enquiring into any point, to decide whether in fact such description is well founded.

"The Council may at all times estimate the gravity of the dispute and determine the course of its action accordingly."

*Reply to the Second Question.*

"Where, contrary to the terms of Article 15, paragraph 1, a dispute is submitted to the Council on the application of one of the parties, where such a dispute already forms the subject of arbitration or of judicial proceedings, the Council must refuse to consider the application.

"If the matter in dispute, by an agreement between the parties, has already been submitted to other jurisdiction before which it is being regularly proceeded with, or is being dealt with in the said manner in another channel, it is in conformity with the general principles of law that it should be possible for a reference back to such jurisdiction to be asked for and ordered."

*Reply to the Third Question.*

"Where a dispute likely to lead to a rupture is submitted to the Council, on the application of one of the parties, in accordance with the provisions of Article 15, paragraph 1, the case contemplated in paragraph 8 of Article 15 is the only case in which the Council is not to enquire into the dispute.

"In particular, the reservations commonly inserted in most arbitration treaties cannot be pleaded as a bar to the proceedings.

"The Committee considers it desirable to observe that, where the case arises, the Council should, in determining the course of its action, have regard to international engagements, such as treaties of arbitration or regional understandings, for securing the maintenance of peace."

*Reply to the Fourth Question.*

"Coercive measures which are not intended to constitute acts of war may or may not be consistent with the provisions of Articles 12 to 15 of the Covenant, and it is for the Council, when the dispute has been submitted to it, to decide immediately, having due regard to all the circumstances of the case and to the nature of the measures adopted, whether it should recommend the maintenance or the withdrawal of such measures."

*Reply to the Fifth Question.*

"The responsibility of a State is only involved by the commission in its territory of a political crime against the persons of foreigners if the State has neglected to take all reasonable measures for the prevention of the crime and the pursuit, arrest and bringing to justice of the criminal.

"The recognised public character of a foreigner and the circumstances in which he is present in its territory, entail upon the State a corresponding duty of special vigilance on his behalf."

The Council of the League of Nations examined the report of the Committee of Jurists at its meeting of March 13th, 1924, and, on the proposal of its President, the representative of Uruguay, adopted the following resolution:

"The Council, having noted the replies of the special Committee of Jurists to the questions raised in the resolution of the Council dated September 28th, 1923, approves those replies as a whole.

"It further decides that the text of the present resolution, together with the text of the replies, shall be communicated to all the States Members of the League of Nations."

The Council decided further to insert in the Minutes of the meeting the declarations made by the members on that occasion <sup>1</sup>.

In a letter dated March 22nd, 1924 (C.L. 44.1924.V), the Secretary-General carried out the resolution of March 13th, 1924, and communicated to the Members of the League the text of this resolution, as well as the replies given by the special Committee of Jurists.

A copy of the Minutes of the meeting of March 13th, 1924, at which the resolution was adopted, was annexed to the letter.

<sup>1</sup> See *Official Journal*, April 1924, page 525.

### III. INTERNATIONAL ARRANGEMENTS FOR LEGAL ASSISTANCE FOR THE POOR.

On September 27th, 1923, the fourth Assembly, as the result of a memorandum which had been submitted to it by the Norwegian delegation (A.119.1923.V), adopted a resolution placing the question regarding international arrangements for legal assistance for the poor on the agenda of the fifth Assembly and inviting the Secretary-General to prepare a report and to make such enquiries as might be found desirable.

On March 13th, 1924, the Council considered the Assembly's resolution, and, being informed by the Secretary-General that financial assistance for the conduct of an enquiry regarding this question would be available from a private source, authorised the Secretary-General to consult experts and to convene a meeting of experts to consider the question with a view to preparing the report asked for by the Assembly, on the understanding that no expenditure of League funds would be incurred.

A number of experts have been invited to meet at Geneva on July 30th, 1924.

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### 3.

## FINANCIAL ADMINISTRATION OF THE LEAGUE.

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### GENERAL FINANCIAL POSITION.

At the end of 1923 the accounts of the League showed a net surplus, after repayment to the Working Capital Fund of 354,966.40 francs borrowed by the Permanent Court of International Justice, of 2,744,854.86 gold francs.

### THE WORK OF THE SUPERVISORY COMMISSION IN CONNECTION WITH THE FINANCES OF THE LEAGUE.

The Supervisory Commission held two ordinary sessions during the year 1924: one from January 9th to 12th, and the other from May 7th to 14th.

The Commission was composed of:

- M. Stefan OSUSKY, Czechoslovakia, *Chairman*.
- Lord MESTON OF AGRA, India, *Vice-Chairman*.
- Dr. J. A. NEDERBRAGT, Netherlands, *Rapporteur*.
- M. Jean RÉVEILLAUD, France.
- M. Luis WADDINGTON, Chile.

M. Réveillaud was appointed by the Council during its March session to take the place of M. Noblemaire (deceased).

#### (I) *Accounts for 1923.*

At its May session, the Commission received the report of the Auditor, Commendatore Ceresa, and noted a surplus. It recommended that the Assembly should put into operation the decision taken last year regarding repayment of the temporary contribution to the Working Capital Fund. This contribution, which had been voted in order to reconstitute the share of the Working Capital Fund of the International Labour Organisation and to repay into the Working Capital Fund of the Secretariat the loans which the Secretariat had made in 1922 to the Labour Organisation, amounted to 1,635,274.41 gold francs. The Supervisory Commission was of the opinion that the repayment of the temporary contribution to the Working Capital Fund should be made in 1925 at a date to be fixed by the Assembly on the proposal of the Supervisory Commission.

With regard to the remainder of the surplus, the Supervisory Commission recommended that instead of deducting it from the contributions paid by Members of the League, as is provided by Article 38 a) of the Financial Regulations, it should be used, as far as it went, to pay for the construction of the new building for the International Labour Office.

(2) *Contributions in Arrears.*

The Supervisory Commission laid special stress on that portion of the report of the auditor concerning the contributions in arrears. It considered that the question would once more need most serious consideration by the Assembly and that a very urgent appeal should be made to defaulting States.

(3) *Article 30 of the Regulations of the Financial Administration of the League.*

By Article 30 of the Financial Regulations, "payments in respect of transactions for which provision is made in the Budget of that particular year, and which take place before December 31st of that year, may be charged to the accounts of that year if they are not made later than February 15th of the following year".

The Auditor raised an objection of principle to this regulation, pointing out that the budgetary system of the constitutional States of Europe, which had been used as a model for the budgetary system of the League, required the closure of the accounts on December 31st and made no provision in the budget of one financial period for unpaid liabilities belonging to the previous financial period.

The Commission came to the conclusion, however, that it was not advisable to alter the financial regulations; that the Secretary-General or heads of the autonomous organisations should submit to the auditor a list of unpaid liabilities before January 15th of each year; that, in practice, the date February 14th, except in very rare circumstances, left sufficient margin of time for the settlement of liabilities; that only a very small sum should be included in subsequent budgets to meet unpaid liabilities; that it was essential to keep an order book with the greatest care and that any dispute regarding the order recorded in that book or concerning a liability should be settled by the Secretary-General or the heads of the autonomous organisations.

(4) *Salaries of the Locally Recruited Staff.*

The Commission considered at its January and May sessions the question of the salaries of the locally recruited staff, which had been referred to it by the Assembly. After examination, it adopted, with slight amendments, a new draft classification submitted by the Secretary-General and the Director of the International Labour Office. This classification provides for five categories, with salaries ranging from a minimum of 2,400 to a maximum of 8,000 Swiss francs per annum.

(5) *Budget for 1925.*

The Commission examined the Budget estimates. It noted that they had been drawn up with great care and modified certain items with a view to reducing expenditure to an absolute minimum.

The Budget, as forwarded to the Members of the League for consideration by the Council and Assembly, amounts to 21,149,343 gold francs. This sum may, however, be slightly reduced after the June session of the Governing Body of the International Labour Office, owing to the fact that the present estimates take no account of the reductions proposed by the Supervisory Commission in the estimates of the International Labour Organisation, since this particular budget had already been approved by the Governing Body of the Office.

All the reductions proposed by the Supervisory Commission in the estimates for the Secretariat and in those for the Permanent Court of International Justice were accepted by the Secretary-General and the Registrar.

THE WORK OF THE SUPERVISORY COMMISSION WITH REGARD TO A DEFERRED PAY AND PENSIONS SCHEME.

The Commission considered at its January session the report of Commendatore Toja, whom the Commission had asked to act with Sir Alfred Watson as experts in matters affecting the technical aspect of the pensions problem. The Commission, confining itself to a general discussion, requested the experts to submit for its consideration at its next session a definitive draft statute and decided that, in accordance with the resolutions of the Assembly, the fund should come into operation as from January 1st, 1924 — officials of the organisations concerned paying a compulsory contribution of 5 per cent of their salaries each month to the fund, the League setting aside a similar sum for the same purpose.

Among the questions of principle which the Commission discussed was the final responsibility of the administration of the fund and the autonomy of such a fund. The Commission unanimously took the view that the fund could properly be described as the property of the League of Nations, in view of the fact that it was established by contributions both from the League of Nations

and from the members of the fund, and also in view of the fact that the League of Nations generally guaranteed the staff that all sums due to them under the scheme should be fully paid. At the same time, the Commission thought that it was desirable that the administration of the fund should stand on a footing of its own.

The Commission held a special session in March to consider the draft Statute drawn up by Commendatore Toja, together with the amendments and additions proposed by Sir Alfred Watson and the heads of the various organisations of the League. A unanimous agreement was reached on the principal points involved, but certain questions of detail were referred back to the experts. The final draft of the Statute, embodying the modifications proposed by the Commission at its March session, was adopted on May 14th. The Statute, together with an explanatory report, has been circulated to the Members of the League.

### III. ALLOCATION OF THE EXPENSES OF THE LEAGUE.

The Assembly, in 1923, entrusted the Committee on the Allocation of the Expenses with two tasks:

- (1) To divide among those Members of the League for whom the existing allocation was particularly heavy the five new units made available by the admission to the League of two new members (Ethiopia and the Irish Free State);
- (2) To continue its researches with a view to preparing a definitive scale which may be presented to a subsequent Assembly.

The Committee has distributed the five supplementary units available so as to reduce the contribution of Roumania by two units and the contributions of Greece, Hungary and Portugal respectively by one unit.

The Committee, moreover, continued, during its session held in March 1924, the investigation of the various principles which might serve as a basis for the establishment of a definitive scale, and it will continue this investigation during its session to be held during July 1924.

The Assembly left it to the Council to modify the composition of the Committee as it thought fit. The Council has constituted the Committee as follows: M. RÉVEILAUD (France), M. Barboza CARNEIRO (Brazil), M. JANCOVICI (Roumania), M. MATSUYAMA (Japan), Mr. PHILLIPS (Great Britain), M. SOLERI (Italy), Sir Henry STRAKOSCH (South Africa), M. Herluf ZAHLE (Denmark).

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## 4.

### REDUCTION OF ARMAMENTS.

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#### I. ACTION TAKEN BY THE COUNCIL AND THE COMMISSIONS OF THE LEAGUE ON THE RESOLUTIONS ADOPTED BY THE FOURTH ASSEMBLY.

##### *Resolution I. — Draft Treaty of Mutual Guarantee<sup>1</sup>.*

“The Assembly:

“Having taken cognisance of the draft Treaty of Mutual Assistance drawn up by the Temporary Mixed Commission and amended by the Third Committee as a result of an exchange of views between its members, some of whom spoke in their personal capacity;

“Considering that this discussion has revealed some divergences of view and, further, that a large number of Governments have not yet expressed their opinions on Resolution XIV of the third Assembly:

“Decides to request the Council to submit the draft Treaty of Mutual Assistance to the Governments for their consideration, asking them to communicate their views in regard to the aforesaid draft Treaty.”

The Secretary-General was authorised by the Council during its session held in September 1923 to forward the draft Treaty of Guarantee to the Governments of the Members of the League. On December 10th, 1923, the Council considered whether it would not be advisable to send the

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<sup>1</sup> A special report on this question will be annexed to the Supplementary Report to the Assembly on the work of the Council.

Treaty also to the Governments of States not Members of the League, in view of the fact that Article 16 of the Treaty contemplated the possibility of the adherence of such States under certain conditions. The Council decided in favour of this proposal and the Secretary-General was authorised to take the necessary steps.

The Council, on March 11th, noted that so far only three Governments had replied to the letter of the Secretary-General despatched on October 25th, 1923. It accordingly instructed its President to approach all the States Members of the League which had not yet replied, asking them to communicate their views in time for submission to the next Assembly.

The following States have forwarded their views to the Secretariat: Belgium, Esthonia, Finland, Latvia, and the Union of Socialist Soviet Republics.

*Resolution II. — Limitation of Expenditure on Armaments.*

"The Assembly

"Notes with great satisfaction that in the course of the last three years the States Members of the League have, with very few exceptions, been able to reduce their expenditure on armaments;

"Desires that this fortunate development should become more marked and more general;

"Recalls the resolutions of the preceding Assemblies concerning the limitation of expenditure on armaments;

"And requests the Council to recommend to the Members of the League not to exceed, during the period necessary for the elaboration and the adoption of the general scheme for the reduction of armaments, the total expenditure on military, naval and air armaments provided for in the budget of the present fiscal year:

"Subject to the reservation, however, that allowance shall be made:

"(a) For all contributions of effectives, material, or money recommended by the Council for the execution of the obligations provided for in Article 16 of the Covenant;

"(b) For all exceptional situations brought to the notice of the Council and recognised by it as such."

The Council considered this resolution during its sessions held in December 1923 and March 1924, and decided on each occasion to adjourn the question.

*Resolution III. — Year-Book of Statistical Information concerning National Armaments.*

"The Assembly expresses its approval of the decisions which the Council has taken in connection with the publication of a Year-Book of statistical information concerning national armaments and recommends that, in preparing this volume, the Secretariat should take into account the recommendations put forward in the report of the Temporary Mixed Commission."

The Secretariat of the League of Nations is preparing this volume on the lines recommended by the Temporary Mixed Commission.

*Resolution IV (a). — Control of the Traffic in Arms.*

"The Assembly recommends that the Temporary Mixed Commission should be invited to prepare a new convention or conventions to replace that of St. Germain for the control of the traffic in arms.

"The Temporary Mixed Commission should be requested to draw up the draft convention or conventions in such a form that they might be accepted by the Governments of all countries which produce arms or munitions of war.

"The Temporary Mixed Commission should, however, also make alternative proposals for a convention or conventions which might be adopted by some of the producing Powers even if others refused their co-operation.

"The Assembly recommends that the Council should invite the United States Government to appoint representatives to co-operate with the Temporary Mixed Commission in preparing the draft convention or conventions."

The Council, in a resolution adopted on December 10th, 1923, requested the Temporary Mixed Commission to consider the question of preparing the draft convention or conventions to replace the Convention of St. Germain, and in the course of the same session approved a letter of invitation to be addressed to the Government of the United States as suggested in the fourth paragraph of the Assembly resolution.

The Temporary Mixed Commission considered the question during its session held in February 1924. A representative of the United States participated in these proceedings.

The Temporary Mixed Commission examined three drafts. First, there was the Convention of St. Germain itself, which embodied two principles, the first relating more especially to the traffic in arms and munitions with the countries covered by Article 23, paragraph (d), of the Covenant, the second dealing with the control of the traffic in arms in general. The other two

drafts respectively were submitted by Admiral Marquis de Magaz (Spain) and by M. Jouhaux (Labour representative). These drafts dealt only with the second principle embodied in the Convention of St. Germain.

The Temporary Mixed Commission referred the three drafts to its first Sub-Commission, which finally prepared a draft convention based on the three proposals submitted to it. This draft was in its turn examined from a technical point of view by the Permanent Advisory Commission, which studied in particular the following points: the classification of all arms and munitions with a view to the control of the international traffic in arms and munitions and the enumeration of each particular category of arms and munitions; the technical amendments which it might be necessary to make in the draft prepared by the first Sub-Commission; and, finally, the consideration of certain articles which had been especially referred to it as presenting an exclusively technical character.

The Temporary Mixed Commission during its February session adopted a resolution to the effect that, as a preliminary step towards solving the problem of control, as much information as possible should be obtained from official and public documents and published by the Secretariat regarding the imports and exports of arms and munitions of States Members of the League of Nations as well as of non-Member States. The Council in March duly authorised the Secretariat to collect and publish this information prior to the next Assembly.

*Resolution IV (b). Private Manufacture of Arms and Munitions.*

"The Assembly recommends that the Council should invite the Temporary Mixed Commission to refer its scheme for the control of private manufacture of arms and munitions to the Economic Committee of the League for its observations, and that it should also endeavour, in co-operation with the Economic Committee, to draw up a draft convention for this purpose.

"The Assembly recommends that, when the Council has received the report of the Temporary Mixed Commission concerning the arms traffic and private manufacture of arms, it should consider the question of summoning an international conference to draw up conventions on this subject."

The Council on March 11th instructed the Secretary-General to forward the resolution of the Assembly to the Temporary Mixed Commission. The Commission referred the matter to a small committee of five experts, chosen from amongst its members. The Committee of Experts met in Prague on April 26th and drafted a series of general provisions for a convention based on national control; this draft will be examined by the Temporary Mixed Commission in July 1924.

During its session held in Paris in May 1924, the Permanent Advisory Commission agreed on a definition of arms and munitions of war for the purposes of such a convention.

*Resolution V. — Chemical Warfare.*

"The Assembly awaits with interest the report of the special Committee on the probable effects of chemical discoveries in future wars and it again requests the Council and the Temporary Mixed Commission to ensure by all possible means the fullest publicity for the report of the Committee."

The Council on March 11th endorsed the resolution of the Assembly and forwarded it to the Temporary Mixed Commission.

*Resolution VI. — Partial Agreements.*

"The Assembly,

"In view of Resolution XV of the third Assembly concerning the problem of the reduction of armaments:

"Asks the Council to request the Temporary Mixed Commission to consider the possibility of recommending, concurrently with the general scheme for the reduction of armaments, the negotiation of draft partial agreements for the same purpose, to be submitted for examination and decision to the Governments of the States Members of the League which are in a special geographical position, and brought to the notice of all States Members of the League of Nations.

"These draft agreements might, should opportunity arise, provide for reductions of armaments still greater than those provided for by the general scheme."

The Council on December 10th, 1923, forwarded the resolution of the Assembly to the Temporary Mixed Commission, requesting it to consider how far the method suggested in the resolution was likely to be successful. The Temporary Mixed Commission, during its February 1924 session, decided to ask the Secretariat to prepare a memorandum on the question, which will be submitted to the Commission in July 1924.

*Resolution VII. — Prolongation of the Mandate of the Temporary Mixed Commission.*

"The Assembly requests the Council to invite the Temporary Mixed Commission to continue for a further period of one year the work which it has undertaken and to submit its report as early as possible before the meeting of the next Assembly.

"The Assembly is of opinion that it is henceforth the duty of the Council to establish direct co-operation with the Governments with a view to formulating the general plan for the reduction or limitation of armaments which, under Article 8 of the Covenant, must be submitted for the consideration and decision of the several Governments.

"The Assembly requests the Council to regulate and co-ordinate the work of the Temporary Mixed Commission and of the Permanent Advisory Commission, in anticipation of the possible expiration of the mandate of the Temporary Mixed Commission at the next Assembly.

"The Assembly, having considered the resolution adopted by the second Assembly in regard to the Disarmament Section of the Secretariat, and taking into account the importance of this organisation, is of the opinion that the Secretariat should be requested to re-establish, when circumstances permit, the special directorship of this section which the second Assembly recognised as necessary."

The Council on December 20th, 1923, decided to refer this resolution both to the Temporary Mixed Commission and to the Permanent Advisory Commission for their observations.

The Permanent Advisory Commission recommended that its present constitution should remain unchanged.

The Council on March 15th, 1924, decided to postpone taking a decision in the matter until the report of the Temporary Mixed Commission had been received. The question will be examined by the Temporary Mixed Commission during its July session.

## II. LIMITATION OF NAVAL ARMAMENTS<sup>1</sup>.

The question of the limitation of naval armaments was considered by the third Assembly, which passed the following resolution:

"The Assembly recommends that an international conference should be summoned by the Council as soon as possible, to which all States, whether Members of the League or not, should be invited, with a view to considering the extension to all non-signatory States of the principles of the Washington Treaty for the Limitation of Naval Armaments, it being understood that any special cases, including those of the new States, shall be given due consideration at the Conference."

The Council in September 1923 considered this resolution and took the following decision:

"(1) The Council, on the recommendation of the Temporary Mixed Commission, instructs the Permanent Advisory Commission to consider the question of the extension of its technical scheme with regard to the application of the principles of the Washington Naval Treaty to those States which are not Members of the League of Nations.

"(2) The Council further requests the Permanent Advisory Commission to reconsider the original draft convention with a view to its universal acceptance from a naval technical point of view, and, for this purpose, suggests that the Commission should call into collaboration naval experts of such of the nations concerned — other than those whose naval armaments are already fixed by the Washington Treaty or by Treaties of Peace — as they may consider desirable."

The Naval Sub-Commission of the Permanent Advisory Commission decided, in conformity with this resolution, to hold a meeting to which all non-signatory States which were in possession of vessels corresponding to the definition given in the Washington Naval Treaty of "capital ships" and whose armaments had not yet been fixed by treaties should be invited to send representatives.

The meeting was held in Rome from February 14th to 25th, 1924. Representatives from the following States attended:

ARGENTINE<sup>2</sup>, BELGIUM, BRAZIL, BRITISH EMPIRE, CHILE, CZECHOSLOVAKIA, DENMARK, FRANCE, GREECE, ITALY, JAPAN, THE NETHERLANDS, NORWAY, SPAIN, SWEDEN, UNION OF SOCIALIST SOVIET REPUBLICS, and URUGUAY.

The report of the proceedings was immediately forwarded to the Council, which considered the recommendations contained in it during its session held in March.

<sup>1</sup> A special report on this subject will be annexed to the Supplementary Report to the Assembly on the work of the Council.

<sup>2</sup> The Argentine representative declared that he attended as an observer (*oyente*).



The Council, while deferring to its next session a detailed examination of the report, requested the Secretary-General to forward it to all States Members or non-Members of the League inviting them to communicate through the Secretary-General any observations or suggestions concerning their countries which they might think desirable.

The Council noted at the same time a desire which had been expressed by Roumania to take part in the deliberations of the naval experts at Rome, and a subsequent request for the convocation of a further naval meeting in the course of which she might put forward her views. A similar request had also been made by the Portuguese Government. The Council reserved its decision as to a second technical meeting pending the receipt of the observations and suggestions of the Governments. It hoped, on receipt of these observations, to be in a position to decide as to a second meeting and to determine the final date of the international conference for the purpose of concluding a convention.

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5.

POLITICAL QUESTIONS.

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I. THE DISPUTE BETWEEN ITALY AND GREECE.

Although the fourth Assembly was kept informed of the proceedings of the Council during the various stages of this dispute, which coincided with its session held in September 1923, it would seem desirable to recall the decisions of the Council on this question, which was not included in the report presented to the Assembly last year.

ORIGIN OF THE DISPUTE.

The task of fixing the frontiers of Albania with her neighbour States was entrusted by the Conference of Ambassadors to an Inter-Allied Delimitation Commission. A delegation of this Commission composed of Italian officers had been instructed more particularly to fix the line of the frontier between Albania and Greece. It was in order to carry out this duty that General Tellini, Major Corti and Lieut. Bonaccini, on August 27th, 1923, were traversing in a motor-car a section of the Greek frontier in the neighbourhood of the Albanian frontier when they fell into an ambush and were assassinated, together with their chauffeur — also an Italian — and their interpreter, who was an Albanian subject.

Two days later, on August 29th, the Italian Minister at Athens forwarded to the Greek Government a note containing the following demands:

“(1) An unreserved official apology to be offered to the Italian Government at the Royal Legation at Athens through the supreme Military Authority of Greece.

“(2) A solemn memorial service for the victims of the assassination to be held in the Catholic Cathedral at Athens, and all the members of the Government to be present.

“(3) Honours to be paid to the Italian flag by the Greek fleet in the port of the Piræus, represented by a naval squadron which will visit the Piræus for this special purpose: these honours to consist of a salute of 21 guns fired by the Greek warships, which will hoist the Italian flag while firing the salutes.

“(4) A drastic enquiry to be carried out by the Greek authorities at the place of the assassination in the presence of the Royal Italian Military Attaché, Colonel Perrone, for whose safety the Greek Government will be responsible; the enquiry to be carried out within five days of the acceptance of these demands.

“(5) Capital punishment for all the authors of the crime.

“(6) An indemnity of 50 million Italian lire to be paid within five days of the presentation of this note.

“(7) Military honours to be paid to the bodies of the victims at the moment when they are placed on board an Italian vessel at Preveza.”

The Italian Government requested the Greek Government to reply without delay.

The Greek Government replied on August 30th protesting against these demands which attributed to it responsibility for the grave offence of which Italy complained. It declared that it was unable to accept the demands contained in paragraphs (4), (5), and (6) of the Italian note, as constituting an infringement of the sovereignty and honour of Greece.

Nevertheless, in view of the fact that a disgraceful crime had been committed on Greek territory against nationals of another Power entrusted with an international mission, the Greek Government offered the following satisfaction:

"(1) It will express its unreserved regret to the Italian Government, in full official form, for which purpose the Officer Commanding the Military District of Athens will call upon the Italian Minister.

"(2) It will hold a memorial service for the victims in the Catholic Church at Athens, and all the members of the Government will attend.

"(3) On the same day, honours will be paid to the Italian Government in the following form: A detachment from the garrison of Athens will parade before the Italian Legation and will salute the Italian flag with the usual honours.

"(4) All honours will be paid in the same solemn manner to the victims at Preveza when their bodies are placed on board the Italian vessel.

"The Greek Government further declares its willingness to grant fair and equitable compensation to the families of the victims, and will be glad to accept the assistance of Colonel Perrone, who may be able to contribute to the judicial enquiry by furnishing information which will assist in tracking the authors of the crime.

"The Greek Government ventures to hope that the Italian Government will recognise the reasonableness of the attitude here expressed, the conciliatory spirit of the Greek Government and its great anxiety to give the Italian Government the fullest satisfaction."

These assurances were not deemed sufficient by the Italian Government, which gave orders, on August 31st, 1923, for the occupation of the Island of Corfu, declaring, however, that this measure was of a merely temporary character, and that it only constituted a pledge for the fulfilment of the reparation which Greece was expected to make.

The Conference of Ambassadors on the same day, basing its action on the fact that the victims of the crime were agents who held their mandate from the Conference, addressed a note to the Greek Government asking for an immediate investigation and reserving to itself the right to fix indemnities.

The Council of the League of Nations was acquainted with the dispute on the following day by a letter from the representative of Greece, in which, after having referred to the notes exchanged between the two Governments, and having insisted on the conciliatory character of the attitude of Greece, he asked that the question be submitted to the Council as a matter of urgency under Articles 12 and 15 of the Covenant of the League of Nations.

The Greek Government, as early as September 3rd, replied to the note of the Conference of Ambassadors, stating that it was ready to institute an enquiry, accepting in advance any decision of the Conference in respect of the reparations which were due.

#### ACTION OF THE COUNCIL DURING THE COURSE OF THE DISPUTE.

The Council, at its meeting of September 1st, heard the statement of the representative of Greece in support of the demand for intervention by the Council presented by his Government.

The object of this appeal under Articles 12 and 15 of the Covenant was to obtain a settlement of the dispute, and Greece declared herself ready to accept any suitable arrangement. The Greek Government, however, considered that it was necessary, first of all, to restore the situation which previously existed and to cease to resort to the procedure of coercion which had been originally initiated against her. On her side she was prepared to accept and execute in good faith any proposals made to her by the Council in order to give Italy full satisfaction.

The representative of Italy replied by two proposals. The first was to examine how far the Council of the League of Nations might deal with a question which was at that time before the Conference of Ambassadors, and which was of particular interest to the Conference as being the authority from which the Delimitation Commission on the Greco-Albanian frontier derived its powers. The second was to adjourn the continuation of the discussion to the next meeting of the Council in order that he might receive from his Government the instructions necessary to enable him to reply to the appeal made by the Greek Government.

The representatives of the British Empire and of Sweden declared themselves in favour of the competence of the Council to deal with a dispute of this kind. Although the dispute had been placed before the Conference of Ambassadors, the matter had been duly brought before the Council by one of its Members under Articles 12 and 15 of the Covenant.

The Council concluded this first part of the discussion, after having heard the replies of the representatives of Italy and Greece, by adopting the following resolution proposed by the British representative: "The Council, in assenting to a short adjournment of the further consideration of the question, expresses the confident hope that, in the meantime, the two States concerned will commit no act which might aggravate the situation."

Though the discussion remained adjourned, the Council, at its meeting of September 4th, received from the representative of Greece, on behalf of his Government, the following suggestions for the settlement of the dispute:

“(1) That the Council should appoint one or more neutral representatives: . . .

“(a) To superintend in Greece the judicial enquiry already begun by the Greek authorities and also the trial of those responsible for the murder of the Italian officers;

“(b) To assist in the work of the Commission the appointment of which has been proposed by the Greek Government to the Conference of Ambassadors, in order to carry out, both in Albania and in Greece, an enquiry to establish the circumstances which preceded and accompanied the crime.

“(2) That the Council should instruct a commission composed of three high judicial authorities — a Greek, an Italian and a neutral (for example, the President of the Swiss Federal Tribunal or the President of the Permanent Court of International Justice) — to meet as soon as possible at Geneva to settle the amount of the indemnities which it is just that Greece should pay to the families of the victims.

“(3) That the Council should agree that the Greek Government should forthwith deposit at a bank in Switzerland 50 million Italian lire as guarantee of the immediate payment of whatever indemnities may be decided upon.”

The discussion was resumed on the following day, September 5th. The representative of Italy stated that he was now in a position to explain the point of view of his Government. It was to be observed that, as the crime of which the members of the Delimitation Commission had been victims was an offence to the dignity and honour of the Italian nation, the Italian Government, in order to ensure reparation of the moral and material injury which it had incurred, had been obliged to take securities to serve as a guarantee. As regards the aspect of the question from an international point of view, on the other hand, there was no doubt that the crime was an offence against the Conference of Ambassadors in the person of its executive agents. The Conference of Ambassadors had full competence in all that related to the execution of the Treaties and had therefore the right of securing reparation for an act which constituted a violation of its orders and an opposition to the execution of its mandate. The fact could not be isolated from the cause, and the Italian ultimatum and the occupation of Corfu must not be considered apart from the crime which had been committed. The question of the reparation due as a result of the crime had been submitted, with the consent of Greece, to the judgment of the Conference of Ambassadors. Until the Conference of Ambassadors, whose decision even Greece had accepted in advance, had announced its decision on the fundamental question, any discussion or any step taken by the League of Nations would be out of place owing to its clear incompetence.

It was further to be observed that strong objections might be raised even to the grounds on which the appeal of the Greek Government to the League of Nations was based. Articles 12 and 15 of the Covenant assumed that there was danger of war. There was, however, no danger of war. Italy had solemnly declared that the measures which she had taken had no hostile character and that there was not even a suspension of diplomatic relations. “The creation of the League of Nations did not constitute a renunciation by States of all right to act for the defence and safety of their rights and of their dignity.... The authority of the organs of public international law — the authority even of the League of Nations, which the Italian Government had no intention to ignore — must be maintained and respected; but the first condition was that the organ itself should recognise and observe the limits of its authority.”

The representative of Italy, after having repeated his statement to the effect that the peace of the world was not threatened by the act of guarantee accomplished by Italy, concluded as follows: “It was for these reasons, briefly stated and, if necessary, to be developed from the point of view of fact and of right, that the Italian Government irrevocably expressed the opinion that the Council of the League of Nations should not proceed to take action on the request of Greece.”

The Greek representative, in his reply, emphasised the arguments of fact and of law which appeared to him calculated to justify the appeal which had been addressed by his Government to the Council of the League. Greece had not sought to escape her responsibility by applying to the League. She had not endeavoured to evade the procedure which had been introduced by the Conference of Ambassadors, which considered itself a body injured by the crime. Greece owed the Conference of Ambassadors explanations and assurances which she had furnished. She had proposed to the Conference that an enquiry should be conducted by the official agents of the Conference and had undertaken to accept the conclusions of this enquiry. “But as the Conference of Ambassadors was not the only party to the case, and since Italy, in view of the attitude she had adopted, had separated herself from the Conference of Ambassadors, a separate conflict had arisen which Greece had already submitted to the consideration of the League of Nations.” For this reason, Greece had proposed to the Council that other representatives appointed by itself should be associated with those to be appointed by the Conference of Ambassadors.

The representative of Greece dealt next with the Italian point of view in regard to the character of the occupation of Corfu. In his opinion, the seizure of pledges of this character could not be justified in view of the guarantees offered by international organisations such as the Conference of Ambassadors and the League of Nations. “The Italian note had stated that the League of Nations was not competent to examine this question and that no Government would accept a solution by the League. The articles of the Covenant, however, which were read when the Council first discussed this matter, were so clear as to render any arguments superfluous.... It was not necessary, as the Italian note stated, that the two parties should agree to demand the intervention of the League of Nations. In the present case, Greece had exercised a right and had even fulfilled an obligation, for Articles 12 and 15 not only established the right to submit a dispute to

the League of Nations but created an obligation for the Members of the League to appeal to it and not to commit acts of violence calculated to disturb international peace."

The representative of Greece concluded that it was "for the Council itself to consider whether its action was ruled out by the fact that one of the interested parties stated that it did not recognise its competence".

The discussion was resumed the following day, September 6th, beginning with the reading of a telegram received from the Conference of Ambassadors, which was in the following terms:

"At its meeting this morning the Conference of Ambassadors adopted the following resolution, which it decided to communicate immediately to the Council of the League of Nations:

"The Conference of Ambassadors has considered the reply from Greece to its note regarding the murder of the Chairman of the Inter-Allied Greco-Albanian Delimitation Commission and of the other members of the Italian Military Mission in the Janina district. It has noted, in particular, that Greece declares her willingness, if her responsibility is proved, to agree to make any reparation which the Conference may regard as just and that the Greek Government suggests the appointment of a commission of enquiry, consisting of the delegates of the three Powers represented on the Delimitation Commission, to assist actively in the work of discovering the guilty parties. The Conference of Ambassadors, recognising that it is a principle of international law that States are responsible for political crimes and outrages committed within their territory, at once considered how the enquiry should be conducted. The next meeting of the Conference will be held not later than Friday morning next."

The representative of Spain, on behalf of several of his colleagues, submitted a text to serve as a basis of discussion with a view to the drafting of a reply to be addressed by the Council to the communication received from the Conference of Ambassadors:

"A. The Council takes note of the communication made to it yesterday by the Conference of Ambassadors, and, recognising the principle of international law according to which States are responsible for the political crimes and outrages committed within their territory, declares its intention of investigating, in conjunction with the Conference, the manner in which the enquiry should be carried out.

"It would be glad to receive information as to the deliberations of the Conference of Ambassadors on Friday next.

"B. The Council further desires to submit to the Conference for consideration the following suggestions as to the possible means of giving satisfaction to the demands of the Conference for reparations from Greece in consequence of the attack made at Janina, on Greek territory, against the Chairman and Italian members of its Commission:

"(1) The presentation of apologies by the highest Greek authorities to the Ministers of the three Powers represented on the Delimitation Commission.

"(2) The celebration of a funeral service at Athens in honour of the victims, in the presence of all the members of the Greek Government.

"(3) The giving of a salute by the Greek fleet in accordance with conditions to be determined later.

"(4) The rendering of military honours when the bodies of the victims are embarked at Preveza.

"(5) The appointment by the Greek Government of a commission of enquiry to investigate on the spot the circumstances preceding and accompanying the crime; the supplementing of this commission by representatives of the three Powers concerned as mentioned in the telegram in question.

"(6) The appointment of representatives of the League of Nations to supervise in Greece the judicial enquiry already ordered by the Greek authorities and the trial of the guilty parties.

"(7) The immediate deposit by Greece in a Swiss bank of a sum of 50 million lire as security for the immediate payment of any indemnity which may be fixed.

"(8) The submission to the Permanent Court of International Justice for decision, under the rules of summary procedure, of the question of the indemnity to be paid by Greece."

During the discussions which followed, the representative of Italy declared that he was not opposed to the despatch to the Conference of Ambassadors of the first part of the draft reply, but that he could not accept a text in which the Council appeared to affirm its competence to intervene even indirectly with a view to the settlement of the dispute.

The Council accordingly decided to send to the Conference of Ambassadors the first part (A) of the text proposed by the Spanish representative and to forward to the Conference on the same evening the Minutes of the meeting.

Several members of the Council, at this same meeting, made declarations concerning the interpretation given by the representative of Italy on the preceding day of certain articles of the Covenant to which the Greek Government had referred in support of its appeal. The representatives of the British Empire, Belgium, Sweden and Uruguay stated that, in their opinion, the competence of the Council in the matter appeared to be indisputable.

When the Council resumed its discussion four days later (September 10th), its members had received communication of a telegram addressed to it on September 7th, 1923, by the Conference of Ambassadors:

"I have the honour to request you to be good enough to place before the Council of the League of Nations the following communication from the Conference of Ambassadors:

"The Conference of Ambassadors

"Has received the communication from the Council of the League of Nations dated September 6th, 1923;

"It notes that the Council has expressed a desire to receive early information upon the discussions of the Conference;

"It acknowledges the high sense of justice and the anxiety to maintain good relations between the nations which have dictated this communication;

"It is actuated by the same sentiments of justice and the same desire for peace as the Council of the League of Nations;

"It has considered the verbatim record of the meeting held by the Council of the League of Nations on September 6th, and examined with greatest care the opinions advanced by various members of the Council at that meeting;

"It thanks the Council for having supplied it with valuable material which has assisted it in forming a judgment, and has the honour to communicate to the Council the following note, which it is sending to-day to the Greek Government.

"The Conference of Ambassadors

"Has considered the notes which the Greek Government has sent it in reply to the note from the Conference regarding the murder of the Chairman of the Albano-Greek Delimitation Commission and of the other members of the Italian delegation on that Commission.

"It notes more especially that Greece declares her willingness, if her responsibility is proved, to agree to make any reparation which the Conference may regard as just, and that the Greek Government suggests the appointment of a commission of enquiry to hasten the detection of the guilty parties;

"It observes that the crime of August 27th was committed on Greek territory and was clearly a political crime; that the victims of the crime were entrusted with an official mission by the Conference of Ambassadors in agreement with the Greek Government, whose duty it was to ensure their safety; also that they all were members of the Italian delegation to the Commission;

"It considers that a crime of this nature, committed in the circumstances referred to, directly affects the responsibility of the State on whose territory it took place.

"The Conference therefore decides to require from the Greek Government the reparations and penalties specified below:

"(1) Apologies shall be presented by the highest Greek military authority to the diplomatic representatives at Athens of the three Allied Powers whose delegates are members of the Delimitation Commission;

"(2) A funeral service in honour of the victims shall be celebrated in the Catholic Cathedral at Athens in the presence of all members of the Greek Government;

"(3) Vessels belonging to the fleets of the three Allied Powers, the Italian naval division leading, will arrive in the roadstead of Phalerum after 8 o'clock in the morning on the day of the funeral service;

"After the vessels of the three Powers have anchored in the roadstead of Phalerum, the Greek fleet will salute the Italian, British and French flags with a salute of 21 guns for each flag;

"The salute will be returned gun by gun by the Allied vessels immediately after the funeral service, during which the flags of the Greek fleet and of the vessels of the three Allied Powers will be flown at half-mast;

"(4) Military honours will be rendered by a Greek unit carrying its colours, when the bodies of the victims are embarked at Preveza;

"(5) The Greek Government will give an undertaking to ensure the discovery and exemplary punishment of the guilty parties at the earliest possible moment;

"(6) A special commission consisting of delegates of France, Great Britain, Italy and Japan, and presided over by the Japanese delegate, will supervise the preliminary investigation and enquiry undertaken by the Greek Government; this work must be carried out not later than September 27th, 1923.

"The Commission appointed by the Conference of Ambassadors will have full powers to take part in the execution of these measures and to require the Greek authorities to take all requisite steps for the preliminary investigation, examination of the accused and enquiry. It will submit its report and conclusions to the Conference of Ambassadors;

"The Greek Government will guarantee the safety of the Commission in Greek territory. It will afford it all facilities in carrying out its work and will defray all the expenditure thereby incurred.

"The Conference of Ambassadors is forthwith inviting the Albanian Government to take all necessary measures to ensure that the Commission, duly accredited for this purpose, will be able, should it consider such action necessary, to proceed to Albanian territory and, in agreement with the Albanian authorities, there conduct any investigations as are likely to assist in the discovery and punishment of the guilty persons.

"(7) The Greek Government will undertake to pay to the Italian Government, in respect of the murder of its delegates, an indemnity, of which the total amount will be determined by the Permanent Court of International Justice at The Hague, acting by summary procedure. The Court will give judgment on consideration of the report of the Commission specified in paragraph 6. This report will be transmitted by the Conference of Ambassadors, with its comments, to the Court of Justice.

"The Greek Government will deposit forthwith, as security, at the Swiss National Bank, a sum of 50,000,000 Italian lire, such deposit to be accompanied by the following instruction: "to be paid over, in whole or in part, to the Italian Government, upon the decision of the Permanent Court of International Justice at The Hague".

"The Conference having taken note of the fact that the Italian Government confirms that the occupation of Corfu and the adjacent islands has no other purpose than that of obtaining fulfilment of the demands

which the Italian Government has submitted to the Greek Government, and that these demands are covered by the above conditions laid down by the Conference, invites the Greek Government forthwith to inform, severally and simultaneously, all the diplomatic representatives of the three aforesaid Powers at Athens that it accepts these conditions in their entirety."

The President of the Council had acknowledged this communication in the following terms:

"The Council of the League of Nations has the honour to acknowledge the receipt of the courteous communication from the Conference of Ambassadors dated September 7th. The Council shares the anxiety of the Conference to see the Greco-Italian dispute settled as soon as possible. The Council is happy to note that the documents forwarded by it have been of use to the Conference. The Council of the League of Nations thanks the Conference for having kept it informed of its discussions on this matter and hopes that it will be kept *au courant* with the results of the decision which has been taken and also with any discussions which may still take place on the subject."

The representative of Greece announced that his Government had accepted in their entirety the demands formulated in the note of the Conference of Ambassadors, insisting, however, on the evacuation of Corfu. Moreover, steps had already been taken by the Greek Government to deposit 50 million lire in a Swiss bank to be transferred in whole or in part to the Italian Government upon a decision of the Permanent Court of International Justice.

Following upon this declaration by the representative of Greece the representative of Italy expressed his hopes for a prompt and satisfactory solution of the dispute.

The Council decided, on the same day, to ask its President to take advantage of the plenary meeting of the Assembly to be held on the following day in order to ask its members to refrain from opening a discussion on the dispute until the conclusion of the negotiations which were then in progress. This intervention of the President of the Council is recorded in the official text of the plenary discussions of the fourth Assembly (*Official Journal* Supplement No. 13, page 34).

On September 17th, the President of the Council informed his colleagues of a communication received from the Conference of Ambassadors announcing the settlement of the dispute between Italy and Greece. He submitted a draft reply from the Council to the Conference, which was adopted and forwarded on the same day:

"The Council of the League of Nations has taken note of the communication from the Conference of Ambassadors announcing the settlement of the dispute which arose between Italy and Greece owing to the assassination, near Janina, of General Tellini and the other members of the Italian delegation of the Greco-Albanian Frontier Commission.

"As this dispute, which was submitted to the Council by the Greek Government, gave rise to diplomatic negotiations conducted by the Conference of Ambassadors, the Council considered that it was its duty to establish relations with the Conference in order to assist in the work of pacification.

"The Conference of Ambassadors has taken the following resolution:

'Paris, September 13th, 1923.  
10.50 p.m.

"The Conference of Ambassadors, in consideration of the desire expressed by the Council of the League of Nations to be informed of the results of the Conference's deliberations, has the honour to communicate to the Council the note which it has to-day addressed to the Greek Government. The Conference is convinced that the steps thus taken are calculated to lead to a satisfactory settlement of the situation created by the murder of General Tellini and the other members of the Italian delegation on the Albanian Frontier Delimitation Commission.'

"The Conference, having taken note of the acceptance by the Greek Government of the conditions set forth in the note addressed to it on September 8th, and having also noted the request submitted by the Greek Government with reference to the evacuation of the Island of Corfu, and having further taken note of the letter from the Greek Minister in Paris dated September 11th, which is principally concerned with the payment of 50 million Italian lire into the Swiss National Bank under the conditions laid down, has the honour to inform the Greek Government that the Allied Governments are no less anxious than the Greek Government to bring to an early conclusion the abnormal situation created by the crime committed on August 27th, and that the evacuation of Corfu will take place as soon as the conditions laid down in the note of September 8th have been fulfilled in the following manner:

"(1) The Allied Diplomatic Representatives at Athens will fix, in consultation with the Greek Government, the date on which they are to receive the expressions of regret for which provision is made in the Conference's note and which will be offered not later than September 18th. (2) The funeral service in honour of the victims will be held at Athens on September 19th at 10.30 a.m. (3) The warships of the three Allied Powers will arrive in the harbour of Phalerum on the same day, and the details regarding the fulfilment of the third condition will be communicated to the Greek Minister in Paris. (4) Honours will be paid to the

bodies of the victims on September 19th, on which day they will be placed on board ship at Preveza. (5) The Inter-Allied Commission of Control will enter upon its work at Janina on September 17th; not later than five days after its arrival, it will submit a telegraphic report on its initial conclusions.

"Should the authors of the crime not yet have been traced, the Commission will state under what conditions its investigations have been carried out, and the Conference, having seen the report, will decide whether the fifth condition contained in its note of September 8th can be regarded as having been fulfilled. Should this condition not have been fulfilled, in view of the Italian Government's statement that it would, in any event, evacuate Corfu on September 27th, the date fixed by the Conference of Ambassadors for the conclusion of the Greek enquiry, the Conference reserves the right to notify Greece of any other measures of a coercive or punitive nature which may be taken against her by the Allied Powers. Such measures may consist, in particular, in the payment to Italy of a sum of fifty million lire, and in that case the Conference will request the Permanent Court of International Justice at The Hague to restore to Greece the security deposited by her, and no further application will be made to The Hague, as stated in paragraph 7 of the note of September 8th, unless any special application is made to the Court by Italy for charges entailed by the occupation."

"The Council takes note of this resolution and welcomes the fact that it puts an end to a situation which has aroused intense anxiety."

The representatives of Sweden and the British Empire expressed their satisfaction at the happy solution of the dispute and, after having explained the reasons which had made it seem preferable to await the end of the dispute before undertaking the examination of the legal questions, expressed the view that this examination would dissipate all confusion regarding the questions on the interpretation of the Covenant raised during the discussions.

On the following day, the representative of Italy, after having explained the Italian point of view and replied to the observations which had been made on various legal points, declared that he would raise no objection to the proposal that the questions of principle and those on the interpretation of the Covenant should be studied apart altogether from the solution of the special case which the Council had just examined.

## II. DELIMITATION OF THE FRONTIER BETWEEN POLAND AND CZECHOSLOVAKIA IN THE REGION OF SPISZ (JAWORZINA).

This question was brought before the Council by a letter dated September 20th, 1923, signed by the President of the Conference of Ambassadors.

The Council was thereby notified of the decision taken by the Conference of Ambassadors on July 27th, 1923. The Conference, referring to Article II, paragraph 2, of the Covenant, informed the Council of the difficulties which had arisen between the Czechoslovak Government and the Polish Government during the work of the Delimitation Commission dealing with the frontier in the region of Spisz. The frontier in the districts of Teschen-Orawa and Spisz was to have been determined at the outset by the Allies as the result of a plebiscite. Poland and Czechoslovakia, however, at the Conference of Spa, agreed to forego the plebiscite and asked the Allied Powers themselves to fix the frontier-line. The Allied Powers complied with this request by means of a decision taken by the Conference of Ambassadors on July 28th, 1920.

After long negotiations between the interested parties, the Delimitation Commission was asked to present a definitive line for the frontier (September 26th, 1922). The Delimitation Commission laid down in the region of Jaworzina a line very appreciably modifying the line traced by the Conference of Ambassadors on July 28th, 1920, and attributing to Poland the village of Jaworzina.

The Czechoslovak Government protested against this new proposal, which it considered as having no legal validity, and as being, in the view of the Czechoslovak Government, in contradiction with the Decision of July 28th, 1920, which it regarded as final.

The Governments of France, Great Britain, Italy and Japan accordingly asked the Council to notify them of any solution of this question which it might feel able to recommend, adding that they saw no reason why the Council should not, if it thought fit, request the opinion of the Permanent Court of International Justice on the legal question whether this line was or was not finally fixed by the Decision of July 28th, 1920.

The Council first asked the Governments of Czechoslovakia and Poland, whose representatives were invited to take part in the meetings, to define the points of view the opposition between which had decided the Conference of Ambassadors to bring the matter before the Council. The contention of the Polish Government was that the question of fixing the frontier in the region of Jaworzina remained open and that the Delimitation Commission had the right to propose, in the economic interests of the population, extensive modifications in the line as defined in the Decision of the Allies of July 28th, 1920. The Czechoslovak Government took the view that the Conference of Ambassadors, in tracing this line, had taken a final decision and that the legal situation created by the Decision of July 28th, 1920, was clearly defined in Article 2 of this same Decision, contrary to the interpretation submitted by the Polish Government. In this article, according to the representative of Czechoslovakia, the Conference of Ambassadors reserved the

right to make only slight modifications in the frontier-line in accordance with proposals made by the Delimitation Commission set up under the article. This power of modification applied only to the median line defined in the Decision of July 28th, 1920.

The Council, in the presence of these two opposing points of view, and having noted that the representatives of Poland and Czechoslovakia both accepted the principle of a legal consultation, formulated the question to be put to the Permanent Court in the following terms, which were approved by the two interested parties:

“Is the question of the delimitation of the frontier between Poland and Czechoslovakia still open, and, if so, to what extent, or should it be considered as already settled by a final decision, subject to the customary procedure of marking boundaries locally, with any modifications of detail which that procedure may entail?”

The President of the Permanent Court convened an extraordinary session of the Court on November 12th, 1923, with the object of putting the Council in a position to settle the matter finally at its next session. The Court announced its opinion at a public meeting held on December 6th, 1923. This opinion, which was immediately communicated to the Council, and which is founded upon considerations which are fully explained, was formulated in the following terms:

“The question of the delimitation of the frontier between Poland and Czechoslovakia has been settled by the decision of the Conference of Ambassadors of July 28th, 1920, which is definitive.

“This decision must be applied in its entirety, and consequently the portion of the frontier in the region of Spisz, topographically described therein, remains subject (apart from the modifications of detail which the customary procedure of marking boundaries locally may entail) to the modifications provided for under paragraph 3 of Article 2 of the same decision.”

The Council decided to adopt this opinion and to make it the legal basis for a recommendation to be forwarded to the Conference of Ambassadors. The representatives of Poland and Czechoslovakia attending the Council, while accepting the opinion of the Court, made the following observations:

The modifications proposed on September 26th, 1922, by the Delimitation Commission were, according to the representative of Poland, in conformity with the provisions laid down in Article II of the decision of the Conference of Ambassadors of July 28th, 1920, and the approval of these modifications was not contrary to the opinion of the Court. The representative of Czechoslovakia, on the other hand, considered that the opinion of the Court made it legally impossible to accept these modifications. Both parties affirmed, as they had repeatedly done since the beginning of the discussion, that their respective Governments were willing to respect the decision of the Council.

The Council, at its meeting of December 17th, 1923, announced that the proposals of the Delimitation Commission, although based on considerations relating to the interests of the frontier populations, exceeded, according to the advisory opinion of the Permanent Court, the powers of the Commission.

The Council therefore begged the Conference of Ambassadors to ask the Delimitation Commission to furnish fresh proposals in conformity with the opinion of the Court and with the result of the Council's deliberations, without prejudice to any changes or arrangements which might be freely agreed to by the Governments concerned.

The Delimitation Commission, on this basis, submitted to the Conference of Ambassadors on February 11th, 1924, a report which was forwarded to the Council. The Council recommended a final line which differed very slightly from the line of July 28th, 1920. As this line, the adoption of which appeared to be necessary for legal reasons, left certain outstanding difficulties from the point of view of local interests, the Council, in acquainting the Governments represented on the Conference of Ambassadors with its decision, suggested the conclusion of protocols drawn up in terms as favourable as possible to the reciprocal interests of the inhabitants and with a view to assuring facilities for communication and economic relations between the communes separated by the new frontier-line. It was understood that these protocols should be regarded as forming an integral part of the territorial settlement (March 12th, 1924).

The Conference of Ambassadors, on March 26th, 1924, adopted this recommendation and forwarded it to the Delimitation Commission, inviting the Commission to instruct the commissioners concerned to prepare the protocols, drawn up in accordance with the recommendations of the Council.

The protocols were negotiated and signed at Cracow during the month of April 1924.

### III. STATUS OF THE TERRITORY OF MEMEL.

In accordance with the terms of Article 99 of the Treaty of Versailles, Germany renounces in favour of the Principal Allied and Associated Powers all rights and title over the territory of Memel. She undertakes to accept the settlement made by the Principal Allied and Associated Powers in regard to the territory in question.



The administration of the Territory of Memel, on the coming into force of the Treaty, was accordingly placed provisionally under the control of a High Commissioner acting on behalf of the Principal Allied and Associated Powers and supported by a small force of occupation.

During the month of January 1923, Lithuanian forces took possession of Memel. The Allied force of occupation received orders to withdraw, and a *de facto* government took possession of the territory.

The Conference of Ambassadors, at its meeting on February 16th, 1923, decided to transfer to Lithuania the rights and title over Memel which the Principal Allied and Associated Powers held under Article 99 of the Treaty of Versailles. The Conference laid down the following conditions:

“The establishment in the Memel Territory of an autonomous government and popular representation, together with institutions officially recognising the two languages in common use and respecting the principle of the equality of all the inhabitants of whatever race, language or religion, and of equality of treatment as between nationals and foreigners in the exercise of civil rights and in commerce;

“Organisation of freedom of sea, river and land transit, due regard being paid to the interests of the Lithuanian and Polish districts for which Memel is the natural outlet; the port of Memel to be placed under an economic administration which will contribute to its development and which will provide every guarantee, in particular, by the establishment of a free zone and by the appointment of duly qualified representatives, that the Lithuanian and Polish districts concerned will be given at that port the necessary commercial facilities;

“The Memel Territory to refund, under the guarantee of Lithuania, the expenditure incurred on account of its administration and occupation and not yet recovered;

“All goods and property situate in the Territory and formerly belonging to the German Empire or to other German States to be transferred to Lithuania or to the Territory, provided that Lithuania take over for herself and for the Territory the charges laid down in Articles 254 and 256 of the Treaty of Versailles;

“As soon as Lithuania accepts sovereignty over the Memel Territory upon the foregoing conditions, the Conference of Ambassadors, with the assistance of representatives of Lithuania and of the Territory concerned, will draw up at Paris an Organic Statute for the Memel Territory and shall conclude a Convention with Lithuania in conformity with the present decision.”

The Government of Lithuania accepted the principles embodied in this decision, and negotiations were opened at Paris between the Lithuanian delegation and a Commission appointed by the Conference of Ambassadors. After prolonged conversations, the Conference, in a note dated August 8th, 1923, presented the Lithuanian Government with a draft convention concerning the Territory of Memel and with a protocol to be signed at the same time as this convention. The object of the protocol was to ensure, as a preliminary condition of the ratification of the convention by the Powers, that normal economic relations should be resumed between Lithuania and Poland.

The Lithuanian Government was invited to notify its acceptance of this arrangement within a period of one month, failing which the Allied Governments announced their intention of bringing the matter before the Council of the League of Nations.

The Lithuanian Government announced on September 21st, 1923, that it was unable to accept either the convention or the protocol without modification. By a decision of the Conference taken on September 25th, 1923, the Governments represented at the Conference of Ambassadors drew the attention of the Council of the League of Nations to the situation created by the attitude of the Lithuanian Government.

The question was thus submitted to the Council, which, at its meeting of December 17th, 1923, after having heard the representative of Lithuania, adopted a resolution under which a Commission was appointed with a view to discovering the means of solving the difficulties which had arisen in regard to the Territory of Memel between the Powers represented on the Conference of Ambassadors and Lithuania.

This Commission was composed of three members belonging to countries other than those holding the sovereignty of Memel. The Council appointed Mr. Norman Davis, former Under-Secretary of State for the United States, as Chairman of the Commission. It was understood that the two other members would be chosen by the Chairman of the Committee on Communications and Transit of the League of Nations, in consultation with the President of the Council and the member of the Council who was acting as rapporteur. The persons appointed were M. A. G. Kröller, member of the Economic Council of the Netherlands Ministry for Foreign Affairs, and M. Hoerneli, Consulting Engineer, member of the Academy of Technical Sciences at Stockholm. The Commission, as soon as constituted, proceeded to Memel, where it held an enquiry into the geographical and technical conditions of the port of Memel, the economic and commercial possibilities, and the wishes of the various groups representing the interests or opinions of the inhabitants of the Territory. The Commission on its return visited Kovno and Warsaw.

On February 19th, 1924, negotiations were opened between the Commission and a Lithuanian delegation, consisting of M. Sidzikauskas and M. Balutis, and later M. Klimas and M. Galvanauskas, President of the Council of Ministers of Lithuania. The Commission also heard representatives of Poland, M. de Modzelewski, Minister of Poland at Berne and M. Jalowiecki, who attended as expert.

The Council noted the report of the Commission and the draft convention at its meeting of March 12th, 1924, in the presence of the members of the Commission and of M. Skirmunt, representative of Poland, who was invited to attend the meeting.

The President of the Council, at its meeting on March 14th, 1924, following a short discussion, asked the representatives of the British Empire, France, Italy and Japan whether they accepted the draft convention. These representatives replied that they accepted the convention on behalf of their Governments. The same question was then asked of the representative of Lithuania, who replied in the affirmative. The President then read the following draft resolution:

"The Council:

"Having been requested by Great Britain, France, Italy and Japan, under Article 11, paragraph 2, of the Covenant, to consider the question of Memel;

"And having taken note of the report submitted by Mr. Norman Davis and M. Hoernell and M. Kröller and of the documents annexed thereto;

"(1) Desires to express its warmest thanks to Mr. Norman Davis and to M. Hoernell and M. Kröller for the work they have accomplished;

"(2) Takes note of Lithuania's acceptance of the Convention, of the annexes and of the transitory provision drawn up by the Commission, and recommends the acceptance of these texts by Great Britain, France, Italy and Japan;

"(3) Takes note of Mr. Norman Davis's interpretation of Article 4 of the Convention, an interpretation which has been entered in the Minutes and which the Lithuanian representative has declared in the name of his Government that he accepts;

"(4) Agrees to ask the Chairman of the Advisory Committee for Communications and Transit to appoint one member of the Harbour Board, who will, of course, communicate with the Council of the League and the Advisory Committee for Communications and Transit;

"(5) Hopes that this convention and the transitory provision will be signed as soon as possible and that Lithuania will ratify them without delay and will apply the provisions of the Convention in order to enable the other Contracting Powers to deposit their ratifications in the near future.

"The Council is glad to note the ample provision made for the application of the Barcelona Convention and to express the hope that this settlement will increase at once the prosperity and contentment in the districts concerned and lead to an early dissipation of any remaining misunderstandings."

The report and draft resolution were also approved by the representatives of Belgium, Brazil, the British Empire, Czechoslovakia, France, Italy, Japan, Spain, Sweden and Uruguay, as well as by the representative of Lithuania.

M. Skirmunt, representative of Poland, declared that he could not adhere to the draft Convention and that he would confine himself to submitting the draft to his Government, which would have to decide upon its attitude. He regretted to note that the modifications which he had proposed had not been introduced into the text of the Convention, which did not satisfy the legitimate interests of Poland. The modifications for which he had asked were, in particular:

(1) The immediate re-establishment of freedom of transit between Memel and Poland by sea, water and rail;

(2) The establishment of a Harbour Board to supervise the economic administration, one of the members of which should be a Pole;

(3) The allocation in the port of Memel of special sites to meet the needs of Polish commerce;

(4) Guarantees stipulating: (a) the putting into effect of the Convention by Lithuania as a condition precedent to the transfer of rights of sovereignty to Lithuania; (b) the re-establishment of communications between Memel and Poland as a condition precedent to the recognition of the legality of the acts of the Lithuanian Government in Memel territory.

The texts, submitted to the Council and approved by it consist of a general Convention establishing the contractual relations between the Allied Powers and Lithuania, together with three annexes — one on the autonomous administration of the Memel Territory, one on the organisation of the port and one on the freedom of transit on the Niemen. There is also a transitory provision.

The general Convention lays down the conditions of the transfer to Lithuania by the Allied Powers of all their rights and titles over the Memel Territory. It fixes in particular the conditions of the payment of the occupation, administration and delimitation expenses, of the transfer of property, of the right of option of former German nationals, of the acquisition of Lithuanian nationality for those nationals of the protection of minorities, and of the rights of persons, private and corporate, who are nationals of foreign Powers.

The first article of the Statute of the Memel Territory stipulates that this Territory shall constitute, under the sovereignty of Lithuania, a unit, organised on democratic principles, enjoying legislative, judicial, administrative and financial autonomy within the limits prescribed by the Statute. The Statute goes on to define the powers locally exercised, the way in which they work and their distribution.

The Governor of the Territory is to be appointed by the President of the Lithuanian Republic. Legislative power in the Territory will be exercised by a Chamber of Representatives elected by universal, equal, direct and secret suffrage; executive power by a directorate of not more than five members, including the President, and composed of citizens of the Territory.

A special article of the Statute recognises Lithuanian and German as the official languages of the Territory.

The port of Memel is to be considered as a port of international concern, and the recommendations of the Barcelona Conference concerning ports subject to an international regime will be applied. The administration, operation, upkeep and development of the port will be entrusted to a Harbour Board of three members, one to represent Lithuanian economic interests, one the economic interests of the Territory and a third to give special attention to international economic interests served by the port and particularly to those of the district for which the port of Memel is the natural outlet. The Harbour Board is to maintain the existing free zone and provide such extensions as the *transit* traffic may warrant.

By the annex on transit to the Convention, the Lithuanian Government undertakes to ensure freedom of transit, by sea, water and rail, of traffic to and from the Memel territory, or in transit through the said Territory, and to conform in this respect to the rules laid down by the Statute and Convention on Freedom of Transit adopted by the Barcelona Conference.

The Lithuanian Government, in recognition of the international character of the Niemen and its traffic, and the general economic benefits to be derived from the exploitation of the Lithuanian and other forests in the basin for which Memel is the natural outlet, undertakes to permit and grant all facilities for the river traffic to, from, or in the port of Memel, and not to apply in respect of such traffic, on the ground of the present political relations between Lithuania and Poland, the stipulations of Articles 7 and 8 of the Barcelona Statute on Freedom of Transit and Article 13 of the Barcelona Recommendations relative to Ports subjected to an International Regime<sup>1</sup>.

By the transitory provision, Lithuania undertakes, immediately on ratifying the Convention, and pending its ratification by the other contracting parties, to give effect to all the provisions of the Convention and its annexes. The British Empire, France, Italy and Japan declare that, on the ratification of the Convention by Lithuania, they will recognise as lawful such acts of sovereignty on the part of the Lithuanian Government as are necessary to put into effect the engagements of the Convention and to preserve public order.

A certain number of clauses of the Convention and its annexes provide for the intervention of the League. Article 17 of the Convention is, from this point of view, the most characteristic:

"The High Contracting Parties declare that any Member of the Council of the League of Nations shall be entitled to draw the attention of the Council to any infraction of the provisions of the present Convention.

"In the event of any difference of opinion, in regard to questions of law or of fact concerning these provisions, between the Lithuanian Government and any of the Principal Allied Powers Members of the Council of the League of Nations, such differences shall be regarded as a dispute of an international character under the terms of Article 14 of the Covenant of the League of Nations. The Lithuanian Government agrees that all disputes of this kind shall, if the other party so requests, be referred to the Permanent Court of International Justice. There shall be no appeal from the Permanent Court's decision, which shall have the force and value of a decision rendered in virtue of Article 13 of the Covenant."

The declaration relating to the protection of minorities made by the Lithuanian Government before the Council of the League at its meeting of May 12th, 1922, and the procedure adopted by the Council for dealing with petitions, apply to minorities within the Territory of Memel.

The annex on the port provides that the third member of the Harbour Board shall be appointed by the Chairman of the Advisory and Technical Committee on Communications and Transit, and that a copy of the annual report of the Board shall be forwarded to that Committee. Any modification of the composition or powers of the Harbour Board, of the plan of administration of the port and of the transit annex must be approved by a majority of the Council of the League.

As regards the question of the payment of the occupation, administration and delimitation expenses, the Chairman of the Economic and Financial Commission of the League may, if necessary, be called upon to name an arbitrator.

#### IV. EASTERN CARELIA.

The Council of the League of Nations, on April 21st, 1923, adopted the following resolution:

"The Council of the League of Nations requests the Permanent Court of International Justice to give an advisory opinion on the following question, taking into consideration the information which the various countries concerned may equally present to the Court:

<sup>1</sup> The following is the text of the articles :

*Article 7.* — "The measures of a general or particular character which a Contracting State is obliged to take in case of an emergency affecting the safety of the State or the vital interests of the country may in exceptional cases, and for as short a period as possible, involve a deviation from the provisions of the above articles, it being understood that the principle of freedom of transit must be observed to the utmost possible extent."

*Article 8.* — "This Statute does not prescribe the rights and duties of belligerents and neutrals in time of war. The Statute shall, however, continue in force in time of war so far as such rights and duties permit."

*Article 13.* — "These provisions do not prescribe the rights and duties of belligerents and neutrals in time of war. They shall, however, continue in force in time of war so far as such rights and duties permit."

"Do Articles 10 and 11 of the Treaty of Peace between Finland and Russia, signed at Dorpat on October 14th, 1920, and the annexed declaration of the Russian delegation regarding the autonomy of Eastern Carelia, constitute engagements of an international character which place Russia under an obligation to Finland as to the carrying-out of the provisions contained therein ?

"The Secretary-General is authorised to submit this application to the Court, together with all the documents relating to the question, to inform the Court of the action taken by the Council in the matter, to give all necessary assistance in the examination of the question, and to make arrangements to be represented, if necessary, at the Court."

The Permanent Court of International Justice, at its meeting of July 23rd, 1923, declared itself unable to pronounce upon the question submitted to it, seeing that any reply to this question "would be substantially equivalent to deciding the dispute between the parties", one of whom, namely, Russia, was not a Member of the League of Nations. As the States which were not Members of the League were not bound by the Covenant, the "submission of a dispute between them and a Member of the League for solution according to the methods provided for in the Covenant could take place only by virtue of their consent. The Government of the Soviets had not accepted the competence of the Court, which accordingly considered that the situation thus created made it impossible for it to express an opinion on the question formulated by the Council".

The opinion of the Court was submitted to the Council at its meeting of September 27th, 1923. The Council, after having heard the report of the representative of Italy, and the observations made by the representative of Finland, "noted the opinion expressed by the Court".

The Council at the same time approved the report of the representative of Italy, which concluded as follows:

"For the reasons stated in the judgment, the Court by a majority decided that it was not able to pursue the investigation and to answer the question submitted to it. The Court has added, however, that it 'cannot regret that the question has been put, as all must now realise that the Council has spared no pains in exploring every avenue which might possibly lead to some solution with a view to settling a dispute between two nations'.

"The Council feels sure that the opinion expressed by the Court in connection with the procedure described by Article 17 of the Covenant could not exclude the possibility of resort by the Council to any action, including a request for an advisory opinion from the Court, in a matter in which a State non-Member of the League and unwilling to give information is involved, if the circumstances should make such action necessary, to enable the Council to fulfil its functions under the Covenant of the League in the interests of peace.

"The Council will have heard with attention the statement made by the representative of Finland concerning the points in question. The members of the Council will certainly take cognisance of these remarks with great interest."<sup>1</sup>

## V. APPLICATION OF THE CONVENTION FOR THE EXCHANGE OF GREEK AND TURKISH POPULATIONS.

In November and December 1923 several communications from the Greek and the Turkish Governments were circulated to the Council of the League concerning difficulties which had arisen in the application of the Convention of January 30th, 1923, between Greece and Turkey, relative to the exchange of populations<sup>2</sup>. The Turkish Government requested that the matter should be laid before the Council, as it involved a possible danger to peace in the Near East.

Before the Council met in December 1923, a telegram was received from the Mixed Commission for the Exchange of Populations from which it appeared that the delegates of both Governments on the Mixed Commission had, on the instructions of their respective Governments, made identical declarations, expressing their confidence in the Mixed Commission and their conviction that it would overcome all the difficulties involved in its important task. It was therefore evident that the situation had ceased to cause anxiety as regards international relations.

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<sup>1</sup> The fourth Assembly in a resolution adopted on September 24th, 1923, had already dealt with the question of Eastern Carelia:

"The Assembly:

"Recognising the importance of the question of Eastern Carelia:

"Notes the déclaration of the Finnish delegation that the Finnish Government, in the absence of any decision or any contrary opinion pronounced by any international jurisdiction, maintains its right to consider the clauses of the Treaty of Dorpat and the supplementary declarations relating to the status of Eastern Carelia, as agreements of an international order;

"And requests the Council to continue to collect all useful information relating to this question with a view to seeking a satisfactory solution rendered possible by subsequent events."

<sup>2</sup> See the section of this report on Administrative Commissions, page 36.

The representative of Japan, who was acting-President of the Council during the period in question, made a statement to the Council on December 10th, 1923, with regard to the matter. He explained that Greece had not asked that the question should be laid before the Council, and that Turkey was unable to do so since she was not at the time a Member of the League. He also pointed out that the Council, in accepting responsibility for appointing three members of the Mixed Commission for the Exchange of Populations, had assumed no responsibility for the execution of the convention on the subject. As acting-President of the Council, however, it had been his duty to examine under what procedure the communications in question should be placed on the agenda of the Council, should any danger to peace arise, but further examination of the matter appeared useless after receipt of the telegram from the Mixed Commission to which he had already referred.

The representative of Japan concluded by expressing the general satisfaction of the Council that the Mixed Commission was carrying out its work under conditions which promised success. Copies of the Minutes of the meeting of the Council containing this statement were forwarded to the Turkish and the Greek Governments and to the Chairman of the Commission.

## VI. SITUATION OF MOSLEMS OF ALBANIAN ORIGIN IN GREECE.

### *Submission of the Question to the Council.*

The Albanian Government, in a letter dated December 6th, 1923, called the attention of the Council to the situation of Moslems of Albanian origin in Greece. The Council considered the question in the presence of the Albanian and Greek representatives on December 17th, 1923.

### *Statements by the Parties (December 17th, 1923).*

A. The Albanian representative explained to the Council that the Greek Delegation at Lausanne had made a declaration on January 16th, 1923, whereby Moslems of Albanian origin in Greece were to be excluded from the exchange of populations as between Greece and Turkey. He reminded the Council that official representatives of Greece had subsequently confirmed this declaration.

Nevertheless, according to the information in the possession of the Albanian Government, the Greek Government, in interpreting its engagements, regarded as Albanians only those persons who were born in Albania, and was assimilating the original Moslem Albanian inhabitants of Greece to the Turks; the Albanian Government also maintained that these populations were being subjected to various vexations. As such acts were calculated to prejudice the good relations between Albania and Greece, the Albanian Government submitted the matter to the Council in accordance with paragraph 2 of Article 11 of the Covenant.

The representative of Albania brought forward certain documents in support of his statement. Amongst these was a letter from the representative of the Albanians who are Greek subjects to the Chairman of the Mixed Commission for the Exchange of Greek and Turkish Populations, dated Athens, October 20th, 1923, in which it was stated that the authorities of certain towns in North-Western Greece (Epirus), where a considerable proportion of the population is of Albanian origin and Moslem faith, had announced that all the Moslems were to be sent to Asia without specifying that the Albanians were to be excepted from these measures; that these populations were deprived of the right of voting for the coming legislative elections; that 75 per cent of the Moslem houses were to be evacuated in order to instal refugees, whereas Christians had not had to give up more than 25 per cent of their houses; that the Albanian Moslems were not to have the right of selling their movable or immovable property or of leasing their property for a longer period than one year. The lessees or tenants of immovable property belonging to Moslem Albanians were to pay the rent to the revenue authorities and not to the owners.

The representative of Albania begged the Council to appoint a special mixed commission to supervise the application of the decision taken at Lausanne. He asked, meanwhile, that the measures and treatment applicable to the Turks, which had been mistakenly applied to the Albanians, should be cancelled; that those who had suffered should be compensated, their property being valued by the special mixed commission, and that the amount, estimated in gold, should be paid in cash to the owners.

B. The representative of Greece stated that his Government adhered to the undertaking it had given at Lausanne, and in no way desired to force Moslems of Albanian origin to leave Greece. He pointed out the difficulty of distinguishing between Moslems of Turkish origin and Moslems of Albanian origin, and considered that this was a matter with which the existing Mixed Commission for the Exchange of Populations alone could deal. He did not consider it wise to appoint a new commission to deal with this matter.

As regards the question of property raised by the Albanian representative, he did not admit that anybody had the right to ask the Greek Government to differentiate between its various subjects. All Greek subjects were affected by the same general law and it was not possible to pay some in gold and others in paper money.

### *Decision of the Council (December 17th, 1923).*

The Council, after noting with satisfaction the declaration of the representative of Greece to the effect that his Government was fully determined to respect the declaration it had made

at Lausanne, declared itself of opinion that the best procedure in the matter would be to draw the attention of the Mixed Commission for the Exchange of Greek and Turkish Populations to the facts, requesting it to hear any evidence which the Albanian Government might wish to put before it.

The Council expressed a desire to be kept informed of any action which the Mixed Commission might find it possible to take.

*Report by the Mixed Commission for the Exchange of Greek and Turkish Populations.*

On March 14th, 1924, the Mixed Commission adopted a resolution to the effect that Greek nationals of Mohammedan religion who were of Albanian origin, especially those who had settled in Epirus, should be exempted from the compulsory exchange of populations provided for in the Convention on the Exchange of Greek and Turkish Populations. The Mixed Commission also decided that it would, if necessary, appoint a special body to obtain on the spot the information necessary to determine which persons belonged to the group thus exempted. Pending the decision of the Mixed Commission in any special cases submitted to it, the competent sub-commissions would postpone provisionally the departure of any person who in their view appeared to lay proper claim to Albanian origin.

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6.

ADMINISTRATIVE QUESTIONS

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I. THE TERRITORY OF THE SAAR BASIN.

I. COMPOSITION OF THE GOVERNING COMMISSION.

Changes have been made in three of the five posts of members of the Saar Basin Governing Commission.

To fill the position left vacant by the resignation of Mr. R. D. Waugh, the Council, in September 1923, appointed Mr. George W. STEPHENS (Canadian), Ex-Chairman of the Montreal Harbour Commission.

Herr Land and Count de Moltke-Huitfeldt requested the Council not to consider them as candidates for reappointment on the expiration of their extended term of office at the end of March 1924; and M. Bartholomaeus KOSSMANN (Saar), former member of the German Reichstag, President of the Saar Advisory Council, and Colonel ESPINOSA DE LOS MONTEROS (Spaniard), *licencié en droit* of the University of Madrid, were appointed by the Council, in March 1924, as members of the Commission for the year April 1st, 1924, to March 31st, 1925. At the same time the Council reappointed M. LAMBERT (Belgian), M. RAULT (French), Chairman, and Mr. STEPHENS (Canadian). For this period, the salaries of the Commissioners were increased from 100,000 to 125,000 French francs, on account of the increase in the cost of living in the Territory.

At the Council session in March 1924, the British and the Swedish representatives on the Council expressed the opinion that in future it might be advisable for the Council to consult representatives elected by the population of the Territory with regard to the appointment of the Saar member of the Governing Commission. The French representative felt that such a course involved not only grave dangers but was not provided for by the Treaty. The Italian representative, although agreeing with the spirit of the proposal which had been made, thought that the action suggested might prove embarrassing to the Council. He pointed out that the Council was apparently agreed that the person chosen should possess the confidence of the Saar population. As the matter was not of immediate interest, it was agreed that it should not be pursued for the present.

The Commission has submitted to the Council periodical reports dealing with the political and the economic situation of the Territory, as well as with the administrative work of the Commission during the last two quarters of 1923 and the first quarter of 1924. These reports have been printed in the *Official Journal* of the League. Certain of the questions dealt with in these reports are here considered.

## 2. ECONOMIC SITUATION

At the end of the report for the first quarter of 1924 it was pointed out that, despite the difficulties caused by the temporary fall in the French franc early in 1924, the country was gradually recovering from the severe strain caused by the miners' strike and was, a year after its outbreak, again enjoying real prosperity.

The gross production of coal reached 1,321,700 tons in March 1924, the highest figure since the coming into force of the Peace Treaty; the production of pig-iron and crude steel during January and February 1924 considerably surpassed the monthly average for 1922; the number of unemployed had decreased to pre-strike proportions.

As shown by the establishment of 72 new enterprises between 1920 and 1923, including 11 distilleries, 10 factories for the construction of machinery, 10 textile plants, eight tobacco factories and seven chemical establishments, the Territory has undergone a considerable economic development during this period.

Lack of credit has handicapped business during recent months, but, according to the report, this has now been relieved to some extent by the willingness of the Bank of France to discount Saar commercial paper bearing Saar signatures only.

The wages of miners and other workers in the Territory have been increased on several occasions on account of the increase in the cost of living.

## 3. POLITICAL SITUATION: ELECTION OF THE SECOND ADVISORY COUNCIL.

More than 255,000 people out of a total population of 713,105 (according to the 1922 census), or approximately 70 per cent of the registered voters, took part in the election which was held on January 27th, 1924, for the purpose of choosing the 30 Saar inhabitants who are to constitute the Saar Advisory Council for the next three years (less than 195,000 voters took part in the first elections to the Council in 1922).

Five out of the seven parties in the field secured seats in the second Council. The constitution of the second, as compared with the first, Council is as follows:

	1924	1922 and 1923
Centre party . . . . .	14	16
Social party . . . . .	6	5
Communist party . . . . .	5	2
Liberal and Democratic parties . . . . .	4	5
Union of landowners . . . . .	1	2
Total . . . . .	30	30

Nineteen members of the first Council were returned to the second, which includes seven secretaries of trades unions, four farmers, three factory workers, and two of each of the following occupations: lawyers, manufacturers, miners, teachers, railway workmen, and office employees. In addition there is one artisan, one journalist and one clergyman.

The Advisory Council met on March 5th, 1924, to consider proposed legislation with regard to customs questions, housing and rents.

Upon the appointment to the Governing Commission of Herr Kossmann, who had been President of the Advisory Council since its establishment, the Governing Commission, in view of the desire of the Advisory Council that the President should be chosen from among its own members, decided to confer this office provisionally upon Herr Scheuer, the first assessor on the General Committee of that body. Herr Scheuer had twice been unanimously elected to this office by the Advisory Council itself.

The Technical Committee was also re-organised at the beginning of 1924, but only two changes have occurred in its membership, which totals nine.

Information with regard to the elections to the Municipal and District Councils in the Saar Territory held in 1923, and an explanation of certain changes made in the regulations for the election of the Advisory Council, will be found in the periodical report for the third and fourth quarters of 1923 respectively.

## 4. PUBLIC FINANCE.

### *Fiscal Reform.*

In connection with the introduction of the franc as sole legal tender in the Territory, the Governing Commission prepared a series of reforms in the fiscal legislation in force in the Territory. These gave rise to prolonged discussions in the Technical Committee and in the Advisory Council. The majority of the amendments proposed by these bodies were incorporated by the Governing Commission in the final texts, which were adopted in December 1923.

The report states that the reform, taken as a whole, substitutes for an intricate system of overlapping Imperial Prussian and Bavarian laws, together with orders of all kinds issued by the communes, a limited number of simple laws, uniformly applicable throughout the Territory, and rendering administration easy and less expensive. The new system also aims at protecting the taxpayer against the excessive demands which might be made upon him by individual communal administrations, although the communes are given a certain degree of fiscal independence. The new legislation deals with income tax, the tax on capital, the commercial tax, the land tax, the tax on itinerant trades, indirect taxes and the tax on financial transactions.

#### *Contribution of the Mines to the Saar Budget.*

The Treaty of Versailles provides that the amount contributed by the French State Mines to the local and communal budgets of the Saar Territory should be fixed with due regard to the ratio of the value of the mines to the total taxable wealth of the Territory.

Difficulties encountered in the establishment of the budget of the Territory during the early years of the Commission did not, however, permit the application of this provision. The contribution of the mines has taken the form of a tax on coal, collected successively at the rate of 20, 10, 7 and 5 per cent. During 1923, however, both the French Government and the Governing Commission expressed a desire to apply the provisions of the Treaty and, as a result of negotiations, an agreement was reached in March 1924. As a result of a detailed calculation, it was decided that the ratio for the contribution of the mines should be  $\frac{1}{6.76}$ , representing the relation of the estimated value of the mines to the estimated value of the total taxable wealth of the Territory, computed at 346,000,000 gold marks and 2,341,000,000 gold marks, respectively. It was decided, however, that, in view of the budgetary difficulties at the present time, this new arrangement should not actually come into force until the beginning of the fiscal year 1925-26, and that it would not be applied in the case of the communes until two years later.

#### *Budgets for 1923-24 and 1924-25.*

The budget for 1923-24 was the first budget drawn up solely on the franc basis, and it amounted to more than 155 million francs. On account of the losses due to the miners' strike, it could only be balanced by carrying forward from the 1920-21 period a surplus of approximately 45 million francs. The budget for 1924-25 has been balanced as a result of the reform in fiscal legislation, an increase in railroad and post tariffs and the continuation of the tax on coal.

### 5. ADMINISTRATIVE WORK OF THE COMMISSION.

The periodical reports also contain a review of the administrative work of the Commission, which is carried on by the various departments. These departments deal with questions of internal administration and the relations with the municipalities and communes; with problems relating to officials, who have been accorded considerable increases of salary on account of the rise in the cost of living; with measures taken in view of the housing crisis; with the problem of food supply (this department has been completely closed down, as a result of the removal of commercial restrictions); with the railways, post and telegraph service; with public works (the tonnage carried over Saar waterways has increased markedly and the Governing Commission has decided, in principle, in favour of the construction of a port in Saarbruck); with the administration of justice; with public instruction (a proposal to create educational committees composed for the most part of parents' representatives, who are to be consulted in the election of schoolmasters and mistresses, is under consideration); with commerce, industry and labour (in the last quarter of 1923 alone, the Department of Labour intervened with success in more than 30 disputes between employers and labourers); with public relief (special arrangements have been made for war victims and those suffering from the economic crisis); with social insurance, social hygiene and agriculture.

### 6. DEVELOPMENT OF THE LOCAL GENDARMERIE.

On March 11th, 1924, the Council took note of the programme of the Governing Commission for increasing the strength of the local gendarmerie by 200 men during the financial year 1924-25, and requested the Commission to submit for the consideration of the Council its programme for the further development of the gendarmerie during 1925-26.

The Chairman of the Commission, M. Rault, and Mr. Stephens, the member in charge of financial questions, appeared before the Council. Mr. Stephens explained that the financial position of the Saar Basin did not, at that time, permit of a larger increase. M. Rault explained that he had proposed to the Commission that a new corps of 500 men should be formed, but for financial reasons this number had been reduced to 200. In this connection, M. Rault stated that the number of French troops in the Territory had been reduced by February 1st, 1924, to 4,000, of whom 1,816 were available for duty.

After an exchange of views between the British, French and Swedish representatives, the Council expressed the hope that, should the financial position improve, the question of a larger increase would be reconsidered during the year.

On April 29th, 1924, the Chairman of the Governing Commission informed the Secretary-General that, in view of the improvement in the financial situation, and of the desire expressed



by the Council of the League, the Governing Commission had decided to add 400, instead of 200, new men to the gendarmerie during the year 1924-25, thereby increasing its strength during that period from 355 to 755.

#### 7. DOCUMENTS PRESERVED FOR THE PLEBISCITE.

The Provisional Records Commissioner for the Saar Basin plebiscite, Dr. Alfred Bonzon (Swiss), presented to the Council on August 31st, 1923, a complete set of the 128 separate return sheets, made out by the communal and other authorities, having in their possession documents which are to be preserved under the decision of the Council of the League and the decree of the Governing Commission, in view of the plebiscite in 1935. These returns indicate the number of the documents, their location and the official responsible for safeguarding them. Two sets of these returns are kept in the Secretariat of the League of Nations in Geneva; one set is in the hands of the Governing Commission; and each authority which made out the return retains a copy of its own document.

During September and October 1923, the Provisional Records Commissioner, as authorised by the Council, proceeded to inspect personally the documents in question in a large number of different localities, visiting 59 out of the 128 offices which had prepared returns. His final report, dated October 31st, 1923, contains (1) a detailed analysis of the character of the documents to be preserved in view of the plebiscite and a summary table showing the extent to which they exist; (2) a statement concerning the Commissioner's local visits of inspection, and (3) the text of recommendations made by the Commissioner for the care of the documents from 1923 to 1935. These recommendations provide for a formal notification to the Secretariat of the League and to the Governing Commission of any changes in the situation shown in the original returns. A certain number of such notifications have since been received by the Secretariat.

Both the Council of the League and the Saar Basin Governing Commission expressed their appreciation of the work of M. Bonzon. The entire expenditure for the accomplishment of this task, which took 13 months, amounted to less than 54,000 Swiss francs. This was paid out of the Saar budget.

#### 8. PICKETING DECREE.

This question was raised during the Council session in December 1923 by the British representative, who referred to the consideration of the matter by the Council in July 1923 and asked the Chairman of the Governing Commission when the decree would be withdrawn. M. Rault pointed out that the decree was still provisional, but he did not think it was possible to withdraw it at the moment.

#### 9. PASSAGE OF SAAR INHABITANTS THROUGH OCCUPIED GERMAN TERRITORY.

Complaints were made to the League during the latter part of 1923 by certain political parties in the Saar and by the German Government, because certain Saar inhabitants were not permitted by the Inter-Allied Rhineland Commission to pass through occupied German territory. The Governing Commission, which had previously explained the situation in communications to the League, informed the Secretary-General in a letter dated February 15th, 1924, that the Rhineland Commission had expressed its willingness to grant a transit permit to the four Saar inhabitants in question. The Council decided to send to the German Government a copy of this letter and of the Council report, which explained that the difficulties previously mentioned by the German Government appeared no longer to exist.

Certain of the periodical reports of the Governing Commission also give information with regard to the measures taken by the Commission to facilitate the movement of Saar inhabitants between the Saar and occupied German territory.

#### 10. LABOUR CONDITIONS IN THE SAAR.

On October 29th, 1923, the Fifth International Labour Conference requested the Governing Body of the Labour Organisation to consider certain questions resulting from the provisions of the Saar Annex (paragraph 23) to the Treaty of Versailles concerning labour conditions in the Territory.

The matter was considered provisionally at the January and April sessions of the Governing Body in 1924, but, in view of the plan of the Governing Commission to establish a local labour organisation in the Saar Territory on the same basis as the International Labour Organisation, *i.e.*, with representatives of the Government, employers and employees, the matter was postponed until some later date.

In its periodical report for the first quarter of 1924, the Governing Commission stated that it was also preparing legislation with regard to the hours of labour in the Territory, and that it hoped that the creation of the Chamber of Labour would facilitate the establishment of relations

between the Saar Territory and the International Labour Organisation, as desired by the principal Saar Labour Union.

## II. QUESTION OF THE PLACING OF CERTAIN OFFICIALS AT THE DISPOSAL OF THE GERMAN GOVERNMENT.

The German Government complained to the League of Nations, and at the same time to the Governing Commission, in September 1923, with regard to the placing by the Governing Commission of certain officials at the disposal of the German Government. The Chairman of the Governing Commission in reply informed the German Foreign Minister that he had cancelled the decree to which objection had been made.

## 12. PETITIONS FROM POLITICAL PARTIES IN THE TERRITORY.

Several political parties, as well as other organisations in the Territory, have forwarded petitions to the Council of the League on various matters, including the position of war victims, French influence in the Governing Commission, and the effect of the depreciation of the franc. These petitions, which have been transmitted through the Governing Commission, have usually been accompanied by such observations as the Commission desired to make to the Council. They have all been communicated to the Members of the Council for their information.

## II. FREE CITY OF DANZIG.

In dealing with problems resulting from the special position of Danzig under the Treaty of Versailles, the Council and the High Commissioner of the League have been primarily concerned since the last Assembly, as during preceding years, with questions involving differences of opinion between Poland and the Free City.

Particulars concerning these questions, as well as certain other problems, such as the post of the High Commissioner and the financial situation of the Free City, are given in general reports by the Secretary-General to the Council on Danzig questions for the periods February to October 1923 and October 1923 to March 1924.

### I. POST OF THE HIGH COMMISSIONER.

Mr. M. S. MacDONNELL has been reappointed by the Council as High Commissioner of the League of Nations in Danzig for a second year as from February 22nd, 1924. His salary is increased from 60,000 to 80,000 gold francs. Members of his staff have been given a special allowance on account of the increase of the cost of living in Danzig.

### 2. POLISH-DANZIG RELATIONS.

As a result of the execution of the general programme agreed upon during the consideration of the whole problem of Polish-Danzig relations during the Council session held in July 1923, between 25 and 30 outstanding questions have been settled by subsequent negotiation between the two parties under the auspices of the High Commissioner. The Council took note of these agreements on September 1st, 1923, and expressed its cordial appreciation of the success which had been thus achieved. The questions, settled at least provisionally, covered a wide range of subjects, including:

- (1) The Danzig Harbour Board;
- (2) Customs questions;
- (3) The *de facto* and *de jure* position of Polish nationals in the Free City of Danzig;
- (4) Conduct by Poland of the foreign affairs of the Free City;
- (5) Property, departments and personnel of the Polish State in Danzig Territory.

Negotiations are still proceeding on certain aspects of some of the same problems, and further agreements have been reached on a considerable number of them, while the High Commissioner has given decisions on others. The Council dealt with certain of these questions during its sessions in December 1923 and March 1924.

As was pointed out in the report of the Council to the fourth Assembly, many of these questions concern problems of a general character which were not definitely settled in the acts constituting the Free City, such, for instance, as the question of arrangements to be made for the policing of the harbour. Their solution has a constructive value, for it is a part of the necessary task of laying suitable foundations for the practical working of the whole Danzig arrangement. A large

number of these general problems have been worked out since the Free City was established and they may quite naturally be expected to diminish in number as time goes on. 21

Another type of problem requires the interpretation of principles already laid down and their application in specific cases. An example of this type is the question of the right of Poland to maintain in certain buildings in the Danzig Harbour a postal sorting office — Poland, under the previous decisions and agreements, having to show that such an office is “necessary”.

It has been found desirable in certain instances, as in the case of the interpretation of Article 33 of the Polish-Danzig Treaty of November 9th, 1920, which concerns the status of Polish nationals in Danzig, not to attempt to deal immediately with general questions, but to solve in a practical way such specific cases as may actually require attention.

The Polish and Danzig Governments, the High Commissioner and the Council of the League, in dealing with the tasks before them, have not followed any fixed routine methods but have sought a settlement, if possible by agreement and, in any event, by the means which seemed most appropriate and most likely to succeed in bringing about the desired result in the particular instance.

### 3. THE DANZIG HARBOUR BOARD.

The special arrangement made in the Treaty of Versailles with regard to the Free City largely resulted from the position and importance of the port of Danzig. It is not therefore surprising that a large number of questions concerning the administration of the port and the work of the Harbour Board have been brought up for the consideration of the High Commissioner and the Council of the League. The Harbour Board, which consists, under the provisions of the Polish-Danzig Treaty of November 9th, 1920, of an equal number of Polish and Danzig representatives, has been presided over since its inauguration in 1921 by Colonel de Reynier (Swiss), who has recently agreed to continue in office for a fourth year, *i.e.*, until March 1925.

The powers and duties of the Harbour Board were set forth in Chapter III of the Treaty of November 9th, 1920, and its general position was again dealt with in the Polish-Danzig agreement of last autumn. It was pointed out that the objects for which the Harbour Board was created in the common interest of Poland and the Free City must always be kept in view when seeking a solution of any particular problem connected with that organisation. It was also agreed that, within the limits of the functions assigned to it, the Harbour Board was a body independent of both Governments, whose interests were safeguarded by their respective delegations on the Board, and whose rights were protected by their power to submit differences to the High Commissioner and, if necessary, to the Council of the League. The High Commissioner has, however, recently pointed out that this right of appeal against the decisions of the Board has frequently been exercised in the case of purely technical matters and that the normal activities of the Board run a risk of being obstructed by this practice.

Among the specific questions concerning the Harbour Board which have been under consideration since the report to the fourth Assembly, one of the most important has been that of the finances of the Board. This question was dealt with briefly in Article 23 of the Treaty of November 9th, 1920, which provided for a financial convention between Poland and Danzig. The agreement of last autumn specified somewhat more in detail what this convention, which has been under negotiation for some time, should include. Certain special problems concerning the financial operations of the Board, *i.e.*, the raising of loans by the Board and the disposal of its property, which were postponed from the March to the June session of the Council, were settled for the time being by agreement in May 1924.

Negotiations are taking place, as provided by the Treaty of November 9th, 1920, concerning the co-ordination of the administration of the Vistula in Danzig Territory, for which the Harbour Board is responsible, and the administration of the Vistula in Poland. The question of the Harbour Board police is also under discussion. The High Commissioner's decision of June 6th, 1923, on this subject was accepted in September last by agreement of the two parties for a period of two years, but its execution has given rise to prolonged negotiations.

Questions concerning civil suits in which the Harbour Board is a party, the flag of the Harbour Board and the employment of Polish nationals by the Board have been settled between the two parties during the period covered by this report.

### 4. THE DEPOT FOR EXPLOSIVES AND WAR MATERIAL IN TRANSIT TO POLAND.

The question of the location of a depot for explosives and war material in transit through Danzig to Poland was considered by the Council at its sessions in December 1923 and March 1924. The High Commissioner had given a decision on this matter on April 7th, 1922. This decision indicated as a provisional site for the depot a strip of land on Holm Island in the Port of Danzig, and outlined a programme for the construction of a permanent depot at a greater distance from the City of Danzig. This decision was approved by the Council on September 1st, 1922. The situation, however, was unsatisfactory to both the Danzig and Polish Governments. Poland desired a more extended area on the Holm while Danzig considered the Holm location as constituting a menace to the safety of the city. Neither Government was inclined to proceed with the construction of the permanent depot on account of the expenditure involved.

In view of this situation, the Council, on December 14th, 1923, provided for the appointment of a Committee of four experts to examine the problem — two being chosen by the Chairman of

the Advisory Committee for Communications and Transit of the League and two by the Chairman of the Permanent Advisory Commission for Military, Naval and Air Questions. This Committee studied the question on the spot and in its report to the Council dated February 8th, 1924, proposed that the Westerplatte Peninsula, near the entrance to the harbour, be placed at the disposal of the Polish Government as the permanent site for the depot. The Council, on March 15th, 1924, approved this proposal, laid down the measures to be taken in order to carry it out, provided for the situation during the period before the site should become available and dealt with the question of safety regulations and responsibility in case of accident.

#### 5. PROTECTION OF THE INTERESTS IN POLAND OF DANZIG NATIONALS AND ORGANISATIONS.

Certain cases concerning the alleged property or mortgage rights in Poland of Danzig nationals and organisations came before the Council at its session in March 1924. Poland contended that the League of Nations was not competent to deal with these problems.

This question of competence was referred by the Council to a small Committee of Jurists.

#### 6. THE POLITICAL SITUATION IN DANZIG.

In a general report dated February 22nd, 1924, the High Commissioner dealt, among other things, with the elections which were held in November 1923 for the Danzig Popular Assembly. These were the first general elections held since 1920 and resulted in the strengthening of the parties of the right at the expense of the middle and Polish parties. A proposal to reduce by one-half the number of members of the Assembly, which now amounts to 120, has been advocated in certain circles on the ground that the Assembly was too large for a State of the size of Danzig.

#### 7. THE ECONOMIC AND FINANCIAL SITUATION OF THE FREE CITY.

The High Commissioner, in the same general report, dealt with the economic and financial problems of the Free City. He outlined the various steps in the reform of the currency which had resulted in the establishment of an independent Bank of Issue and the substitution for the German mark of the new Danzig "gulden" based on the pound sterling. This question is dealt with at greater length in the part of this report which deals with the work of the Financial Committee of the League<sup>1</sup>.

Although the adoption of a stable currency will, in the opinion of the High Commissioner, doubtless prove a benefit for trade and commerce, he points out that the evil effects of the transition period have been felt in Danzig. This has resulted in a pronounced increase in the cost of living, in temporary trade stagnation (sixty-five firms having gone out of business in less than five months) and in an increase in unemployment, which amounted to between 4,000 and 5,000 at the time of his report of February last.

In conclusion, he lays particular emphasis upon the importance of a combined Danzig and Polish commercial organisation composed of leading business men in Polish and Danzig circles. "It is to be expected and hoped", he says, "that the community of economic interests of the two countries" to be secured by this new organisation "will in time also have its effect upon the political relations".

### III. EXCHANGE OF GREEK AND TURKISH POPULATIONS.

The negotiations which took place between Dr. Nansen, as High Commissioner for Refugees, and representatives of the Greek and Turkish Governments late in 1922 concerning the advisability of concluding an agreement with regard to the exchange of Greek and Turkish populations, were described in the report to the fourth Assembly. It was noted in that report that the question was also considered at the Conference of Lausanne.

On January 30th, 1923, representatives of the Greek and Turkish Governments at Lausanne signed a Convention which provided, with certain stipulated exceptions, for the compulsory exchange of Turkish nationals of the Greek orthodox religion established on Turkish territory, and of Greek nationals of the Moslem religion established on Greek territory. The Convention, moreover, provided for the nomination of a Mixed Commission to supervise and facilitate this exchange and to carry out the liquidation of the movable and immovable property of the populations concerned. This Mixed Commission was to consist of four members representing Greece, four members representing Turkey, and three members chosen by the Council of the League of Nations from among nationals of Powers which did not take part in the war of 1914-1918, the Presidency of the Commission to be exercised in turn by each of these three neutral members.

The Convention, which has the same validity and effect as if it formed part of the Treaty of Peace of Lausanne, came into force through the ratification of that Treaty by Greece and Turkey. This took place at the end of August 1923, and the question of the appointment of the

<sup>1</sup> See page 61.

three neutral members of the Commission came up for the consideration of the Council on September 17th, 1923.

The Japanese representative, who acted on that occasion as rapporteur, drew attention to the fact that a similar question, *i.e.*, the appointment of two members of the Greco-Bulgarian Reciprocal Emigration Commission, had been dealt with by the Council in September 1920. He explained that the three members of the Greco-Turkish Commission to be appointed by the Council would draw their authority from the Convention and act always in strict accordance with the views of the two High Contracting Parties as therein laid down. He then made certain suggestions with regard to administrative questions which arose in connection with these appointments, and pointed out that high qualifications were required for membership of this Commission, whose task would be one of great magnitude and heavy responsibility. The Council appointed as members of the Commission Mr. Erik Ejnar Ekstrand (Swede), General Manrique de Lara (Spaniard) and Mr. Carl Marius Widding (Dane).

Certain other questions with reference to the exchange of Greek and Turkish populations are considered in the portion of this report which deals with political questions<sup>1</sup>.

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## 7.

### PROTECTION OF MINORITIES.

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#### I. THE QUESTION OF PROCEDURE.

In the supplementary report to the fourth Assembly on the work of the Council<sup>2</sup> mention was made of two notes from the Polish Government and a note from the Czechoslovak Government concerning the principles underlying the protection of minorities and the rules of procedure established for this purpose.

The Council, at its meeting of September 5th, 1923, examined these proposals, and decided to make certain changes in the procedure which had hitherto been followed, and the fourth Assembly on September 22nd, 1923, as the result of a proposal by Mr. Gilbert Murray, delegate of South Africa, referred the question of procedure as regards the protection of minorities to its Sixth Committee, which examined the question on September 25th, 1923.

The Committee did not enter upon an examination of the various clauses of the resolution adopted by the Council on September 5th, 1923, but confined itself to considering a particular point, namely, the clause of the resolution which restricted to members of the Council only the communication of petitions from minorities, together with the observations of the interested Government, which, in conformity with the resolution adopted by the Council on June 27th, 1921, had been communicated to the Members of the League.

The Assembly, on the proposal of its Sixth Committee, adopted a resolution on September 26th, 1923, laying down that, under paragraph V of the resolution of the Assembly of September 21st, 1922, any Government Member of the League might request the Secretariat to communicate to it any petitions (together with the observations of the Government concerned) which had been communicated to the Council.

The procedure to be followed in regard to minorities petitions at present in force is briefly as follows:

When the Secretariat of the League of Nations receives a petition relating to a minorities question, this petition is examined by the Secretariat in order to ascertain whether it fulfils the conditions necessary for it to be admitted. According to these conditions, petitions:

- (a) Must have in view the protection of minorities in accordance with the treaties;
- (b) In particular, must not be submitted in the form of a request for the severance of political relations between the minority in question and the State of which it forms a part;
- (c) Must not emanate from an anonymous or unauthenticated source;
- (d) Must abstain from violent language;
- (e) Must contain information or refer to facts which have not recently been the subject of a petition submitted to the ordinary procedure.

If these conditions are fulfilled, the petition is communicated to the State concerned.

If the State concerned raises for any reason an objection against the petition being admitted, the

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<sup>1</sup> See page .

<sup>2</sup> See *Records of the Fourth Assembly, Plenary Meetings, Official Journal, Special Supplement No. 13, page 302.*

Secretary-General shall submit the question of admitting the petition to the President of the Council, who may invite two other members of the Council to assist him, and if the State concerned so requests, this question of procedure may be placed upon the agenda of the Council.

If the petition is recognised as admissible, the State concerned must declare within the three weeks following the communication whether it wishes to present any observations or not. In the event of the State desiring to present observations, a period of two months, including the three weeks following the communication, is allowed for their submission. This period may be extended by authorisation of the President of the Council if the State concerned so requests and if the circumstances appear to render it necessary.

The petition, together with the observations of the Government, will be communicated to the members of the Council for their information. Any State Member of the League may also, if it so requests, obtain communication of these documents.

The President of the Council will invite two other members of the Council to assist him in the examination of the documents. If one of these members, or any other member of the Council thinks it desirable, they may bring the question to the attention of the Council, which, once the question has been submitted, may "take such action and give such instructions as it may deem proper and effective in the circumstances".

In the event of any difference of opinion as to questions of law or fact between the Government concerned and any State Member of the Council, this difference shall be held to be a dispute of an international character under Article 14 of the Covenant of the League of Nations, and the question may be referred to the Permanent Court of International Justice, whose decision shall be final.

## II. THE BALTIC STATES.

### (a) *Esthonia.*

The question of the regulation of the protection of minorities in Esthonia was placed on the agenda of the fourth Assembly. The Council, at its meeting of September 17th, 1923, adopted a resolution in regard to the matter, and noted a declaration in reference to it by the representative of Esthonia. The Council accepted the proposals contained in this declaration.

An extract from the Minutes of the Council dealing with the subject was communicated to the Assembly, which decided, on September 21st, 1923, to remove from its agenda the question of the protection of minorities in Esthonia.

### (b) *Lithuania.*

The representative of Lithuania on May 12th, 1922, in the presence of the Council of the League of Nations, signed a declaration containing stipulations similar to those embodied in the Polish Minorities Treaty, and the question of the ratification of this declaration was placed on the agenda of several sessions of the Council.

M. Galvanauskas, representative of Lithuania, drew the attention of the Council at its meeting on December 11th, 1923, to the text of the resolution voted by the Seimas of Lithuania on December 4th, 1923, which was in the following terms:

"The Seimas, having been apprised of the Lithuanian declaration concerning the rights of racial and religious minorities, takes note of it, and decides that, in view of Article 30 of the Constitution, ratification is unnecessary."

The Seimas was of the opinion that the declaration did not fall within the category of those international acts for which the constitutional law required ratification, and that the Lithuanian Government alone was qualified to bind the action of Lithuania in such questions within the limits fixed by the declaration.

The Lithuanian Government renewed before the Council engagements undertaking strictly to conform to the provisions of the declaration of May 12th, 1922. The Council thereupon declared that, in agreement with the Lithuanian Government, it regarded the declaration of May 12th, 1922, relating to the protection of minorities on Lithuania as having come into force, and it decided that the provisions of this declaration, in so far as they affected persons belonging to racial, religious or linguistic minorities, should be placed under the guarantee of the League of Nations.

## III. ALBANIA.

On October 2nd, 1921, Albania signed a declaration before the Council of the League of Nations relating to the protection of minorities in Albania. Article 5, paragraph 2, of this declaration was as follows:

"Within six months from the date of the present declaration, detailed information will be presented by the Albanian Government to the Council of the League of Nations with regard to the legal status of the religious communities, churches, convents, schools,

voluntary establishments and associations of racial, religious and linguistic minorities. The Albanian Government will take into consideration any advice it may receive from the League of Nations with regard to this question."

The Albanian Government during 1922 and 1923 submitted various information to the Council, particularly in a report dated July 7th, 1922, which dealt with the position of the minorities in Albania, and the text of a law voted by the Albanian Parliament on June 5th, 1923, concerning the legal status of the religious communities in Albania.

The Council at its meeting of September 17th, 1923, noted this information, and instructed the Secretary-General to proceed to an examination of the documents with the representative of Albania, and to submit his conclusions to the rapporteur, who would present a report to the Council at an appropriate moment. The memorandum prepared by the Secretariat has been communicated to the members of the Council on the request of the rapporteur.

#### IV. POLAND.

##### (a) *Question of the Colonists of German Race in Poland.*

Mention was made in the report to the fourth Assembly on the work of the Council of a request for an advisory opinion addressed by the Council of the League on February 3rd, 1923, to the Permanent Court of International Justice in regard to certain questions concerning the colonists of German race in Poland. The Permanent Court, in reply to the request of the Council, gave its opinion on September 10th, 1923. The Permanent Court was of the opinion that the question raised fell within the competence of the League of Nations under the Polish Minorities Treaty of June 28th, 1919, and that the position taken by Poland in the matter was not in conformity with international obligations under the Minorities Treaty.

The Council, at its meeting of September 27th, 1923, noted the advisory opinion of the Permanent Court, and invited the Polish Government to communicate to it information showing what measures the Polish Government proposed to take in order to settle the question of these colonists.

The rapporteur, in his report to the Council on this occasion, emphasised the fact that many colonists had not been left in possession of their holdings; that a certain number of them had been subjected to compulsory administration; and that others had been obliged to leave their settlements and had for the most part taken refuge in Germany. This situation gave rise to practical questions on which the Council could hardly give a decision until the Polish Government had informed it how it regarded the settlement of these questions from its own point of view.

The Polish Minister for Foreign Affairs, on December 1st, 1923, addressed a note to the Council on the subject, in which he declared that the Polish Government had not proposed to abandon the principles which it had upheld, but that it was anxious to find a practical solution for the settlement of this affair, "a solution which would not be incompatible with the principles maintained by Poland and would, at the same time, recognise the power and authority of the League of Nations". This settlement would consist in a pecuniary arrangement between the Polish Treasury and the colonists who were no longer in possession of their holdings, and in the withdrawal of all orders of expulsion against colonists in respect of whom judgment had not yet been carried into effect.

The Council had, during its session in December 1923, invited the representatives of Brazil, Great Britain and Italy to study the question. At its meeting of December 17th, 1923, it again considered the matter, and expressed the opinion that the question of the colonists could only be settled on the basis of the opinion of the Permanent Court, with which the Council formally associated itself. As, for practical reasons, it appeared impossible to restore the colonists who had been expelled from their holdings, the colonists might justly expect to receive from the Polish Government an equitable indemnity for the damages suffered as a result of the fact that they had not been left in possession of their holdings, and the Council asked the Polish Government to submit new proposals on this basis.

The Committee of the Council was invited to follow the progress of the affair, and for this purpose met at Paris on March 3rd, 1924. The Committee on this occasion was composed of M. de SOUZA-DANTAS, representative of Brazil, who acted as Chairman, Lord PHILLIMORE, representing Great Britain, and Count BONIN-LONGARE, representing Italy.

The Polish delegation, presided over by M. KOSMINSKI, chief of the Political Section of the Ministry of Foreign Affairs at Warsaw, submitted to the Committee draft regulations embodying a detailed scheme of compensation by means of a pecuniary indemnity to be paid to the colonists. Certain suggestions were made by the Committee, in order to simplify, from the practical point of view, the scheme embodied in the Polish draft.

The Committee addressed a report to the Council, which was immediately communicated to the representative of Poland. The latter on March 14th submitted his observations, but the Council, since it was obliged to conclude its work on March 15th, was unable to hear a final report on the subject from its Committee. In these circumstances, it asked the representatives of Brazil, Great Britain and Italy to continue to deal with the question in consultation with the Polish Government, and with full powers to settle it in agreement with the Polish Government as soon as possible.

The Committee of the Council met again at Paris on April 10th, 1924. After a further examination of the question, it submitted to the Polish Government proposals for the settlement of the question.

(b) *Question of the Acquisition of Polish Nationality.*

Mention was made in the supplementary report to the fourth Assembly of a request addressed by the Council to the Permanent Court of International Justice, dated July 7th, 1923, in regard to certain questions arising in connection with the application of Article 4 of the Polish Minorities Treaty. The Permanent Court on September 15th, 1923, gave its opinion in reply to the request of the Council.

The opinion of the Court was to the effect that the question raised by the Council fell within the competence of the League of Nations under the Polish Minorities Treaty, and, as regards the interpretation of Article 4, the Court ruled that this article referred only to the domicile of the parents at the moment of the birth of the person in question. The interpretation placed on Article 4 by the Polish Government required that the parents also should be domiciled in the territory at the moment when the Treaty came into force.

The Council at its meeting on September 27th, 1923, adopted the opinion of the Court. The rapporteur, however, in the report which he submitted to the Council on this occasion, represented that the application of the legal principle thus established would not fail to give rise to certain practical difficulties. The Council at the same time noted a memorandum on the application of Article 3 of the Polish Minorities Treaty submitted by the representative of Great Britain, who proposed to deal with the question of nationality as a whole. The Council invited the rapporteur to offer his good offices to the Polish Government for further examination of the question of the application of the articles relating to the acquisition of Polish nationality, and for such negotiations as the Polish Government might desire to undertake with the German Government on the same subject.

After some preliminary conversations, the rapporteur, on December 14th, 1923, submitted to the Council a new report in which was inserted the text of a memorandum which he had received from the representative of Poland. This memorandum referred to the negotiations which, on the basis of the programme established in July 1922 by the representatives of Poland and Germany, had been undertaken between the two Governments during the first days of September 1922 at Dresden. This programme included the question of Polish nationality. Negotiations had been interrupted towards the end of June 1923 owing to the vacation, and they had not been resumed. The Polish Government, however, declared in its memorandum that it was prepared to undertake negotiations with the German Government in regard to the following points:

"The question of Article 4 of the Minorities Treaty, as also those of double domicile and continuous domicile, as resulting from Article 3 of the same Treaty, might be the subject of negotiations between Germany and Poland at Geneva under the auspices of the League of Nations;

"Simultaneous and parallel negotiations between Poland and Germany could be entered into at a place to be decided upon by the interested parties, with a view to settling the problems which were included in the programme and which have not so far been solved."

The Council approved the proposed programme of negotiations. On February 12th, 1924, these negotiations were started at Geneva under the chairmanship of the representative of Brazil on the Council.

On March 14th, 1924, however, the rapporteur informed the Council that the negotiations had not yet resulted in an agreement. Divergent views of the two delegations on many points of detail had been successfully reconciled, but there still remained a certain number of questions in regard to which there was a serious difference of opinion. Certain questions arising from the interpretation of the clauses of the Minorities Treaty, which had been the subject of negotiation, had not yet been settled to the satisfaction of the two parties, and attempts made with a view to finding practical solutions, without dealing with the legal questions involved, had not yet been successful. In accordance with the programme approved by the Council on December 14th, 1923, negotiations on other questions outstanding between Germany and Poland, including the question of option (Article 91 of the Treaty of Versailles and Articles 3 and 5 of the Polish Minorities Treaty) were to be pursued simultaneously and parallel with the negotiations at Geneva. The rapporteur informed the Council that these negotiations had begun at Warsaw on February 27th, but that they had not yet resulted in an agreement.

In these circumstances, the Council asked the rapporteur to invite the Polish Government and the German Government to continue their negotiations on the questions dealt with at Geneva, and to include in the programme of these negotiations every other question raised by either party relating to the interpretation and application of Articles 3 and 5 of the Minorities Treaty. Finally, they were also asked to invite a third person to preside over their negotiations as mediator. It was understood that if the negotiations had not resulted in complete agreement in the form of a signed convention before June 1st, 1924, this third person would have full power to arbitrate on all the questions in dispute. The Council suggested that the President of the Mixed Arbitral Tribunal of Upper Silesia should be asked to undertake this task.

The representative of Poland, in accepting the proposals of the Council, declared that Poland felt morally bound not to take any definite action which might prejudice the interests of the persons whose destiny would finally depend on the issue of these negotiations.



The two Governments accepted the invitation addressed to them by the rapporteur, and the negotiations began at Vienna on April 28th, 1924, under the chairmanship of the President of the Arbitral Tribunal of Upper Silesia.

(c) *Question of German Schools in Upper Silesia.*

Interested persons belonging to the German minority in Polish Upper Silesia have addressed to the Polish authorities requests with a view to securing the opening of primary, secondary and upper minority schools.

In certain cases in which the Polish authorities have not acceded to these requests, the petitioners have applied to the Minorities Office in Upper Silesia, and the Chairman of the Mixed Commission of Upper Silesia has given an advisory opinion in each particular case, in accordance with the terms of the Germano-Polish Convention relating to Upper Silesia of May 15th, 1922.

Some of these cases have subsequently been the subject of appeal to the Council of the League of Nations, which dealt with the questions at issue at its meeting of March 13th, 1924, when reports presented by the representative of Brazil were noted.

## V. THE TERRITORY OF THE RUTHENIANS SOUTH OF THE CARPATHIANS.

The Council of the League of Nations, by a resolution adopted on November 29th, 1920, instructed the Secretary-General to collect and submit to it in due time information respecting the autonomous organisation of the Ruthenian territory south of the Carpathians. The Secretary-General has on several occasions forwarded to the Members of the League of Nations information on this subject furnished by the Czechoslovak Government.

The Czechoslovak Government, in a memorandum which was distributed to the Members of the League of Nations on December 18th, 1923 (C. 821. M. 310. 1923. I) stated that a governor of Ruthenian nationality had been appointed for this territory, and communicated the result of the communal elections which took place on September 16th, 1923.

The parliamentary elections to the Houses of Parliament at Prague have since been held in the territory of the Ruthenians. Nine deputies and four senators were elected as representatives of the territory.

## VI. WORK OF THE SECRETARIAT.

The third Assembly expressed the view that the League might best promote good relations between the various Governments which had signed Minorities Treaties and the persons belonging to minorities placed under their sovereignty by means of beneficent and informal communications with these Governments.

In execution of this resolution the Director of the Minorities Section of the Secretariat of the League of Nations has visited several of the countries concerned in order to establish closer relations with their Governments. The Minorities Section, the staff of which has been increased, has continued its investigations into the problems of minorities in the various countries.

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## 8.

### MANDATES.

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#### I. ACTION TAKEN BY THE COUNCIL IN CONNECTION WITH THE THIRD SESSION OF THE PERMANENT MANDATES COMMISSION.

The reports of the Permanent Mandates Commission on the work of its third session, July 20th to August 10th, 1923<sup>1</sup>, were submitted to the Council, accompanied by a report from the representative of Sweden<sup>2</sup>, immediately before the opening of the fourth Assembly.

On August 31st, 1923, the Council decided:

“(a) To convey to the Permanent Mandates Commission its sincere thanks for the zeal which it has displayed in the performance of its task;

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<sup>1</sup> *Official Journal*, November 1923, pages 1377-1402.

<sup>2</sup> *Official Journal*, November 1923, page 1376.

"(b) To postpone to a subsequent meeting the detailed examination of the documents relating to the work of the third session of the Mandates Commission and its decisions on this subject; and

"(c) To request the Secretary-General to forward the reports of the Commission, together with the relevant documents, to the Members of the League and to the delegates at the fourth Assembly for their information."

The Council hoped to make a detailed examination of the documents submitted by the Mandates Commission in the course of its session in September 1923, but in view of the important and intricate nature of several of the questions it was finally decided to postpone the discussion until the December session. It was further agreed that each mandatory Power not represented on the Council should be invited to send a representative to assist in the discussion of those parts of the reports with which it was concerned.

During its session in December, the Council, in accordance with this decision, discussed the work of the Permanent Mandates Commission in the presence of Sir Edgar Walton, representative of South Africa, and the Marquis Theodoli, Chairman of the Mandates Commission. The Government of Australia had requested the representative of Great Britain to act as its representative for any questions in which Australia might be interested as a mandatory Power.

The Council had first to consider a resolution adopted by the fourth Assembly on September 26th, 1923. It was in the following terms:

"The Assembly:

"Having taken cognisance of the reports of the Permanent Mandates Commission and of the observations of the accredited representatives of Australia, Great Britain, Japan, New Zealand and the Union of South Africa:

"(a) Expresses its satisfaction with the extensive work which this Commission has so conscientiously accomplished and with the notable progress made in the mandated territories since the last Assembly;

"(b) Requests the Commission to pursue its task with the same zeal and the same impartiality;

"(c) Expresses the confident hope that the Commission will continue to enjoy the co-operation of the mandatory Powers in the work of effecting a continuous improvement in the moral and material condition of the natives, and, in particular, of the women and children, by means of the organisation of general and professional education, the improvement of public health, the equitable remuneration of native labour, and the final abolition, within as short a time as possible, of slavery in all its forms, including its domestic forms;

"(d) Expresses its regret that the Permanent Mandates Commission has not been able to report that satisfactory conditions have as yet been re-established in the Bondelzwarts district and the hope that the future reports of the Union of South Africa will contain such information as may allay all misgivings in this connection."

The Council agreed that the considerations put forward by the Assembly should be brought to the attention of the interested parties. The Secretary-General was requested to communicate the relevant paragraphs of the Assembly resolution to the Permanent Mandates Commission and to the mandatory Powers and to bring the passage regarding the Bondelzwarts question to the attention of the Union of South Africa.

The documents before the Council at its December session included:

(a) Report of the Permanent Mandates Commission on the work of its third session, comprising:

(1) General observations arising out of the discussion of the reports of the mandatory Powers;

(2) Special observations on each of the individual reports of the Mandatories;

(3) Draft modifications of the rules of procedure of the Commission.

(b) Report of the Commission on the Bondelzwarts rebellion.

(c) Comments of several mandatory Powers on the observations of the Commission.

(d) A second report by the representative of Sweden regarding the work of the Permanent Mandates Commission<sup>1</sup>.

The Council, in the first place, adopted the following resolution:

"The Council of the League of Nations:

"Having taken note of the report on the work of the third session of the Permanent Mandates Commission, of the observations submitted with regard to this matter by the

<sup>1</sup> Official Journal, February 1924, pages 385-393.

accredited representatives of the mandatory Powers, and of the report presented by the Swedish representative:

“Observes with satisfaction that the mandated territories are, in general, administered in accordance with the spirit and letter of Article 22 of the Covenant and of the terms of the mandates: and

“Expresses to the Permanent Mandates Commission its keen appreciation of the great zeal which the Commission has shown in the execution of its delicate mission.”

#### A. GENERAL OBSERVATIONS OF THE COMMISSION.

The Council next considered the general observations of the Commission and took the following action:

##### 1. *Equalisation of Import Duties on Liquors imported into Mandated Areas.*

The Commission recommended in its report that the Governments of France and Great Britain should be invited to agree that the duties on all spirituous liquors imported into the territories placed under their respective mandates in Africa should not be less than the duties in the adjoining territories on similar spirits of equal strength. It further stated that, in order to maintain this uniformity of duties, it was desirable that the two Powers should consult with each other from time to time with a view to assimilating their laws and regulations applying to the duties on the import of spirituous liquors.

The Council decided “to forward the recommendation of the Commission to the British and French Governments, and to suggest that these Governments should consider what action should be taken, regard being had to the possibility of establishing an *ad valorem* duty”.

##### 2. *The Frontier between the British and French Cameroons.*

The Commission had noted that, according to the report on the British Cameroons, the frontier between the British and French mandated territories had in certain places divided tribal areas. It expressed the opinion that this situation, if the complaints were justified, would be contrary to the interests of the natives, but recommended that the Council should, before considering any measures destined to obviate these disadvantages, request the French Government to collect information and to make known its views on the subject.

The Council decided to forward the recommendation of the Commission with its approval to the French Government.

##### 3. *Extension of Special International Conventions to the Mandated Territories.*

The Commission had adopted a recommendation to the effect that “the Members of the League of Nations should forthwith consider the possibility of extending to the territories under B mandates the advantages which are conferred upon the contiguous colonies and protectorates of the mandatory State by special treaties and conventions entered into by that State with any other Member of the League of Nations, on the understanding that reciprocity will only be recognised if it does not in any way infringe the principles of economic equality”. A somewhat modified recommendation was made regarding territories under C mandates.

The Council decided “to forward the suggestions of the Commission with regard to this matter to the mandatory Powers and to request them to inform the Council of their views as to the advisability and possibility of the proposed measure”.

##### 4. *Loans, Advances and Investments of Private Capital in the Mandated Areas.*

The Mandates Commission drew attention in its report to certain difficulties which had arisen or might be expected to arise with regard to the question of loans, advances and investments of private capital in the mandated areas.

The Council decided:

“(a) To forward the suggestions of the Commission with regard to this question to the mandatory Powers, and to request them to inform the Council of the action which, in their opinion, it would be advisable to take;

“(b) To postpone any further decision in this matter to a later session with a view to deciding the question on the basis of the views expressed by the mandatory Powers, and as regards, in particular, recommendation (a) of the Commission, for an exhaustive examination of this important and delicate legal question.”

5. *Application of General International Conventions to Mandated Territories. Financial Administration of the Territories under Mandate. Venereal Diseases in Territories under Mandate.*

The recommendations of the Commission on these points principally consisted in requests for further information from the mandatory Powers.  
The Council adopted the following resolution:

"The Council decides to forward, with its approval, the recommendations of the Commission to the mandatory Powers and to express the hope that the future annual reports will contain information as complete as possible on these matters."

6. *The Health of Recruited Workers.*

The Commission had noted with much concern references in reports of the mandatory Powers to the prejudicial effects upon the health of workers who were recruited in one area and employed in another area in which climatic conditions appreciably differed.

The Council decided "to forward, with its approval, to the mandatory Powers the hope expressed by the Commission that this question will receive their sympathetic consideration and that of the administrations concerned".

7. *Application of the Principle of Liberty of Conscience in the Territories under Mandate.*

The Commission, in its report, submitted to the Council its views regarding the interpretation of the clauses in the mandates dealing with the liberty of conscience.

The Council decided to associate itself with the opinions expressed on this point by the Commission and to bring them to the notice of the mandatory Powers.

8. *Military Recruitment in Mandated Territories.*

The representative of Great Britain, during the session of the Commission, laid before it the question whether a mandatory was precluded from accepting recruits from the population of a territory under mandate who volunteered for service in an armed force belonging to a neighbouring colony, a detachment of which might be temporarily quartered in the territory. The Commission in its report gave an interpretation which was partly contested by the British Government.

The Council adopted the following resolution on this point:

"The Council decides to refer the consideration of this question as raised by the British Government to the Mandates Commission and to the British Government in the hope that the Council will receive information next year that an agreement has been arrived at on this matter."

9. *Competence of the Commission.*

In the course of the discussion on the several points contained in the report of the Mandates Commission, a suggestion was made that the Commission had a tendency to exceed the powers with which it was entrusted. On the other hand, it was emphasised that the competence of the Commission should not be unduly limited. It was agreed that the question deserved further study.

B. SPECIAL OBSERVATIONS OF THE COMMISSION.

The Council next considered the Special Observations of the Commission on particular points which had arisen out of the consideration of the individual reports of the mandatory Powers, and came to the following decisions:

"(1) To forward these observations to the mandatory Powers, and to beg them to take the necessary action;

"(2) To draw the special attention of the mandatory Powers to the utility of presenting the report of their financial administration in such a form that the Commission and the Council may be able to ascertain without difficulty whether the administration of the mandated territories has been conducted in that spirit of disinterestedness which ought to characterise it."

The Council also approved certain modifications of the rules of procedure of the Permanent Mandates Commission adopted by the Commission at its last session. At the same time, the Council requested the mandatory Powers to increase from 20 to 100 the number of copies of their annual reports which they forwarded to the Council and to let the Council have these reports, if possible, before May 20th. The Mandates Commission will now normally meet in the second half of June

### C. THE BONDELZWARTS QUESTION.

The representative of Sweden, acting President, submitted the following resolution to the Council:

"The Council of the League of Nations,

"Having made itself acquainted with the documents forwarded by the mandatory Power and the report of the Permanent Mandates Commission on the Bondelzwarts rebellion and of the comments on that report by the accredited representative of the Union of South Africa;

"Noting that in its report the Permanent Mandates Commission, by using the documents which it had at its disposal, has been able to elucidate so far as possible the facts and circumstances relating to this unfortunate rebellion and its repression;

"Expresses the hope that future annual reports will contain information as to the continuous efforts made by the mandatory Power to ameliorate the economic and moral condition of the natives in the Bondelzwarts district."

After considerable discussion, in which the representative of South Africa took part, it was decided to amend this resolution by the insertion of the following clause before the last paragraph:

"Having noted with satisfaction the renewed assurances given by the representative of the mandatory Power of its desire to take all practical steps to restore the prosperity of the Bondelzwarts people and to restart them in the peaceful occupation of their lands," etc.

The resolution as amended was adopted.

## II. ENTRY INTO FORCE OF THE MANDATES FOR PALESTINE AND SYRIA.

On July 24th, 1922, the Council approved the terms of the mandates for Palestine and Syria. At the same time it decided that these mandates should not enter into force until the Governments of France and Italy had notified the President of the Council that they had come to an agreement on certain particular points in regard to the mandate for Syria.

On September 29th, 1923, the French and Italian representatives informed the Council that a complete agreement had been reached between their Governments in this matter. The Council noted that in view of this agreement the mandates for Palestine and Syria would now enter into force automatically and at the same time.

## III. MODIFICATION OF THE BOUNDARY BETWEEN THE TERRITORIES OF THE FORMER COLONY OF GERMAN EAST AFRICA UNDER BELGIAN AND BRITISH MANDATES.

Under Article I of the British and Belgian mandates for former German East Africa, approved by the Council in July 1922, the frontier between the two mandated areas was laid down in accordance with the Orts-Milner Agreement of 1919. This Agreement placed the native communities of Ruanda and Urundi under Belgian mandate, the remaining portion of the former German colony, including the North-Eastern part of Ruanda — the district of Kisaka — being administered by Great Britain.

At its session in August 1922, the attention of the Permanent Mandates Commission was called to the fact that the boundary as traced was in certain respects very prejudicial to the interests of the natives. The Commission, in its report, drew the attention of the Council to these circumstances, and on September 4th, 1922, the Council requested its President to communicate the observations of the Commission to the Belgian and British Governments.

These Governments then opened negotiations, which ended in the conclusion of an agreement providing for the rectification of the frontier and the reconstitution in its entirety of the Kingdom of Ruanda under Belgian mandate.

On August 31st, 1923, the Council took note of this agreement and approved the necessary amendments to the British and Belgian mandates. In the course of the discussion, the representatives of Great Britain and Belgium joined with the rapporteur, the representative of Sweden, in congratulating the Permanent Mandates Commission which had drawn the attention of the Council to the matter, and by so doing had brought about a result which would undoubtedly be to the advantage of the native inhabitants of the two territories.

#### IV. MISCELLANEOUS QUESTIONS.

(a) *Archæological Research in the Mandated Territories.*

On September 10th, 1923, the Council discussed the reports on the work of the second session of the Committee on Intellectual Co-operation. On the proposal of the French representative, it decided "to forward to the Permanent Mandates Commission the scheme relating to archæological research in the mandated territories, drawn up by the *Union académique internationale* and recommended by the Committee on Intellectual Co-operation".

(b) *Application to Mandated Territories of the Convention on the Traffic in Women and Children.*

The fourth Assembly, on September 15th, 1923, adopted the following resolution (Resolution VI relating to the traffic in women and children):

"The Assembly understands that the provisions of the International Convention on the subject of the traffic in women and children are not at present applied to certain mandated territories administered by Members of the League. It recommends the Council to request the Permanent Mandates Commission to give further consideration to this question."

On December 13th, 1923, the Council adopted the following resolution, at the same time deciding to send a copy to the Mandates Commission:

"The Council, having taken cognisance of Resolution VI relating to traffic in women and children, adopted by the fourth Assembly on September 15th, 1923, requests the Secretary-General to draw the attention of the mandatory Powers to this resolution and to invite them to make special mention in their annual reports of the measures taken to apply this Convention."

(c) *Health Conditions in Mandated Territories.*

In the third of the resolutions adopted by the fourth Assembly regarding the work of the Health Organisation, the Assembly expressed the opinion:

"that it would be desirable for all health reports presented to the Permanent Mandates Commission to be communicated to the Health Committee of the League of Nations for any recommendations it may desire to make to the Permanent Mandates Commission".

At its meeting on December 13th, 1923, the Council adopted the following resolution:

"The Council concurs in the wish of the Assembly and instructs the Secretariat to take the necessary steps to secure its execution, it being understood that no departure shall be made from the recognised procedure."

The Permanent Health Committee at its first session in February 1924 appointed a Subcommittee to take cognisance of the reports mentioned above and to make such recommendations to the Mandates Commission as might seem appropriate.

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9.

#### SLAVERY.

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The fourth Assembly, on September 28th, 1923, adopted the following resolution:

"The Assembly of the League of Nations,  
"Having taken cognisance of the information obtained up to the present from Members of the League, and considering that it cannot form the basis of a sufficiently complete report:

“(a) Expresses to the Council its gratitude for the steps taken to carry out the request made by the third Assembly relating to the question of slavery;

“(b) Requests the Council to entrust to a competent body the duty of continuing the investigation with a view to obtaining further information on the subject, particularly from the Governments of States not Members of the League, and, if necessary, from individuals or organisations whose competence and reliability are recognised;

“(c) Expresses the hope that the results of this investigation may be communicated, if possible, to the fifth Assembly, and the desire that, in any case, the fifth Assembly may receive a report showing the progress made in different countries with regard to the suppression of slavery in all its forms.”

The Council, at its December session, considered a report by the representative of Sweden on the measures to be taken to carry out the decisions of the Assembly in this matter. It adopted the following resolutions:

“The Council, having considered the resolution of the fourth Assembly concerning the question of slavery, instructs the Secretary-General to enquire of those States in the present territory and colonial possessions of which slavery has been known to exist in the past to consider the possibility of communicating to the Council information on the following points:

“(a) What means, legislative, administrative or other, have been applied in the territory of ..... or in the colonies and protectorates under its sovereignty, to secure the suppression of slavery?

“(b) What have been the results of the application of these measures? Has slavery thereby been automatically and completely suppressed or is it gradually dying out? What are the economic and social results of the measures taken, for the former masters, for the slaves, for the government, and for the development of the territory involved? Is it intended to supplement the measures already taken by any further governmental action?

“The Council further instructs the Secretary-General to enquire of the above-mentioned States whether they would see any objection to indicating any organisation or individual in their country who might be able to give reliable and valuable additional information on this subject.

“The Council expresses the hope that replies to these questions may be received before June 1st, 1924, in order that further steps may, if necessary, be taken before the next Assembly to comply with the hopes unanimously expressed by the fourth Assembly in its resolution of September 28th, 1923.”

The Secretary-General, in accordance with these instructions, despatched a circular letter to all States Members of the League and to certain States non-Members.

The rapporteur, speaking of the method to be adopted in dealing with the material received, suggested that the Permanent Mandates Commission might be asked to take cognisance of the replies received and to formulate a draft recommendation “as to the methods which had proved most effective in the past, and would therefore be likely to prove most effective in the future, for assuring the suppression of slavery.”

Other members of the Council, however, objected to this procedure, and it was subsequently decided to adjourn to the next session the discussion of the competent body mentioned in the Assembly resolution.

During its session in March 1924, the Council again considered this question. The Secretary-General had, in the meantime, at the request of the Council, prepared an approximate estimate of the cost of a small advisory committee. The Council agreed that a special body should be appointed and decided:

“(a) To request the Secretary-General, after consultation with persons competent to advise him on the subject, to submit to it the names of six experts in colonial questions, who would be instructed to continue temporarily the enquiry on slavery, and to communicate to the Council their conclusions on this subject;

“(b) At the same time to invite the International Labour Organisation, through the Director of the International Labour Office, to communicate to the Secretary-General the name of some person to represent that organisation on the new Committee on Slavery.

“(c) That to cover the expenses incurred by the appointment of this Committee, a sum not exceeding 10,000 francs shall be allotted from the item of ‘Unforeseen Expenses’.”

## WORK OF THE TECHNICAL ORGANISATIONS.

### I. ECONOMIC AND FINANCIAL ORGANISATION.

#### (a) WORK OF THE ECONOMIC COMMITTEE.

##### PROTOCOL ON ARBITRATION CLAUSES.

Under a resolution adopted by the fourth Assembly on September 24th, 1923, a Protocol on Arbitration Clauses was opened for signature by all States which might desire to adhere to it.

Sixteen States have up to the present signed the Protocol: Belgium, Brazil, British Empire, Denmark, Finland, France, Germany, Greece, Italy, Japan, Lithuania, Monaco, Netherlands, Panama, Roumania, Uruguay.

##### INTERNATIONAL CONFERENCE ON CUSTOMS FORMALITIES.

The fourth Assembly, in a resolution adopted on September 24th, 1923, emphasised the importance of the International Conference on Customs Formalities to be held at Geneva on October 15th, 1923. The convening of the Conference had been previously approved in a resolution adopted by the third Assembly on September 28th, 1922.

The Council, in a resolution adopted on January 30th, 1923, formally approved the measures already taken and instructed the Secretary-General to send the invitations to the various Governments. It was decided to invite not only the Members of the League but also those Powers which were not Members but possessed an independent Customs system.

The Conference met at Geneva from October 15th to November 3rd, 1923. Thirty-one States Members of the League attended, together with representatives from Germany, Egypt, Morocco and Tunis. The American Consul at Geneva, assisted by four technical advisers, followed the work of the Conference as an observer, and the International Chamber of Commerce, invited in an advisory capacity, sent an important delegation which took an active part in the discussions.

The Conference, by thirty-two votes out of thirty-four, and with two abstentions, adopted a Convention for the Simplification of Customs Formalities and a Protocol which was annexed to the Convention. Before the Conference separated, twenty-two States had already signed the Convention. The Conference also made a number of recommendations in its Final Act, which was signed by all the delegates present.

The Convention, which will remain open for signature until October 31st, 1924, had, up to June 15th, been signed by twenty-nine States, viz.:

Austria, Belgium, Brazil, Chile, Czechoslovakia, Denmark, Egypt, Finland, France, Germany, Great Britain, Greece, Hungary, Italy, Japan, Lithuania, Luxemburg, French Protectorate of Morocco, Netherlands, New Zealand, Poland, Portugal, Kingdom of the Serbs, Croats and Slovenes, Siam, South Africa, Spain, Switzerland, Tunisia, Uruguay.

Two States (Denmark and Italy) have already ratified the Convention.

The Convention places the signatory States under an obligation to apply equitable treatment in questions of Customs formalities and not to resort to unfair discrimination. The Convention provides, in a series of stipulations, for a complete system of publicity for Customs laws and regulations. Persons who have suffered from abuses of Customs regulations are provided with facilities of appeal, either administrative, judicial or arbitral in character.

The Convention establishes certain rules relating to the regime to be applied to commercial travellers and to samples and relating to certificates of origin, consular invoices and the clearing of goods and passengers' luggage through the Customs.

Disputes arising from the application of the Convention will be settled under Article 22, which allows for recourse to the advisory opinion of a technical organisation and establishes the obligatory competence of the Permanent Court of International Justice in certain cases.

The Council, in a resolution adopted on December 10th, 1923, noted with satisfaction the success of the Conference and expressed the view that it constituted in its own particular field an application of the principle of the equitable treatment of commerce. It invited the various Governments to ratify the Convention without delay and decided to forward a copy to the Governments of Ecuador, Turkey and Russia, in order that they might sign it if they so desired.



The Council at the same time invited the Economic Committee to examine the question of the constitution of the technical organisation which will deal with disputes under Article 22 of the Convention.

*Technical Organisation for the Settlement of Disputes under the Customs Convention.*

Article 22 provides that, if a dispute arising under the Convention should not be settled either directly between the parties or by the employment of any other means of reaching agreement, the parties to the dispute "may, before resorting to any arbitral or judicial procedure, submit the dispute with a view to an amicable settlement to such technical body as the Council of the League of Nations may appoint for this purpose".

The Economic Committee, during its session held in February 1924, examined the question of the constitution of the organ provided for in Article 22. The Committee noted that the organ in question would have to deal with legal, economic and technical questions of very different kinds and that it must accordingly be sufficiently adaptable to cope with a large variety of problems and conditions. On the other hand, it was realised that care must be taken to prevent the general economic principles which had hitherto guided the deliberations of the Economic Committee from being in any way prejudiced by the issue of advisory opinions entirely unconnected with each other and proceeding from organisations whose composition varied continually. The Committee accordingly concluded that the new organ would have to combine variable with permanent elements.

The conclusion was finally reached that it was not necessary to create a special independent organisation, but that, in order to ensure continuity of principle in the economic work of the Council, it would be preferable to entrust the Economic Committee itself with the duties of organisation contemplated in Article 22. On the other hand, it was decided that for each separate case there should be co-opted, according to the nature of the dispute, experts on Customs questions, foreign trade or law, chosen from lists supplied by the contracting States. It was, moreover, agreed that in all cases each of the parties to the dispute, if not already represented on the Committee, should have the right to send an assessor who would have the same rights as the other members of the Committee.

In accordance with these principles, the Committee will create an organ of investigation for each special case; this organ of investigation will make the necessary enquiries and ascertain the facts, and will be composed of a few members of the Economic Committee, together with experts. The parties to the dispute will be represented by agents. This organ of investigation will hear the parties, examine documents and questions of fact, visit places connected with the dispute and prepare statements. Its opinion will be examined on the completion of its investigations by the Economic Committee, which will, in its discretion, either refer the opinion back to the organ of investigation for further enquiries or adopt the opinion and communicate it to the parties concerned.

The Council, in a resolution adopted on March 11th, 1924, approved the proposals submitted by the Economic Committee, and instructed the Committee to draw up draft rules of procedure, for the application of Article 22.

The Economic Committee dealt with this question during its session held in May 1924, when it drew up draft rules for the approval of the Council. (For the text of the rules see Document A. 9. 1924. II) The rules were framed in conformity with the scheme already adopted, and included, in addition, detailed provisions for urgent procedure. There was, for example, a special provision to the effect that two delegates of the Economic Committee, with the assistance of assessors representing the parties, might constitute the body for hearing a case if an application was received more than twenty days before the next session of the Committee.

#### UNFAIR COMPETITION

The fourth Assembly, in a resolution adopted on September 24th, 1923, noted with satisfaction the steps which had been taken by the Economic Committee towards the establishment of international action and better measures against unfair competition.

In pursuance of a decision taken by the Council in September 1923, arrangements were made for a conference of experts to be held at Geneva on May 5th, 1924. An invitation was sent to twenty-seven States and to the Director of the International Bureau of the Union for the Protection of Industrial Property.

The meeting of the experts took place at Geneva from May 5th to May 11th, 1924. Twenty-two States sent experts.

The experts examined documents prepared by the Economic Committee. These documents included draft articles for insertion in a revised version of the existing international Convention on the Protection of Industrial Property.

These draft articles aimed especially at securing within the territory of the Contracting States an effective appeal against the improper use of trade marks and trade names and effective

protection against the use and registration, on the one hand, of public emblems belonging to Contracting States and, on the other hand, of marks belonging to nationals of another State, and, finally, the jurisdiction of the Permanent Court of International Justice in the case of disputes to which the interpretation and execution of the Convention might give rise.

Besides these draft articles, the experts were called upon to decide on a certain number of questions: (1) more effective measures for the recognition and protection to be accorded to regional appellations of certain products; (2) the possibility of allowing representatives of a State, in the general interests of the commerce of that State, to bring an action on the initiative of that State in the territory of another State when abuses covered by the Convention occur; (3) the possibility of drawing up an illustrative list of practices falling within the definition of unfair competition; and (4) the desirability of having a legal remedy in cases of commercial defamation.

The experts expressed their opinion on these questions in a personal capacity and based it solely on considerations of a technical and scientific character. They submitted no final draft to the Economic Committee but merely aimed at collecting in a precise form the ideas and principles which they considered should form the basis of any attempt at improving the situation resulting from the international agreements already in force in respect of unfair competition.

They regarded the question in the draft articles concerning the jurisdiction of the Permanent Court of International Justice as being outside their competence.

The conclusions of the experts were presented to the Economic Committee, which adopted them during its May session, while reserving the right to give them a final form and to endeavour to find the best means to adapt them for inclusion in the existing Convention by means of suitable amendments and additions.

Thus re-drafted, these proposals will constitute the programme of revision recommended by the Economic Committee as regards the question of unfair competition. This programme will be submitted in September 1924 for the approval of the Council and will then be forwarded to the Assembly and to individual Members of the League and of the Union. Finally, it will be presented to the Conference for the revision of the Convention for the Protection of Industrial Property which the Dutch Government intends to convene during 1925.

Meanwhile, the Inter-American High Commission has been consulted as to the draft programme in so far as it affects American States.

#### PROTECTION OF UNIVERSITY, PROFESSIONAL AND OTHER TITLES.

The Sub-Committee on Intellectual Property of the Committee on Intellectual Co-operation requested the Economic Committee to ascertain whether it was possible to include the unjustifiable use of university degrees and the abuse of professional titles among acts of unfair competition.

The Committee, during its February session, decided to inform the Sub-Committee concerned that these questions lay outside the scope of the programme with regard to unfair competition, which was at that time under consideration.

#### PROTECTION OF CONSUMERS AGAINST WORTHLESS GOODS.

The delegate of Venezuela drew the attention of the third Assembly to "the harmful effect on legitimate trade of the manufacture and sale of products which, though not infringing the regulations governing trade-marks and patents, are nevertheless a form of fraud owing to the various devices intended to disguise their real nature."

The Economic Committee, invited to examine this question and reporting to the Council in January 1923, expressed the view that the protection of the consumers of a country against such products was "primarily a question of domestic policy for that country and that it should, therefore, be left to national legislation."

The fourth Assembly, however, on September 24th, 1923, on the proposal of the delegate of Venezuela, adopted a further resolution expressing the hope that the Economic Committee would discuss the possibility of international action with a view to the protection of consumers; and on September 29th, a letter, signed by eleven delegates of Latin-American States and containing certain observations on this matter, was sent to the Economic Committee.

This Committee, during its February session, instructed its Sub-Committee on the Equitable Treatment of Commerce to consider the question and to submit a report upon it.

The Economic Committee and its Sub-Committee, during the May session, heard certain explanations given by M. Zumeta, the originator of the proposal. A considerable mass of information had, in the meantime, been collected by individual members of the Committee as to the facilities available in their respective countries for the guarantee, verification, marking and inspection of certain classes of goods previous to their export; but it was considered that further information was necessary before concrete proposals could be submitted to the Council.

#### TREATMENT OF FOREIGN NATIONALS.

The fourth Assembly, in a resolution adopted on September 24th 1923, noted that the Economic Committee had succeeded in drawing up for the guidance of Members of the League a series of principles regarding the treatment of foreign nationals and enterprises duly admitted to establish themselves or to exercise their commerce or industry in the territory of another State.

The Council in July 1923 had forwarded these recommendations to the Members of the League inviting them to put the principles into practice, both by the adaptation of their national legislation and by the conclusion of bilateral agreements.

The fourth Assembly endorsed the action of the Council, and suggested that the Economic Committee should complete its examination of the problem, with special reference to a proposal submitted by the delegate of Japan to the effect that the scope of the investigation should be extended to the general problem of the establishment of foreigners.

The Economic Committee discussed the question during its February session, and in the course of this discussion the Japanese delegate on the Committee defined the scope of the Japanese proposals.

The Committee referred the question to its Sub-Committee on the Equitable Treatment of Commerce, which concluded that, before proceeding further with the study of the proposals, it would be necessary to collect more detailed information through its members and through the Secretariat in regard to the laws in force in the various countries.

The Sub-Committee decided to deal, in the first place, with the right of entry into professions, industries and occupations.

The Economic Committee hopes that it will be possible at no distant date to present a report to the Council on the subject.

#### UNIFICATION OF ECONOMIC STATISTICS.

The Economic Committee, during its February session, examined a series of resolutions adopted at Brussels in September 1923, at the Conference of the International Institute of Statistics. These resolutions were based on the report of the Preparatory Committee of Experts, which had been selected in December 1923 by representatives of the Economic Committee, the International Labour Office, and the International Institute and had devoted the earlier part of the year to the study of an agreed programme. The resolutions deal with statistics of international trade, agriculture, fisheries, prices and other indices of economic conditions.

The Economic Committee, with the approval of the Council, subsequently consulted the International Institute of Agriculture at Rome, the International Chamber of Commerce and the International Institute of Commerce at Brussels in regard to these resolutions and secured the general approval of all three organisations.

The Committee next considered what steps should be taken with a view to obtaining further observations on the principles proposed and to securing their practical application. As a result of this examination, it recommended that the resolutions concerning the statistics of international trade and fisheries should be circulated to all the Members of the League with a view to ascertaining to what extent their Governments are prepared to endorse and apply the principles which they contain.

It further recommended that the resolutions concerning agriculture should be forwarded to the International Institute of Agriculture, with a request that the Institute should circulate them to its members.

It was suggested in the resolutions of the International Institute of Statistics that certain problems might with advantage be regulated by international conventions, with a view to promoting uniformity in international statistics. The Economic Committee felt it was preferable to postpone a detailed consideration of this question until the comments of the various Governments on the resolutions as a whole have been received.

The Economic Committee, after an exchange of views with the representative of the International Labour Office in February 1924, has put forward a new programme of work for the Preparatory Committee for the current year. The programme covers the questions of the methods adopted in compiling the statistics of industrial production and industrial productive capacity and the classification of industries.

The Preparatory Committee on Statistics met again in May 1924 to consider the procedure to be followed in dealing with this new programme of work. It appointed four Sub-Committees, which will deal with the following special aspects of the problem: stocks, current statistics of production, census of production, classification of industries.

#### UNEMPLOYMENT: COLLABORATION WITH THE INTERNATIONAL LABOUR OFFICE.

The Economic Committee, during its February session, considered further correspondence which had been received from the Director of the International Labour Office<sup>1</sup> in regard to the assistance to be given by the Committee in the enquiry into unemployment on which the International Labour Office is engaged.

The Committee, after consulting representatives of the International Labour Office, proposed that a Mixed Committee should be established and initiated a system of methodical collaboration in connection both with the enquiries which are being undertaken into economic crises and fluctuations and with other matters of common interest.

During the session of the Economic Committee, held in May 1924, the Sub-Committee on economic crises discussed a memorandum on economic barometers prepared by the International Labour Office, and the following conclusions were reached:

<sup>1</sup> For previous correspondence, see General Report to the fourth Assembly (*Records of the Fourth Assembly-Plenary Meetings Official Journal*, Special Supplement No. 13, page 309).

- (a) That it is desirable to publish in the *Monthly Bulletin of Statistics* of the League of Nations a certain number of carefully selected indices of economic conditions prepared by various expert authorities in different countries with a special view to forecasting the trend of business conditions.
- (b) That the Secretariat submit to the next session of the Sub-Committee a definite proposal as to the index numbers to be included in the *Bulletin*.
- (c) That the Economic Committee and the International Labour Office shall continue to watch systematically the progress of research and experiment in this matter with a view to possible suggestions for improvement and co-ordination at some future time.
- (d) That, in the meantime, attention shall be directed (in collaboration, if necessary, with the Preparatory Joint Committee established with the International Statistical Institute) to the question of the improvement of some of the fundamental data which have a bearing on the forecast of business conditions (*e.g.*, the statistics of stocks, of raw materials, gross output of certain important industries, etc.).

#### (b) WORK OF THE FINANCIAL COMMITTEE.

##### (i). FINANCIAL RECONSTRUCTION OF AUSTRIA.

#### SUMMARY OF THE FINANCIAL PLAN.

It may perhaps be of use briefly to recall at the beginning of this chapter the general lines of the plan put into execution in Austria under the auspices of the League of Nations, of which the details are to be found in the general Report of the Council<sup>1</sup> to the Assembly last year.

Since the end of 1922 the plan for financial reconstruction, the details of which were drawn up in conformity with the Protocols signed at Geneva by the Provisional Delegation of the League and by the Austrian Government, has been put into operation under the control of Dr. Zimmerman, Commissioner-General of the League of Nations.

The Commissioner-General approves the preliminary budgets which are submitted to him each month by the Austrian Government and sets free, in the proportions that are found to be necessary to cover the monthly deficits which he has approved, a part of the international loan granted to Austria. These monthly deficits are to remain within the limits contemplated by the plan of reconstruction, which has fixed the half-yearly average of the deficit until budgetary equilibrium has been permanently secured.

The plan of reconstruction provides for equilibrium by 1925, and the expenditure of Austria up to that date is to be progressively reduced to a figure sufficiently low to ensure the permanency of this equilibrium.

The reduction of expenditure is to be gradually brought about by means of reforms, especially by an administrative re-organisation which is to result in an important reduction in the number of officials.

The Commissioner-General further controls the revenues set aside to cover the international loan (Customs and tobacco monopoly). He assigns each month from the receipts paid automatically to this account the necessary sums to assure the service of the loan. The receipts since the beginning of the scheme have proved amply sufficient for this purpose, being in an ordinary month more than twice, and in certain months more than three times, the total amount required (6 million gold crowns per month).

#### EXECUTION OF THE FINANCIAL PROGRAMME.

##### A. Budget Deficit.

The monthly reports of the Commissioner-General, of which the Council has taken note in its various sessions, draw attention to the fact that the deficit in the Austrian budget has remained within the limits contemplated in the programme of reconstruction.

The audited accounts of the 1923 period, which are to be found in the 16th report of the Commissioner-General, showed for the first six months a deficit of 1,283 milliard paper crowns,<sup>2</sup> and for the second six months a deficit of 420 milliards (this did not include the expenditure which remained to be met at the end of the year). The programme drawn up by the Provisional Delegation of the League of Nations in October 1922 allowed for a deficit of 2,034 milliards in the first six months and a deficit of 1,140 milliards in the second six months.

Further, from the reports of Dr. Zimmerman it appears that, as regards the budget deficit, the programme of the League of Nations has been fulfilled. This, however, is not the case in regard to the figure reached by receipts and expenditure. The programme drawn up by the Provisional Delegation of the League of Nations and the Austrian Government contemplated,

<sup>1</sup> See *Records of the Fourth Assembly Plenary Meetings, Official Journal, Special Supplement No. 13, page 230.*

<sup>2</sup> The gold crown at the present stabilisation rate of the paper crown is equal to 14,400 paper crowns.

both for receipts and for expenditure, a figure very much lower than that reached at the end of the financial period for 1923.

This situation has engaged the attention of the Commissioner-General and of the Council. The Commissioner-General has on several occasions pointed out that "the Austrian budget has been balanced, not by reduction of expenditure but by an extraordinary increase in receipts"; and the Council in its resolution of March 12th, 1924, after having noted that the Commissioner-General is of opinion that not all the present receipts are of a permanent character, "hopes accordingly that the administrative reforms and the reduction in the State's liabilities will continue so as to reduce expenditure in conformity with the general tendency of the programme, which is to ensure equilibrium on the basis of permanent stabilisation."

In the opinion of the Commissioner-General, the unexpected increase in the receipts from taxation is partly explained from the fact that Austria went through an extraordinary period of renewed prosperity in 1923. It was only at the end of that period of prosperity that the dangers threatening the economic life of a country where taxation was very heavy and where the assessment of taxes was not always satisfactory gradually came to be realised. In point of fact, the Government has had already to take measures with a view to reducing certain taxes. Thus, the income tax was reduced by the Law of February 29th, 1924. Further, on March 27th, the tax on transactions in securities was reduced to the level obtaining before March 10th, and a bill is in preparation to reduce the corporation tax. This tax at the moment falls on commercial industrial enterprises, possessing a legal personality, and amounts to about 50 per cent of the net profits without taking into account the additional tax on big dividends and the supertax for the Chamber of Commerce, which in certain cases may be as high as 89 per cent.

#### B. *Execution of the Programme of Reform.*

The Commissioner-General in his reports gives the following reasons for the high expenditure.

The financial needs of the different departments have not been sufficiently reduced. The number of officials dismissed from the beginning of the period of reform until March 29th, 1924, was 65,147, while by the terms of the programme it ought to have been 75,000 on December 31st, 1923, and 100,000 at the end of the first six months of 1924.

Further, the successive increases in the salaries of the officials have increased the permanent expenses of the State, the increase approved on November 1st, 1923, involving an annual additional expenditure of more than 600 milliard. This expenditure has, up to the beginning of June 1924, not been covered by any provision in the budget. According to the Government's plan, provision for this expenditure ought to have been made by means of a new allocation of the receipts from taxes between the Federal State and the independent organisations (provinces and communes).

Since no agreement had been reached before June between the Confederation and the independent organisations with regard to the new allocation of the receipts from taxes, the Parliament has voted the Government five-twelfths provisionally until the end of May 1924, and the Commissioner-General on his side has not set free for those five months from the proceeds of the international loan any sum to cover the contemplated deficits. These deficits have been covered by means of the balance remaining over from the advances to which, in accordance with the preliminary monthly budgets, the Commissioner-General gave his consent during 1923, but which were not used owing to the unexpected surplus derived from the taxation receipts.

#### CHANGES IN THE PROGRAMME REQUESTED BY THE AUSTRIAN GOVERNMENT.

During its session in March 1924, the Council had before it a letter received by the Commissioner-General from the Austrian Government.

In this letter the Austrian Government noted that the balancing of the budget might be anticipated by 1925 in accordance with the provisions of the Geneva Protocols. The provisional audited accounts for the period 1923 showed a deficit decidedly lower than the budget estimates, and the deficit for the 1924 period which had been estimated at 836 milliard paper crowns (58 million gold crowns) was, in conformity with the draft budget, to be reduced to 146 milliard paper crowns (10.1 million gold crowns). This was a figure which the Government felt hopeful of reaching despite the additional expenditure resulting from the increase in the salaries of officials.

It is true, said the Austrian Government, that the favourable results recorded in 1923 are due rather to a surplus of the receipts than to a reduction of expenditure, but this surplus represents a progressive increase in the receipts due to the increase in taxation decided on in 1922 in consultation with the provisional delegation of the League of Nations. At that time a difference of opinion had existed between the delegation and the Austrian Government, the latter estimating the progressive increase in receipts at 368.3 million gold crowns for 1923, 510.2 million gold crowns for 1924 and 558 million gold crowns for 1925, while the delegation had considered these figures to be too optimistic and had insisted that the expenditure of the State for 1925 should be reduced to the level of 350 million gold crowns. This figure the Austrian Government only accepted after having on several occasions made objections. In its Note of November 8th, 1922, the delegation maintained the limit of 350 million gold crowns, adding that it would be for the Commissioner-General to make known his opinion regarding the proposals of the Government concerning a change in the initial programme when experience showed that it was possible to overstep this limit without danger.

In its budget estimates for 1924, the Austrian Government has succeeded in maintaining provisional expenditure within the limits contemplated in the plan of the League of Nations; but, in view of the fact that it has sometimes been obliged to cut down expenditure earmarked

for work and enterprises of the first importance, it requests permission to present proposals for a change in certain figures contained in the plan of reform, while naturally keeping entirely within the limits of the Geneva Protocols, if the conclusions of the detailed examination into the financial position of the State, make it possible to put forward such proposals.

The Austrian Government further notes that, out of the sum realised by the loan of the League of Nations, 186 million gold crowns remained at the disposal of the country at the end of 1923 without taking into account the sums which were still to be paid in respect of the Spanish share (26 million gold crowns, which in fact have been paid since January 1st, 1924) and of the Swiss Government loan (20 million gold crowns not yet paid). The Austrian Government is of opinion that experience shows that the sums realised as a result of the loan need not, as was originally contemplated, be used exclusively to cover deficits in the budget. It considers that, in these circumstances, a method should be found whereby that part of the sum realised by the loan which is not needed to cover the deficits might best be used in order effectively to contribute to the betterment of the economic and financial situation. The Austrian Government thinks that it will be useful to employ a considerable part of the balance of the loan in capital expenditure, thus making it possible to reduce the budget estimates for 1925.

Realising that the questions contained in its letter can only be wholly or partly settled by a decision of the Council of the League, the Austrian Government has asked the Commissioner-General to take the necessary steps to obtain such a decision.

The Commissioner-General, in transmitting the letter of the Austrian Government, informed the Council that it was impossible for him, in the short space of time at his disposal before the end of the Council session, to examine the various figures contained in the letter, and he asked the Council to allow him to present a report on the question at some future date.

The Council at its meeting on March 12th, 1924, passed the following resolution, M. Grünberger, Minister for Foreign Affairs, attending as representative of Austria:

"The Council of the League of Nations

"1. Takes note:

- "(a) of the 12th, 13th and 14th reports from the Commissioner-General; and
- "(b) of the letter of March 10th from the Austrian Government to the Commissioner-General, forwarded by the latter to the Council.

"2. Seeing that the above letter was only received by the Commissioner-General himself during the present session of the Council and the questions referred to in it require careful and exhaustive investigation, the Council decides to postpone discussion until the next session.

"In the interval, since the matters dealt with in the Austrian memorandum give rise to problems which are closely associated with the questions which will come before the Council for consideration at the time when the latter is called upon to decide whether the equilibrium of the budget has been established on a permanent basis in conformity with the provisions of the relevant article in Protocol No. III, the Council requests the Commissioner-General and the Financial Committee to examine the Austrian letter and to acquaint it with their views on the questions raised. It requests the various Governments represented on the Council to supply the Commissioner-General and the Financial Committee with any particulars which they may be able to furnish with a view to assisting the former in their investigations. The Council would also be glad to receive any opinion the Committee of Control would like to express on the question.

"3. The Council notes with satisfaction the fact mentioned in the Commissioner-General's reports that the monthly budgetary deficit of the Austrian State has been considerably reduced and that during the last months, within less than a year after the establishment of control, the figures for receipts would seem to have coincided with those for expenditure. It takes note that in these circumstances it is possible that a considerable portion of the reconstruction loan will remain unused at the end of the year.

"At the same time, it concludes from the Commissioner-General's reports that the above result has been obtained owing to an increase in the yield of taxes rather than a reduction in the total figure for public expenditure. It notes that the Commissioner-General is of the opinion that not all the present receipts are of a permanent character and it points out that programmes for concrete reforms have been established and still remain in force. It hopes accordingly that the administrative reforms and the reduction in the State's liabilities will continue so as to reduce expenditure in conformity with the general tendency of the programme, which is to ensure equilibrium on the basis of permanent stabilisation.

"4. In consequence, the Council wishes to point out that:

- "(a) The original programme adopted by the Austrian Government constitutes a solemn undertaking, the execution of which remains obligatory unless modified with the consent of all the Contracting Parties;
- "(b) Under the terms of the Protocols, the control can only be withdrawn when permanent equilibrium is re-established in the Austrian budget and the financial stability of Austria is assured;
- "(c) Under the terms of the Protocols and of the prospectus for the flotation of the various blocks of the loan, *i.e.*, of the undertakings entered into towards the guarantor States and the bondholders, the total yield of the loan can only be employed under the control of, with the authorisation of, and for purposes approved by, the Commissioner-General."

**ANNEX**

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The following table, taken from the 16th Report of the Commissioner-General, gives the most recent statistical data in regard to public finance, the reduction, of officials, economic life (trade balance, unemployment, emigration, price indices), private finance and the position of the National Bank of Austria.

**STATISTICAL DATA**

(Value in millions)

PUBLIC FINANCES.	Third Stage		2nd Stage	1st Stage
	1924		Monthly Average	
	April	March	Since January 1st 1924	1st half-year 1923
(a) <i>Gross receipts:</i>				
Customs . . . . .	—	8.1	9.8	7.—
Tobacco . . . . .	—	12.8	12.7	11.6
<b>Total . . .</b>	—	20.9	22.5	18.6
(b) <i>Monthly preliminary budgets:</i>				
Estimated expenditure . . . . .	45.2	44.5	42.9	43.7
Estimated receipts . . . . .	43.—	44.2	39.7	30.6
<b>Deficit. . .</b>	2.2	0.3	3.2	13.1
(c) <i>Closed accounts for last fiscal period:</i>				(Corrected figures)
Expenditure . . . . .	—	—	—	43.7
Receipts . . . . .	—	—	—	38.9
<b>Deficit . . . . .</b>	—	—	—	— 4.8
				49.4
				35.1
				—14.3

**REDUCTION IN THE NUMBER OF OFFICIALS**

	In March 1924	Total up to March 29th, 1924
Central Administration . . . . .	639 (Südbahn: 113)	65,261 (Südbahn: 9,281)

**TRADE AND INDUSTRY**

	January and February 1924 combined
Value of imports . . . . .	328.4 millions of gold cr.
Value of exports . . . . .	140.9 " " " "
Trade deficit (exclusive of movements of precious metals) . . . . .	187.5 millions of gold cr.

TRADE AND INDUSTRY.	Third Stage March 1924	Third Stage February 1924	End of Second Stage, December 1923	End of First Stage, June 1923
Number of unemployed receiving relief* . . . . .	106,264	126,734	98,060	95,594
(Corresponding month in 1922-23) . . . . .	(152,830)	(167,917)	(117,144)	(33,393)
Number of emigrants proceeding abroad** . . . . .	197	215	605	1,557
(Corresponding month in 1922-23) . . . . .	(1,322)	(1,764)	(1,278)	(719)
Number of travellers who stayed at hotels in Vienna** . . . . .	41,603	36,753	38,470	30,132
(Corresponding month in 1922-23) . . . . .	(30,379)	(24,677)	(22,301)	(43,244)
Official index of the cost of living** :				
A. Cost of living (July 1914 = 1)				
Food . . . . .	13,930	13,821	12,860	14,132
Clothing . . . . .	19,521	18,983	18,673	15,323
House rent . . . . .	751	751	724	496
Light and fuel . . . . .	14,889	15,441	14,525	15,364
Combined index . . . . .	11,996	11,940	11,249	11,513
ditto, excluding house rent. . . . .	14,879	14,809	13,948	14,338
B. Wholesale prices (1st half 1914 = 1)				
Foodstuffs . . . . .	17,564	17,335	16,216	17,124
Materials required by industries . . . . .	22,605	23,245	22,582	21,061
Combined index . . . . .	19,120	19,158	18,181	18,339
Exchange index according to the gold rate (Customs parity)* 1 gold crown = paper crowns . . . . .	14.41	14,400	14,400	14,400
Average rate of dollar in paper crowns (pre-war parity 4.935 paper crowns) . . . . .	70.955	70,935	70,935	70,985
<b>FINANCE OTHER THAN PUBLIC.</b>				
Deposits in banks and savings banks* (millions of gold crowns) . . . . .	55.—	53.2	41.3	23.5
Stock Exchange index (first half 1914 = 1)*** . . . . .	2,367	2,474	2,586.—	1,479.—
<b>NATIONAL BANK OF AUSTRIA*.</b>	Millions of gold crowns at the rate of 14,400	Millions of gold crowns at the rate of 14,400	Millions of gold crowns at the rate of 12,834	Millions of gold crowns at the rate of 12,834
State Debt to the National Bank (advances during period of inflation) . . . . .	159.4	175.8	197.4	198.4
Holdings of bills . . . . .	120.3	120.5	103.—	55.—
Gold reserve and foreign currency holdings . . . . .	282.—	279.7	305.—	203.—
Value of notes in circulation . . . . .	496.2	511.4	555.—	423.—
Percentage of circulation covered by metal reserve . . . . .	56.8%	54.7%	55%	47.9%

\* At the end of the month. \*\* During the month. \*\*\* Middle of month.



**FOR MARCH 1924.**  
of gold crowns.)

£1 = approx. 22 gold crowns  
\$1 = approx. 5 gold crowns

Beginning of Reform Scheme
December 1922
4.- 6.-
10.-
56.- 17.9
38.1
—
—
—

**REMARKS**

The figures shown for the preliminary monthly budgets and closed accounts are the official figures of the Austrian Government, exclusive in the expenditure and receipt columns of the amount of the taxes refunded to the Provinces (*Ertragsanteile*). Certain other changes in the accountancy system (the effect of which is to make the totals for expenditure and receipts appear smaller) have not been taken into account. Consequently no exact comparison is possible with the figures contained in the Programme, except in the case of deficit.

The programme provides for a monthly average (exclusive of the *Ertragsanteile*):

	For the 3rd stage	2nd stage	1st stage	
Expenditure . . . . .	39.8	44.6	47.5	million gold crowns
Receipts . . . . .	36.3	31.4	24.0	
Deficit . . . . .	3.5	13.2	23.5	

Consequently, an appreciable increase each month will now be noted in the estimates for expenditure, accompanied by a drop in the estimates for receipts in the last month.

The preliminary budgets authorised by the Commissioner-General provided for a monthly average (exclusive of the *Ertragsanteile*):

	for the Second half-year	for the first half-year 1923	
Expenditure . . . . .	43.7	46.8	millions of gold crowns
Receipts . . . . .	30.6	23.7	
Deficit . . . . .	13.1	23.1	

Strength on  
March 1st, 1924  
180,207

+ 22,995 employees on the  
Südbahn)

The Programme provides for the discharge of a total of 100,000 officials, of whom 75,000 should have been dismissed before December 31st, 1923. The Südbahn staff was not under the authority of the State administration when the work of reconstruction began.

January and February 1923 combined  
235.3 millions of gold cr.  
135.1 " " " "  
100.2 millions of gold cr.

Deficit of Trade Balance:  
1921: 795 million gold crowns  
1922: 544 " " "  
1923: 818 " " "

Beginning of Reform Scheme		Increase or Decrease	
December 1922	September 1922	Compared with preceding month	Since September 1922
120,525	37,999	—	—
—	—	—	—
1,278	1,036	—	—
—	—	—	—
22,301	51,223	—	—
—	—	—	—
—	—	+ 1%	—
—	—	+ 3%	—
—	—	0%	—
—	—	+ 4%	—
9,375	11,271	0%	+ 4 %
—	—	—	—
—	—	—	—
—	—	—	—
14,380	15,100	—	— 5%
71,008	74,976	—	— 5%
—	—	—	—
7.7	2.1	+ 3%	+ 2,520%
719	502	— 4%	+ 370%
—	—	—	—
Jan. 7th, 1923	—	—	Since Jan. 7th, 1923
199.3	—	— 14%	— 20%
57.-	—	—	— 111%
93.-	—	+ 1%	+ 200%
315.-	—	— 3%	+ 57%
29.4%	—	—	—

The number of unemployed receiving relief was 167,417 in February 1923.

Index for the first half of April 1924  
(— 0 %).

.....11,973  
.....14,850

...19,465

.....14,400

.....1,724

All the indexes in this table are calculated according to the present prices in paper money as compared with pre-war prices (co-efficient of high cost of living). What cost 1 in 1914 now costs x paper crowns.

The National Bank of Austria began operations on Jan. 2nd, 1923. In accordance with the statutes, the sums in gold crowns are calculated on the basis of the average rate of exchange for the second half of the preceding year, viz.: for 1923 = 12,834 paper crowns (average rate July to December 1922); for 1924 = 14,400 paper crowns to each gold crown (average rate July to December 1923).

(ii) FINANCIAL RECONSTRUCTION OF HUNGARY.

*The Framing of the Scheme.*

It became apparent early in 1923 that, unless an external loan could be raised, Hungary would be unable to stabilise her currency and, on April 22nd, the Hungarian Government formally requested the Reparation Commission to lift the charges on her assets imposed under Article 180 of the Treaty of Trianon, in order that they might serve as security. The Reparation Commission did not oppose the request in principle. It decided, however, by a majority, that the assets should only be released for the purpose of definite loan schemes which it must previously approve, and that a fixed part of any loans raised must be allocated to reparations.

The Hungarian Government found that the raising of a loan under these conditions was impracticable. As a result, however, of the negotiations between the countries concerned, the Council of the League in September 1923, enlarged for the purpose by the addition of the representatives of Czechoslovakia, Hungary, Roumania and the Kingdom of the Serbs, Croats and Slovenes, was able to accept conditional responsibility for preparing a scheme of financial reconstruction, and it decided to authorise the Secretariat and the Financial Committee of the League to undertake any preparatory work which might be necessary for the preparation of definite proposals to be submitted to the Council in December.

The Council adopted the following resolution:

“In the event of the Reparation Commission communicating in the near future with the League of Nations and inviting it to co-operate in a scheme for a loan for the financial reconstruction of Hungary, the Council decides to authorise the Secretariat and the Financial Committee to further any preparatory work which the Reparation Commission may think should be undertaken, with a view to permitting the Council to consider, at its next session, the conditions under which the loan may be carried into effect.

“At meetings of the Council which are concerned with this question, Czechoslovakia, Hungary, Roumania, and the Kingdom of the Serbs, Croats and Slovenes will be invited to sit as Members of the Council; decisions will be taken by a unanimous vote of the Council thus constituted.”

The Reparation Commission on October 17th declared its readiness in principle to raise the charges on Hungarian assets and revenues, but reserved its final decision until a scheme should be presented.

Preparatory work was immediately undertaken by the Secretariat of the League. The main outlines of the financial and economic position of Hungary were examined by members of the Secretariat at Budapest, and the necessary statistical information was obtained. The results of this preliminary work were examined by the Financial Committee at its session held in London from November 20th to November 28th, the Committee being assisted on this occasion by an influential delegation from the Hungarian Government. A scheme of reconstruction was drawn up and agreed in detail by all the members of the Financial Committee.

The scheme was presented to the Council during its December session. The Council appointed a sub-committee known as the Hungarian Committee, consisting of the British, Czechoslovak, French, Italian, Roumanian, Serb-Croat-Slovene and Hungarian representatives, and, before separating, it accepted the report of the Financial Committee and ordered its immediate publication.

The scheme was officially forwarded to the Reparation Commission after certain subsidiary but difficult questions had been settled at a further meeting of the Hungarian Committee in London on January 16th, 1924.

The Reparation Commission on February 21st raised the liens on Hungarian assets under the conditions required by the scheme, and the Protocols were signed by the countries concerned during the session of the Council which was held at Geneva from March 10th to March 15th.

The Council accepted responsibility for proceeding with the scheme, and appointed Mr. J. Smith, of Boston, U.S.A., as Commissioner-General.

Meanwhile, a delegation of the League visited Budapest and worked out a detailed programme of budget reform. It agreed with the Government as to the terms of the legislation required to put this programme into effect and arranged for the establishment of a bank of issue.

*General Character of the Scheme.*

The basis of the scheme is a political Protocol, signed by Great Britain, France, Italy, Czechoslovakia, Roumania, the Kingdom of the Serbs, Croats and Slovenes, and Hungary. It includes a solemn undertaking on the part of all these countries to “respect the political independence, the territorial integrity, and the sovereignty of Hungary”; to avoid any attempt “to obtain any special or exclusive economic or financial advantage calculated directly or indirectly to compromise that independence”; and, with a view to ensuring respect for these principles by all nations, to appeal, should occasion arise, “in accordance with the regulations contained in the Covenant

of the League of Nations, either individually or collectively, to the Council of the League of Nations, in order that the latter may consider what measures should be taken" and to conform to these decisions. Hungary undertakes "strictly and loyally to fulfil the obligations contained in the Treaty of Trianon and, in particular, the military clauses, as also the other international engagements."

The technical problem and the main lines of its solution are thus described by the Financial Committee:

"The Hungarian problem (like the Austrian) is partly financial and partly economic.

"The budget has been unbalanced. Expenses have exceeded receipts. The deficit has been met by inflationary methods. The crown has fallen in value. This fall has, apart from its other consequences, increased the deficit itself by reducing the real value of taxation receipts, and, at the same time, has deprived Hungary of a basis on which her economic life could develop; and the situation has thus proceeded in the vicious circle so familiar in the financial history of Europe during the last few years.

"At the same time, the trade balance of Hungary has been seriously adverse, largely perhaps, but not wholly, as a result of the falling exchange.

"Hungary cannot, of course, be in a sound situation until both her budget and financial position and also her trade balance are satisfactory. She must not only meet her public expenditure by taxation but she must produce (and dispose of) as much as she consumes.

"Before this double problem, financial and budgetary on the one hand and economic on the other, the League must clearly limit and define its role.

"The Financial Committee has no hesitation in recommending that, as in the case of Austria, any financial operations for which the League undertakes any responsibility should be definitely and expressly limited to remedying the budgetary, and therefore the financial, position. The scheme recommended below is essentially one to enable the fall of the crown to be at once arrested and its value maintained; it contemplates a balanced budget after a limited period of reform; and it proposes a loan for the purpose — and the sole purpose — of covering the deficit during this period.

"This is not to suggest that the Committee considers the economic restoration as of secondary importance, nor even that the League itself can do nothing to assist it.

"On the contrary, no purely financial scheme can save the situation unless, as may be hoped, it forms the basis on which the country's economic life will develop; and one cardinal feature of this is the free interchange of goods between Hungary and her neighbours, in the arrangement of which the League can perhaps give valuable assistance. This is, however, outside the direct sphere of competence of the Financial Committee and not an actual part of the financial scheme here proposed. . . .

"Starting with this general conception, the Committee unanimously recommends the following scheme as best adapted both to the needs of Hungary and to the practical possibilities of external assistance.

"Its principles in main outline may be summarised as follows:

"1. The stoppage of inflation with a view to the *stabilisation* of the Hungarian crown, this being assisted by:

"2. An independent *Bank of Issue* enjoying the monopoly of note issue;

"3. The *balance of the budget* by June 30th, 1926, so that thereafter current expenses will be met by taxation without recourse to either inflation or loans;

"4. A *reconstruction loan*, secured by specific Hungarian revenues, to cover the deficit till June 1926, so that inflation may be stopped without waiting till the budget is balanced (which could probably never be achieved while inflation was still in progress);

"5. A control through a Commissioner-General appointed by, and solely responsible to, the Council of the League, for the purpose of ensuring the due execution of the whole programme.

"The success of the scheme so outlined requires:

"6. Satisfactory *political relations* between Hungary and her neighbours;

"7. Suitable arrangements with regard to her *external obligations*, particularly relief credits and Treaty charges.

"And, to be ultimately successful, the scheme requires to be supplemented by:

"8. *Economic restoration and development* and all the measures required to assist it, in particular, commercial agreements with neighbouring countries."

### *The Loan and its Securities.*

The scheme involves a loan sufficient to meet the deficits during the two and a-half years ending June 30th, 1926. The amount of this loan is estimated at 250 million gold crowns.

The Financial Committee did not think that governmental guarantees as provided for the Austrian loan were necessary in the case of Hungary.

The Committee accordingly proposed that the loan should be secured on certain assigned revenues of the Hungarian State, with the provision that additional revenues should be assigned if necessary, and the whole reinforced by a scheme of comprehensive reform and control. Two classes of revenue were available as security for the loan: (a) revenues to be immediately assigned, including Customs receipts, the tobacco monopoly, the salt monopoly and the sugar tax, and (b) additional revenues to be assigned if necessary. The revenues to be immediately assigned were estimated to yield not less than 50 million gold crowns per annum.

Arrangements would be made so that the reconstruction loan should enjoy a first rank charge on all receipts of these two categories which had to be freed in favour of the loan from the privileges resulting from relief bonds and the charges of the Treaty of Trianon. They will pass directly into the hands of a Commissioner-General appointed by the League, and when his tenure has terminated, of a controlling authority, adequately representing the interests of the bondholders. This authority will retain all the sums necessary for the service of the loan and the remainder only will be handed to the Hungarian Government.

The period of amortisation will not exceed twenty years, but provision is made by which a special amortisation fund may reduce this period to fifteen years. The revenues will be controlled until the debt is completely discharged.

### *Provisions as to Treaty Charges.*

Provisions as to Treaty charges may be summarised as follows:

1. The total demands in respect of Treaty payments, with the exception of pre-war debts, are limited for twenty years to an average of ten million gold crowns per annum.

2. There will be no reparation payments during the period of reconstruction, with the exception of certain deliveries of coal, for which arrangements have already been made.

3. Reparation payments in the years immediately after the reconstruction period will be substantially less than the above average.

4. No reparation payments can be made except with the assent of a Commissioner-General, who will be in office at any time during the currency of the loan whenever the equilibrium of the budget or the security of the loan is in danger.

5. Reparation payments will be made in Hungarian crowns and only converted into foreign exchange if the operation is compatible with the maintenance of the exchange value of the crown.

### *Supervisory Arrangements.*

It will be the duty of the Commissioner-General to carry out the Protocols and the programme of reform. He will administer the proceeds of the loan, and transfers from these proceeds will be conditional upon the due progress of reform. His control will be general so long as the reforms are carried out, but if the reforms are not effected as fast as the programme requires, his control will extend to the details of expenditure and taxation. He will also administer the proceeds of the assigned revenues which will pass into an account from which nothing can be drawn without his authority. He will take from these revenues the payments due for the service of the loan and hand over the balance to the Hungarian Government.

There will be no "committee of control of the guaranteeing Powers", as in the case of Austria, but the countries directly interested in the loan will be able to watch the progress of the work by means of a Committee of Control appointed by the Reparation Commission. This Committee will be able to acquire information and to give advice. Trustees will also be appointed to represent the bondholders, and an adviser to the bank of issue will be appointed on the nomination of the Commissioner-General.

The Council of the League may re-establish full control, including the adviser to the bank, if the equilibrium of the budget or the security of the loan is in danger at any time during its currency.

### *Programme of Reforms.*

A delegation of experts appointed by the Council under the second Protocol to collaborate with the Hungarian Government in framing a detailed programme of reforms worked in Budapest

from March 1st to March 22nd, 1924. The delegation, which had the opportunity during its stay in Hungary to enter into relations with the representatives of the economic life and the political parties, framed, in collaboration with the Hungarian Government, the texts of the legislation necessary to carry out the scheme of reconstruction.

This legislation includes the ratification of the Protocols, the conferring of full powers on any Government, during the period of reconstruction, to proceed with the reforms, and detailed provisions in regard to taxation and expenditure, including a series of budgets ending in equilibrium in the second half of 1926.

The statutes of the bank of issue are modelled on those of the Austrian bank. The bank will be opened early in June, when all inflation must definitely cease.

The delegation agreed with the Hungarian Government as to the interim measures to be taken in the immediate future, and set up a system under which the revenues assigned will be collected and centralised.

The programme elaborated by the delegation has been faithfully executed. The Reconstruction Law and the law establishing the bank were voted by the Hungarian Parliament on April 17th, 1924, and special accounts of the loan proceeds and the revenues assigned to its service were immediately opened. The Government has obtained an advance of 20 million Swiss francs from Hungarian banks and industrial groups to meet its needs in foreign exchange during the intermediate period before the proceeds of the external loan are available.

#### *Conclusion.*

It may be convenient, in conclusion, to summarise briefly the series of safeguards provided for the loan and the reconstruction scheme:

(i) The scheme has been modelled, with appropriate modifications, on the successful experience in Austria.

It is based on a political Protocol designed to assure political stability and good relations, signed by the seven countries chiefly interested; and on a financial Protocol signed by Hungary, based on the unanimous recommendations of the Financial Committee and approved and agreed by all the seven countries.

The scheme has also been accepted by the Reparation Commission, whose decisions limit the demands on Hungary for 20 years to the sums contemplated in the scheme.

(ii) The revenues assigned immediately to the loan are, on a conservative estimate, such as to give an ample margin over the sums required for the service of the loan.

(iii) Additional revenues will be assigned if necessary; for this purpose all the revenues of Hungary, except the railway receipts, are available.

(iv) All the revenues, both those immediately assigned and those to be assigned later if necessary, will be clear of all prior or equal charges.

(v) The revenues will be effectively controlled till the loan has been completely repaid (see (x)).

(vi) The new bank of issue, independent of the Government, with its statutes approved in detail by the League delegation, will assure, with the assistance of its adviser, the stabilisation of the currency.

(vii) The detailed reform programme has been worked out in complete agreement with the League delegation, and, in the unanimous opinion of the delegation, is such as to secure the balancing of the budget on a stable basis.

(viii) The Commissioner-General appointed by the League has both the loan and the assigned revenues in his hands and has thus effective control over the Hungarian budget. It is his duty to secure equilibrium and maintain it, and the funds in his hands give him the necessary power.

(ix) Trustees, named by the Council, will watch the special interests of the bondholders.

(x) The assigned revenues will at all times be effectively controlled, and the full control of the budget may be re-imposed at any time during the currency of the loan.

#### (iii) ALBANIA.

The Council, in agreement with the Assembly, decided in 1921 to entertain any application that might be received from States which felt the need of technical advisers.

Albania, in 1922, requested the appointment of a financial adviser, and the Council, on the recommendation of the Financial Committee, appointed Mr. J. D. Hunger, of Dutch nationality, to the post. Mr. Hunger took up his duties in June 1923, and, in conformity with his contract with the Albanian Government, has sent to the Council various reports, which have been published in the *Official Journal*.

The Financial Committee has continued to follow Albanian affairs as a result of information received or of requests which have been made for its advice.

In September 1923, Mr. Hunger requested the Financial Committee's assistance in the preparation of statutes for a bank of issue. Convinced of the great importance that such an institution would have in promoting the prosperity of the country, the Financial Committee undertook during its session in September 1923 to draft an organic statute for the bank. This statute was drawn up in the greatest detail, and the text was forwarded to the fourth Assembly as an annex to the report of the Economic and Financial Organisation (Document A. 58. 1923 (2)).

The Financial Committee expressed the opinion that the capital for the bank should be subscribed in various financial markets in order to ensure an international basis for the future bank. This would facilitate the bank's operations and would be more likely to ensure public confidence.

During its session of December 1923, the Financial Committee carried out a special examination of the second report of Mr. Hunger, and it submitted an opinion to the Council of the League of Nations based on the information contained in that report. It noted with satisfaction the efforts made by Mr. Hunger to bring about by his advice an improvement in the economic and financial situation of Albania and declared itself greatly impressed by the importance of the part which could, and indeed should, be taken by the Financial Adviser in a State the financial situation of which appeared to be difficult.

The Committee noted the facts to which Mr. Hunger drew attention in his report. These were, in the opinion of the Committee, of a serious nature: the receipts provided for in the estimates had been over-estimated by 15 per cent; the salaries of officials had not been paid at the proper time; Treasury bonds had not been redeemed, etc. Arrears of expenditure amounted to 20 per cent of the budget and the deficit for 1924 was estimated at some 30 per cent of the budget. The Committee stated that, having followed the process of economic and financial disorganisation in various regions, it could not but consider this situation as grave; it felt that, in bringing to the attention of the Council the menace to the future shown in Mr. Hunger's report, it was fulfilling the spirit of the general mission which it had endeavoured from the outset to carry out, on the principles of sound finance laid down at the Brussels Conference.

The Council, at its meeting on December 18th, 1923, noted the report of the Financial Committee and decided to forward a copy to the Albanian Government.

On March 14th, 1924, Mr. Hunger addressed a special report to the Council, in which he stated that on March 1st he had received a letter signed by the acting Prime Minister to the effect that the Albanian Government, in accordance with the terms of Article 22 of the contract passed between itself and Mr. Hunger, begged by that letter to denounce the contract.

Mr. Hunger informed the Council that it had recently been his duty to notify the Government that several clauses of his contract concerning his official duties had not been complied with in the past.

The Council, at the request of the British representative, considered this report at its meeting on March 15th, 1924. It requested the representative of Albania, who was present, in collaboration with the Secretary-General, to secure and present to the Council such further information as might become available.

#### (iv) THE FREE CITY OF DANZIG.

##### CURRENCY REFORM.

The currency history of the Free City of Danzig during the year 1923 is of some importance.

The position of the Free City was exceptional in two ways. In the first place, until October 20th, 1923, she possessed no money of her own apart from a restricted amount of emergency currency, the German mark being normal legal tender. She suffered therefore all the loss due to the effects of the German inflation without obtaining any of the temporary benefits or compensation. In the second place, by the Treaty of Paris of November 9th, 1920, Poland and the Free City had undertaken to enter into negotiations, whenever circumstances should permit, with a view to unifying their monetary systems.

By a Law of November 2nd, 1922, the municipality was authorised to issue as legal tender an emergency mark currency to an amount not exceeding 360 million marks, guaranteed by the property of the municipality. The limit of this issue was raised from time to time as the German mark depreciated. The notes were withdrawn on November 20th, 1923.

This law, however, did not and was not intended to meet the main difficulties due to the very rapid and continued depreciation of the German mark. From the spring of 1923, the mark was gradually abandoned as a unit for account and credits were granted, mortgages made and prices fixed in some form of gold or other relatively stable value. By July 1923, the mark had been completely discarded in Danzig as a standard of value, without, however, alleviating more than a part of the economic distress, since wages had necessarily to be paid in the paper legal tender, the value of which might have materially changed during the week or days over which it had to be expended.

In September 1922, the Financial Committee, after examining the problem, recommended that the Free City should at once take in hand the question of introducing a new currency. In the months of May and June 1923, a scheme for monetary reform, drafted by the authorities of the Free City, was submitted to the Financial Committee and was considered in June 1923.

In September, the Financial Committee submitted detailed information on a still more comprehensive proposal and the final scheme<sup>1</sup>—the result of collaboration between the Financial Committee and the Danzig authorities<sup>1</sup>—was embodied in laws passed in October and November 1923.

On account of the smallness of the population (about 360,000), the introduction of an independent currency presented special difficulties. It was proposed, therefore, to adopt a system similar to the gold exchange standard and to make the new currency dependent upon the pound sterling, supported by the reserves held in London and in Danzig.

On the other hand, it was necessary to take into account the special conditions of Danzig in relation to Poland under the terms of Article 36 of the Treaty of Paris of 1920. An agreement was signed on September 22nd, 1923, at Geneva, under the auspices of the Financial Committee. By this agreement it was guaranteed that the monetary reform should not in any way affect Article 36 of the Treaty of Paris, the two parties formally binding themselves to open negotiations as soon as circumstances permitted with a view to the unification of their monetary systems. Polish banks with headquarters in Danzig were entitled to form part of the consortium to be entrusted with founding the Bank of Danzig, to which it was intended that the privilege of note issue should be granted.

By a Law of October 20th, 1923, the gulden and pfennig were introduced as a unit of account into the Free City, the gulden being equivalent to one twenty-fifth of the pound sterling and the pfennig to one-hundredth of a gulden. The German mark was to continue as legal tender and could be accepted also as a standard of value. The issue of all other forms of currency was prohibited, and all the instruments of payment then in circulation had to be withdrawn by February 1st, 1924. The Senate was authorised to raise the necessary fund up to a limit of 6,000,000 gulden by means of a loan.

The law contained provisions, amongst others, compelling all legal transactions to be concluded in gulden and pfennig; public, commercial and State exchequers were bound to accept gulden and pfennig; persons engaged in retail trade were prohibited from marking prices except in German marks (paper marks) or gulden and pfennig, although they were entitled to accept payment in other currencies.

At the same time as the law was passed, a Danziger Zentralkasse was founded by the Danzig banks as a joint-stock company, which issued "Zwischengulden", a note fully backed by English pounds. These provisional gulden notes were accepted by the State in payment of taxes, dues, etc.

The existing municipal emergency currency was withdrawn, and, in order to obtain the necessary currency for paying its employees and meeting its daily expenditure, the State raised a loan with the local banks, industrialists, etc., of £200,000, which was covered mainly by the profits subsequently made on the minting of the new token currency.

This provisional measure proved successful in providing temporarily a stable currency and the transition to that currency was effected without difficulty. It was found, however, that the foundation of a new bank and the introduction of a final currency scheme were matters of urgent importance.

The final reform was carried out in a series of laws dated November 20th, 1923, which had been prompted by the recommendations of the Financial Committee. By the first of these laws, gulden and pfennig were established as the only medium of exchange in the territory of the Free City. By the terms of this Act, gulden and pfennig became the sole legal tender on January 1st, 1924. The new currency was based on the currency law and the law establishing the bank of issue. All debts expressed in marks could be paid in marks or gulden as the debtor might choose, but the creditor had to be informed of his choice not later than January 3rd, 1924.

The mint law of the same date gave the State the right to mint gold coins of 25 gulden, silver of 5, 2, 1 and  $\frac{1}{2}$  gulden pieces, nickel of 10 and 5 pfennig pieces and copper of 2 and 1 pfennig pieces.

By the terms of the Bank Law of November 20th, 1923, the Free City transferred its right of note issue to a bank to be founded at Danzig under the title of the "Bank of Danzig", with a capital of 7,500,000 gulden, divided into 75,000 shares of 100 gulden each. Of the total capital subscriptions, 5,400,000 gulden were made in Danzig and 2,100,000 by the Polish group. The bank was to act as the Government's bankers, the Government obtaining a certain control by a Bankkommissar with the right to take part in all the meetings of the board of management and directors. The bank obtained the right to issue notes to a limit of 100 gulden per head of the population; notes covered for at least one-third of their face value by gold or gold coins, by notes of the Bank of England or by sight claims thereon, the pound sterling being considered equal to 25 gulden. The remainder of the banknotes in circulation was to be covered by discounted commercial bills or by Danzig minted currency. If the net circulation should exceed 100 gulden per head of the population, the bank would be subjected to a tax of 5 per cent on its surplus issue. The Danzig Senate could only cancel the right of the bank to issue notes after giving one year's notice and offering compensation to the shareholders.

The bank was founded on February 5th, 1924, and opened its doors on March 7th. The Reichsmarks were not converted into the new gold currency, but, after the issue of the new definite

currency, were treated as foreign valuta. By March 15th, 1924, the circulation of stable currency was as follows:

Zwischengulden . . . .	11,874,381.67
Silver . . . . .	8,765,701
Nickel and copper . . . .	321,698
A total of	20,961,780.67 gulden or £ 838,471 4s. 6d.

(v) DOUBLE TAXATION AND FISCAL EVASION.

The Financial Committee, with a view to carrying out the principles of sane finance as established in 1920 by the Financial Conference at Brussels, examined in 1922 the problem of double taxation.

The free circulation of capital is, from the economic point of view, impeded owing to the lack of an international delimitation of fiscal tariffs, and, from the point of view of equity, the high rate at which these tariffs are levied upon the same sources of revenue in different countries considerably prejudices the taxpayer.

The Financial Committee thought it advisable to have the question examined by two groups of experts: a group of economic experts (M. Bruins, M. Einaudi, M. Seligman and Sir Josiah Stamp) and a group of Government experts consisting of those administering taxation in Belgium, Czechoslovakia, Great Britain, France, Italy, Netherlands and Switzerland. The latter group was asked to study the question from the practical and administrative point of view.

The Committee of economists, after an exchange of views in 1922, met in Geneva in 1923. Its report was communicated to the States Members of the League of Nations, and afterwards examined by the Committee of Government experts in June 1923.

The Government experts were also invited by the Financial Committee to study the problem of fiscal evasion at the same time as the problem of double taxation. The Conference at Genoa had emphasised the advantages of examining these two questions simultaneously.

The Assembly, during its session held in September 1923, was informed of the position in regard to these investigations, and expressed the wish that they would shortly enable an agreement to be reached in regard to certain common principles.

The Committee of Government experts met for the second time at Geneva from October 8th to October 13th, 1923. During this session they studied the question of fiscal domicile, continued the preparation of recommendations relating to schedular taxes, and dealt in a preliminary way with the question of fiscal evasion.

As regards fiscal domicile, legislation frequently provides for certain taxes to be levied at the domicile of the taxpayer. If a convention on double taxation stipulates that the right of levying the tax belongs to the State of domicile, it is necessary to establish the exact meaning of the word "domicile", "residence" or "habitation", whichever term happens to figure in the texts. These words have very different legal significance in different countries. The experts were, therefore, obliged to try to find some practical definition of the term "fiscal domicile".

A single universal solution appeared to be impossible, and the experts suggested several definitions, some of which apply to income tax and others to succession duties. The experts recognised that fiscal domicile could not be the same for a periodic tax, which tended to vary each year with the variations in the income of the taxpayer, and for a single levy on the total wealth of the taxpayer at the moment when his property changed hands.

The experts continued their investigation, begun at the first session, on the various sources of wealth considered from the point of view of schedular taxes or taxes on real estate. They decided that the interest on revenue (other than revenue derived from mortgages and movable property) and income derived from life annuities, should be taxed by the State where the taxpayer had his domicile.

Regarding interest on deposits and current accounts, and, above all, interests derived from public funds, stocks and bonds, the problem was to decide whether the State where the owner of the property is domiciled or the State where the person subject to the liability, that is, the State where the society, corporation or company issuing the shares, is domiciled, should have the right to tax movable property.

The Committee of economists decided for the first alternative. The authors of the Convention of Rome concluded between the Succession States of Austria preferred, however, the second alternative. The Government experts showed a preference for a system similar to that adopted in the Rome Convention, but they allowed for numerous exceptions, to be defined in bilateral agreements. They contemplated, for the execution of these conventions, a certain extension of the affidavit system.

As regards fiscal evasion, the experts unanimously recognised the necessity for adopting measures based upon international agreements framed with the object of ascertaining taxable wealth from the point of view of double taxation, and of combating frauds to impede the effective recovery of the taxes. They expressed the wish that the administrations of the various countries should undertake to furnish one another mutually with the information necessary to assess taxes



on immovable property, on mortgages, on industrial and commercial enterprises, as well as on earned income (wages and salaries).

The Committee of Government experts during its third session (March 31st to April 7th, 1924) heard a delegation from the International Chamber of Commerce, which explained the importance for commercial circles of the problem of double taxation. The International Chamber of Commerce was prepared to continue the collaboration which it had afforded to the League of Nations on several occasions, particularly in the elaboration of the Convention for the Simplification of Customs Formalities, of the Protocol on Commercial Arbitration, and of the conventions relating to communication and transit. The Committee, during its third session, also finished its examination of the various classes of taxes, and agreed on certain principles calculated to assure the solution of the problem of double taxation. It also continued its study of the problem of fiscal evasion.

The Committee of Government experts will draft its final conclusions during its forthcoming session.

## II. THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT.

### SECOND GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT.

The Second General Conference on Communications and Transit met at Geneva from November 15th to December 9th, 1923.

The Conference adopted four draft conventions, which were signed at its close by the representatives of a considerable number of the participating States.

#### (a) *Convention on the International Regime of Railways.*

This Convention contains "a concise and systematic codification of recognised international obligations in respect of international railway traffic". The Convention is not intended to take the place of existing special conventions, but rather to promote the conclusion of further special agreements by introducing common principles and uniform rules. It is divided into two parts, the first of which defines the object in view and contains the formal provisions, while the second consists of a Statute on the International Regime of Railways.

The Statute deals with:

1. Interchange of international traffic by rail;
2. Reciprocity in the use of rolling-stock and technical railway uniformity;
3. Relations between the railway and its users;
4. Tariffs;
5. Financial arrangements between railway administrations;
6. General regulations.

Of these chapters perhaps the most important are those dealing with the relations between the railway and its users and with tariffs. The Convention lays down that the contracting States shall, as far as they are able, facilitate the transport of passengers and goods on the basis of a single contract to cover an entire journey, and that, failing a single contract, reasonable facilities shall be afforded for the carriage on successive contracts of traffic passing over the railways of two or more contracting States.

The Convention lays down, as regards tariffs, that they shall be duly published before coming into force. It recognises the necessity of leaving tariffs sufficiently flexible to permit of their being adapted to the complex commercial requirements of the contracting States, and lays down that the contracting States shall retain full freedom to frame their tariffs, provided this freedom is exercised without detriment to international traffic. The tariffs must be reasonable both as regards their amounts and the conditions of their application and must refrain from all discrimination of an unfair nature directed against the other contracting States.

For the application of this Convention, a definite system of arbitration or judicial settlement of disputes, based on principles similar to those set down in the Barcelona Conventions, is provided.

#### (b) *Convention on the International Regime of Maritime Ports.*

This Convention deals with the regime of maritime ports normally requested by sea-going vessels and used for foreign trade. Subject to reciprocity, every contracting State undertakes to grant the vessels of every other contracting State equality of treatment with its own vessels, particularly as regards the freedom of access to the port, the use of the port and the full enjoyment of the benefits as regards navigation and commercial operations which it offers to national vessels, their cargoes and passengers.

In assessing and applying Customs and other analogous duties, local octroi or consumption duties levied on the importation or exportation of goods, no distinction may be made between the flag of any contracting State whatsoever and the flag of the State under whose sovereignty the port is situated.

Unless there are special reasons justifying an exception, Customs duties levied in any maritime port may not exceed the duties levied on the other Customs frontiers of the State concerned.

The principle of reciprocity involved the adoption of a clause that gives any State the right, after giving notice through diplomatic channels, to suspend the benefits of equality of treatment to every vessel of a State which does not effectively apply in any maritime port situated under its sovereignty or authority the provisions of the Convention.

States will be bound to introduce into conventions at present in force, and which contravene the provisions of the new Statute, the modifications required to bring them into harmony with the Statute.

The Convention was adopted unanimously by the Conference and has been signed by the delegates of sixteen States.

(c) *Convention on the Transmission in Transit of Electric Power.*

This Convention is the first attempt at an international settlement of the question with which it deals. It contains only moral engagements intended to assist in the conclusion of agreements between States for the transmission in transit of electric power, and lays down that such transmission shall not be subject to special dues or charges. It specifies a number of provisions which might with advantage be introduced into such agreements.

(d) *Convention on the Development of Hydraulic Power.*

This Convention, like the last, deals with a question which is new in the history of general international agreements. Its object is to increase the number of agreements between States for the development of hydraulic power and to introduce into them a certain degree of uniformity. It confirms the right of each State, within the limits of international law, to carry out operations for the development of hydraulic power on its own territory, and in cases where "reasonable development of hydraulic power involves international investigations", it contains provisions which are designed to further the conclusion of agreements satisfactory to all the Governments concerned.

#### THE WORK OF THE ADVISORY AND TECHNICAL COMMITTEE.

The General Conference, which met in November 1923, reconstituted the Advisory and Technical Committee for Communications and Transit. The new Committee held its first session from March 12th-14th, 1924. As a result of the elections made by the second Conference on Communications and Transit, the Committee is at present composed of members appointed by the Governments of the following States: Austria, Belgium, Chile, China, Colombia, Cuba, France, Great Britain, Greece, Italy, Japan, Lithuania, Norway, Poland, Roumania, Salvador, Spain, Venezuela.

The Advisory Committee, during its session in March 1924, considered its programme of work and appointed a number of sub-committees to deal with the various items on its agenda.

There are certain questions which must necessarily be considered by the Committee in the ordinary course. These questions include all matters connected with the execution and ratification of the Conventions of Barcelona and Geneva, the settlement of disputes under these Conventions and the execution of the resolutions of the Genoa Conference.

The Committee decided to put on its agenda a certain number of other questions which had already been examined by the old Committee:

1. Questions relating to railway traffic, for example, communications by sleeping-car between Berlin and Vienna.
2. Co-operation between railways and waterways.
3. Unification of tonnage measurement in inland navigation.
4. Unification of private law in inland navigation.
5. Unification of statistics in inland navigation.
6. Health control of traffic on waterways.
7. Unification of private law in air navigation.
8. Motor transport (revision of 1909 Convention on Road Traffic.)
9. Telegraphy and radio-telegraphy.
10. Unification of tonnage measurement and safety at sea.
11. Reform of the calendar.
12. Automatic coupling of railway rolling-stock.

It was decided to retain all these questions on the agenda, but in some cases it was considered advisable to postpone their discussion until more precise information had been obtained from competent bodies or the interested Governments.

The Committee noted that for certain questions it was proposed to convene international conferences, and on the proposal of the Italian Government transmitted to the Committee by the Council, a general conference on radio-telegraphy is under consideration by a committee of experts. The Committee itself anticipates that it may be desirable to convene before long a conference of the States represented upon the River Commissions in order to draw up a convention relating to tonnage measurement in inland navigation. A conference of the same States may also be necessary to consider the unification of private law in inland navigation.

The Committee is of opinion that an international conference may be necessary in another sphere of its activities, namely, for the revision of the Convention of 1909 on Road Traffic. Several Governments, among which are the Belgian, British and Swiss Governments, have expressed the desire for a revision of the Convention.

The Committee has noted the amendments made by the Health Committee in the model Convention for the Health Control of Traffic on Water ways, and decided that it will be necessary to examine them at a future session.

The Committee discussed the progress made by the former Advisory Committee in connection with the question of the reform of the calendar. This former Committee had adopted a resolution to the effect that it was not impossible, from the point of view of dogma, to reform the calendar on the principles laid down by the Astronomical Union of 1922, and the resolution had been communicated to all the Governments and the religious authorities concerned. The Œcumenical Patriarch took a favourable view of the proposals. The Holy See, on the other hand, stated that it could not accept the idea of a reform unless public opinion was clearly in favour of it and unless an Œcumenical Council passed a recommendation to that effect.

The Committee, in order to deal with the various questions on its agenda, appointed ten sub-committees. The various questions submitted to the Advisory Committee will be forwarded to the competent sub-committees and the plenary Committee will undertake a periodical review of the work accomplished and issue any instructions that may be necessary.

#### *Travelling Facilities for Groups of Students, Boy Scouts and Girl Guides.*

On September 28th, 1923, the fourth Assembly passed a resolution to the effect that, as it considered it of great importance to encourage contact between younger generations of different nationalities, the Governments of Members of the League should be asked to grant all possible facilities for travel to groups of students of higher or secondary educational institutions and to groups of Boy Scouts and Girl Guides belonging to a registered national association of any Member of the League when such groups were travelling from the territory of one Member of the League to the territory of another.

In accordance with this resolution, a circular letter was sent to all Members of the League on November 9th, 1923.

To this letter thirteen Governments have so far replied. Of these, the Governments of Belgium, Bulgaria, China, Czechoslovakia, Greece, Hungary and Italy have stated that they will be prepared to grant a reduction in railway fares, amounting, in the case of Bulgaria, Czechoslovakia and Hungary, to 50 per cent. These facilities are in most cases contingent on reciprocal treatment.

### III. THE HEALTH ORGANISATION.

The Health Organisation, reconstituted in accordance with the scheme approved by the fourth Assembly<sup>1</sup>, has during the past year assisted in the preparation of, or studied the possibility of concluding, international conventions on a number of urgent problems; it has collaborated on certain questions with the other technical organisations of the League. It has undertaken certain specific tasks at the invitation of Governments; and, in the interests of international co-operation, it has organised interchanges of public health officers between the departments of various countries and further developed its services of epidemiological information.

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<sup>1</sup> The Permanent Health Organisation is now definitely constituted in accordance with the scheme approved by the fourth Assembly, and the Standing Health Committee met for the first time on February 11th, 1924.

The Committee consisted of the President of the Committee of the Office international d'hygiène publique, nine members appointed individually by the Committee of the Office international, and six members appointed by the Council during its session held in December 1923. The scheme for the constitution of the Committee required the nomination by the Health Committee of four additional members, three of whom were chosen by the Committee at its first session in February and the fourth at its second session in May. In accordance with the recommendation passed by the Assembly on September 23rd, 1921, the Committee nominated as one of the four additional members a medical woman experienced in public health matters. The nominations made by the Health Committee have been duly approved by the Council.

The Committee, during its opening session, decided to authorise representatives of the Secretariats of the League of Red Cross Societies and the International Red Cross Committee to attend its meetings when questions affecting international Red Cross organisation were under consideration.

A. WORK IN CONNECTION WITH INTERNATIONAL CONVENTIONS.

1. *Mission to the Far East: Proposed Draft Sanitary Convention.*

A mission of enquiry to the Far East was sent, with the approval of the Council, in 1923, to investigate the incidence of epidemic diseases and the organisation and working of port health services in the Far East. Dr. Norman White, Chief Commissioner of the Epidemic Commission, presented his report on this enquiry at the first session of the Health Committee in February 1924, together with a draft sanitary convention which he had prepared in the light of the information and experience acquired in the course of his mission.

The Health Committee, by a resolution adopted on February 20th, recommended that the report of Dr. Norman White should be forwarded, through the Secretary-General, to the Governments of all the countries of the Far East, with the request that they should present their observations on the draft sanitary convention annexed to it. It further instructed a sub-committee to examine the observations received from the Governments and to prepare a general report on them for submission to the Committee at a later session. It was understood that the Committee would ultimately forward this report to the Advisory Health Council.

2. *Proposals for an International Convention on the libre pratique for Ships.*

The fourth Assembly, in a resolution adopted on September 15th, 1923, approved a decision of the Council authorising the Health Committee to examine a proposal submitted by the Netherlands Government regarding *libre pratique* for ships. This proposal was made with a view to facilitating international maritime traffic by allowing a ship, accorded a clean bill of health at a port whose sanitary equipment was internationally recognised as sufficient, to touch at subsequent ports without a further examination, provided there was no sickness during the voyage.

The question was discussed by the Health Committee during its session held in May 1924. It was suggested by the Netherlands representative on the Committee that, with a view to establishing a universal standard for sanitary measures to be taken in ports, the League might: (1) lay down the general rules of sanitary control; (2) be entrusted with the right of supervision and control; and (3) appoint arbitration committees to deal with any disputes arising from the application of such measures.

There was some difference of opinion in the Committee as to the possibility of drafting an international convention or of establishing an international control. The Committee finally proposed that Governments should be recommended to conclude separate agreements such as were contemplated in Article 41 of the International Convention of 1912, and it entrusted to a special sub-committee the task of studying the practical measures necessary to facilitate the conclusion of such agreements. The object of the agreements would be to limit as far as possible the formalities which hamper commercial relations.

The Committee expressed its readiness, in the event of difficulty in the application of such agreements, to place its services at the disposal of Governments which might desire to use the League for purposes of mediation.

3. *Revision of the International Sanitary Convention of 1912.*

During its examination of the question of a convention relating to the *libre pratique* imports, the Committee had occasion to lay stress on the great importance of drawing up the final text of the modified International Sanitary Convention, on which all partial health agreements are based.

A new text has been drawn up by the Permanent Committee of the Office international d'hygiène publique, and should now be examined by an international health conference to be summoned specially for the purpose.

The Health Committee recommended that it should be suggested to the Governments that on the occasion of that conference the members of the Permanent Committee of the Office international d'hygiène publique should be entrusted with the rôle of plenipotentiary delegates. This suggestion was, in fact, made by the last Assembly. It is probable that the saving in time and expense which would result from the adoption of the Committee's suggestion will appeal to the Governments represented at the conference. The Governments, moreover, would probably appoint for the international conference the delegates who are already members of the Permanent Committee of the Office. The delegates of the Governments which are not members of the Office might be appointed in the same manner as those sent to represent these Governments at any international health conference.

4. *Health Regulations on Waterways: Preparation of a Model Convention.*

The Health Committee has collaborated with the Advisory Committee for Communications and Transit in the preparation of a model convention regarding health regulations on waterways, which will in due course be submitted to the Governments (see below).

## B COLLABORATION WITH OTHER TECHNICAL ORGANISATIONS OF THE LEAGUE.

### 1. *Advisory and Technical Committee for Communications and Transit: Health Regulations on Waterways.*

A mixed committee, composed of members of the Health Committee and of the Transit Committee, discussed and adopted during the month succeeding the fourth Assembly a draft model convention regarding health regulations on waterways.

The Health Committee, during its session in February 1924, made certain amendments to this draft and referred it back to the mixed committee for final examination. It was proposed that a model convention reconciling the interests of public health and transit should in due course be submitted to the Governments.

### 2. *The Advisory Committee on Traffic in Opium: Problem of Legitimate Requirements.*

The Health Committee, during its February session, discussed the report submitted by the Mixed Sub-Committee of the Health Committee and of the Advisory Committee on Opium which, at the request of the Council and of the Assembly, had investigated the legitimate requirements of the various countries in opium and its derivatives.

The Health Committee adopted a resolution, which was forwarded to the Committee which is preparing for the International Conference on the Production and Manufacture of Opium to be held in the autumn of 1924.

The Health Committee laid special emphasis on the view that legitimate requirements should be taken to mean medical and scientific requirements only. It noted that it was impossible with the data then available to determine accurately any figure representing such requirements, but it considered that the estimate of 600 milligrammes of raw opium per head per annum, which had been adopted by the Mixed Sub-Committee, was considerably in excess of the quantities necessary and that it ought to be reduced to 450 milligrammes as a maximum figure.

The Preparatory Committee, which was preparing for the Opium Conference, considered this suggestion in April and asked the Health Committee whether it could provide further evidence in support of the figure of 450 milligrammes as the legitimate *per capita* consumption.

The Health Committee decided that it was possible to obtain further evidence by consulting hospitals and insurance companies and that the information obtained by these means should include figures for the use of cocaine. The Committee also decided to prepare a report on the use of heroin for medicinal and scientific purposes. In this connection, it should be noted that the Mixed Sub-Committee of the Health Committee and of the Opium Committee has definitely concluded that heroin is unnecessary as a medical remedy.

### 3. *The Permanent Mandates Commission: Health Conditions in Mandated Territories.*

The Council of the League, during its December session, examined a recommendation of the fourth Assembly to the effect that it was desirable for all health reports presented to the Permanent Mandates Commission to be communicated to the Health Committee of the League of Nations for any recommendations it might desire to make to the Permanent Mandates Commission.

The Council, being of opinion that the Mandates Commission would be glad to receive any recommendations which the Health Committee might wish to forward to it, instructed the Secretariat to facilitate co-operation between these two bodies.

The Health Committee, during its February session, accordingly decided to form a sub-committee to draft such recommendations if the occasion should arise. The sub-committee will be composed of the experts previously appointed with the approval of the Council to study sleeping-sickness and tuberculosis in Central Africa, together with three members of the Health Committee.

### 4. *The International Labour Office: Enquiry into Anthrax Infection.*

The Health Committee, during its February session, took steps with a view to co-operating with the International Labour Office in investigating the efficacy of methods of disinfection against anthrax.

A mixed sub-committee has been appointed, consisting of three members of the Health Committee and three members of the Commission on Industrial Hygiene of the International Labour Office, which will initiate, direct and co-ordinate all research work and investigations which may be undertaken.

It is anticipated that these investigations will require the establishment of national committees in the various countries, including representatives of the health services of each country, industrial inspectors, representatives of employers and workers in the hide and leather trades and of the laboratories.

C. ASSISTANCE RENDERED TO STATES MEMBERS OF THE LEAGUE.

1. *The Campaign against Malaria.*

The Health Committee, during its first session, appointed a Sub-Committee on Malaria, consisting of four of its own members, two specialists on malaria, and corresponding members in the various countries particularly interested in the subject. Corresponding members have been appointed for Greece, Italy, the Netherlands, Poland, Roumania, Russia, the Kingdom of the Serbs, Croats and Slovenes and the Ukraine.

The terms of reference of the Sub-Committee were as follows: (1) an enquiry into the incidence of malaria; (2) an enquiry into the epidemiology of malaria; (3) an enquiry into the world's requirements of quinine and into the problems connected with its production, manufacture and distribution.

The Sub-Committee decided to send a questionnaire to all European countries in which malaria is endemic and to request the Governments of those countries to furnish information regarding malaria in their colonies. It also decided that a tour of enquiry should be made by the Sub-Committee in Bulgaria, Greece, Italy, Roumania, Russia, Serbian Macedonia, and the Ukraine. It was calculated that this tour would last for three months, and it was proposed upon its conclusion to convene a conference in Rome to draw up a comprehensive, collective report.

The Health Committee, during its session in May, approved these proposals, confirming the decision of the Sub-Committee that its work should be limited at the outset to European countries. Reports have already been submitted by experts in Great Britain, Denmark and the Netherlands, countries where malaria has been extirpated or almost extirpated within recent times, as well as by experts from countries in South-Eastern Europe, where malaria has always existed and has spread greatly since the war.

The Health Committee, during its May session, decided that Dr. Haigh, a former member of the Epidemic Commission, should be sent to Albania for six months to make a careful survey of the situation as regards malaria and to prepare a detailed plan which, after approval by the Committee, would be submitted to the Albanian Government.

Five experts have been appointed from France, Germany, Great Britain, Italy and the Netherlands to investigate the problem of the quinine supply. These experts will examine the world requirements of quinine, the actual production and the means of increasing it, the extension of cultivation of the cinchona to new countries, the cost of production and sale price, and the question of distribution by the State or sale by private firms. An examination will also be made into the medical efficacy of the alkaloids of quinine.

The Sub-Committee was asked to consider whether it was desirable to prepare for a conference of representatives of public health departments in order to discuss the requirements of the various countries in quinine and the manufacture and output of the drug. It was decided that a conference should be held at a date which would depend on the reports of the experts making the preparatory studies.

2. *Malaria in Greece: Enquiry undertaken at the Request of the Greek Government.*

The Health Committee, during its session in February 1924, considered a request from the Greek Government that a medical expert should be sent to enquire into the malaria situation in Greece.

The Committee recommended that action should be taken on this request, and in the middle of May Dr. Norman White left for Greece, where he is carrying out an investigation.

The enquiry conducted by Dr. Norman White is a separate and special mission undertaken at the request of the Greek Government and is not part of the general campaign organised by the Malaria Sub-Committee.

3. *Health Conditions in Persia: Enquiry undertaken at the Request of the Persian Government.*

The Persian Government, at the beginning of 1924, sent to the Secretariat of the League a memorandum calling attention to the deplorable conditions existing in Persia from the sanitary point of view and asking for the assistance of the League.

The Health Committee, having been informed of this request, decided, during its session held in February 1924, to send an expert to Persia to carry out a preliminary enquiry into the health situation there. In accordance with this decision, Dr. John Gilmour left for Persia on June 12th, 1924, where he is at present investigating the general health organisation of the country and the epidemiological situation.

4. *Nomination of Technical Advisers under the Treaty of Lausanne.*

The Turkish Government, in pursuance of the declaration annexed to the Treaty of Lausanne, has duly applied to the President of the Health Committee requesting him to ask the Committee,

in conjunction with the President of the Office international d'hygiène publique, to nominate six European health experts from whom the Turkish Government may select three technical advisers.

The Health Committee considered this request during its February session and decided that it was impossible to proceed with the nominations without previously being informed as to the functions, competence and obligations of the advisers, as well as their relations with the Turkish Government and their emoluments. The Committee authorised its President, in consultation with the President of the Permanent Committee of the Office international, to enter into communication with the Prime Minister of Turkey in order to obtain the information required.

No reply had been received from the Turkish Government when the Committee met again in May. It was decided to wait until the Treaty of Lausanne was ratified and then to approach the Turkish Government officially, sending, if necessary, a Commissioner to Turkey to ascertain the facts.

5. *Appointment of a Member of the Board of the London School of Hygiene.*

At the request of the British Government, the Health Committee, during its session in May 1924, agreed to appoint a member of the Board of the London School of Hygiene. Sir George Buchanan, British member of the Committee, was nominated.

6. *Epidemic Commission: Co-operation with the Governments of Poland and Greece.*

The Health Committee, in a resolution adopted on February 20th, 1924, noted that the closing of the Warsaw office of the Commission marked the completion of the work for which it had been primarily constituted. This work, which, during the previous twelve months, had consisted in helping the administrative authorities in Poland and Greece in their special campaigns against epidemics, and which had been paid for by voluntary contributions from various Governments, was now concluded. The Committee expressed its full approval of the way in which the work had been carried out and of the results achieved, and recommended that a comprehensive report dealing with the activities of the Commission should be prepared.

The Health Committee instructed the Epidemic Commission to carry out an enquiry into outbreaks of plague which had been reported from the Kirghiz Republic and the Kalmuk region of Russia, and also epidemiological enquiries concerning typhus fever and cholera in Russia.

The Committee further expressed its appreciation of the work which had been done by the Epidemic Commission in Greece. It noted, in particular, an interesting and suggestive report by Col. A. Gauthier on work which had been carried out in that country regarding the administration of vaccines by the mouth, and hoped that the work being done in Russia on similar lines with the help of the Epidemic Commission might throw additional light on the matter.

The Committee noted with satisfaction the resolution of the fourth Assembly recommending that the Council should, in case of need, study what resources might be placed at the disposal of the Health Organisation to enable it to intervene immediately through the intermediary of its Epidemic Commissioners in the event of sudden epidemic outbreaks of exceptional importance which might involve political consequences. It was felt that this resolution would enable the Epidemic Commission to resume its emergency work if circumstances should require it to do so.

7. *Enquiry regarding the Teaching of Hygiene and Social Medicine in Various Countries.*

The Health Committee, during its February session, decided to appoint a special sub-committee to study the question of education in hygiene and social medicine in the different countries.

This sub-committee will examine the documents already collected by the Health Section regarding education in health and social medicine in the different countries, and especially in America and Japan, and will make recommendations in favour of courses of study which, in its opinion, are most likely to yield the best results both from the scientific and practical points of view.

D. SYSTEM OF INTERCHANGES AND EPIDEMIOLOGICAL INTELLIGENCE.

(Services assisted by the Rockefeller Foundation).

Important progress has been made during the year in systematising interchanges of public health staff between the public health departments of the various countries and the organisation of a service of epidemiological intelligence. Both services are assisted with funds provided by the Rockefeller Foundation.

For the system of interchanges, the Rockefeller Foundation contributes 60,080 dollars per annum. For the service of epidemiological intelligence, it contributes the sum of 32,840 dollars, which is devoted to the development of this service, to the publication of special reports and to the institution of enquiries incidental to the service. It further contributes 21,000 dollars

for the study of vital and public health statistics, which is devoted to collective statistical studies and statistics connected with epidemiological intelligence work.

### I. *Interchanges of Public Health Staff.*

The Health Committee, during its first session in February 1924, laid down the general principles to be followed in organising the interchanges of public health staff. It adopted a supplementary programme for 1924 and a scheme of interchanges for 1925.

The object and the general working of these interchanges were described in the general reports of the Council to the third and fourth Assemblies. As a result of the experience gained during the last twelve months, a number of guiding rules have now been established.

The interchanges directed by the Health Organisation of the League will be for the most part confined to public health officers occupying responsible posts in the central or local public health departments of the various countries, including, however, engineers, architects and senior sanitary officers in the services of the public health departments.

It has been decided, as a result of the experience acquired during the last twelve months, that the League scheme of interchanges should consist of a preliminary period of instruction for the visitors, during which information will be given on the public health institutions of the countries visited, to be followed by a period during which the visiting officers will be attached to public health departments in order that they may acquire a practical knowledge of their work. These periods will be followed by an exchange of views between the visitors and the officers organising the interchange in the country visited, and a final visit to Geneva.

The above system of interchanges will be supplemented by individual missions for research and study. The candidates for these missions will be officers of experience capable of making reports of definite value, and the subjects to be studied must be of interest not only to the official himself and the administration to which he belongs but in relation to international health questions. In addition to the individual missions, collective studies will be made in one or several countries on subjects of wide interest.

In addition to collective general interchanges of medical health officers organised in Great Britain, the Netherlands, Denmark and Switzerland, and collective interchanges for specialists in tuberculosis and school hygiene, the programme for 1924 includes a mission of specialists in malaria (see above under the Campaign against Malaria). It is also proposed that small interchanges for a short period should be organised for the coming autumn in the Far East.

The programme for 1925 includes the organisation of general interchanges in Great Britain, Belgium, the Kingdom of the Serbs, Croats and Slovenes and Japan. It is also proposed that special interchanges for the study of maternity and child-welfare problems should be organised in Sweden, Russia and France.

The Health Committee, reviewing the interchanges during its session held in May 1924, expressed the view that the system had proved itself to be of permanent value to a very large number of public health services and that it was admirably adapted to facilitate an intimate collaboration between these services through the Health Organisation of the League.

The Health Committee noted at the same time that the Rockefeller grant, which had very largely covered the expenses of the interchanges, would cease on October 1st, 1925. It therefore recommended that the allocation of 50,000 Swiss francs included in the budget of the Health Organisation as the contribution of the League to the expenses of the interchanges should be increased to 250,000 francs for the financial year 1925.

### 2. *Epidemiological Intelligence.*

The Health Committee has decided that the Secretariat should continue the publication of the *Monthly Epidemiological Report*. It has further decided that quarterly summaries may be issued as annexes to the monthly report, containing information concerning syphilis and other diseases not at present dealt with in the monthly report.

The Health Committee has further authorised the Health Section to publish a year-book for 1923 on morbidity and mortality from infectious diseases, and the Committee has also approved proposals to publish special reports on special subjects, as, for example, on the morbidity and mortality from meningitis and tuberculosis.

Enquiries and reports on vital statistics relating to health will be continued, in conformity with proposals made by the Medical Director, and a proposed interchange of statisticians has been approved by the Committee on the understanding that it will be limited to medical statisticians. Relations for this purpose will be established with the International Statistical Institute, and the Medical Director has been authorised to appoint a limited number of experts to study the comparative value of vital statistics and other similar questions.



The Health Committee, on February 20th, 1924, decided to recommend that the work of the Epidemiological Intelligence Service of the League should be extended to Far Eastern countries. It accordingly adopted a resolution recommending the creation, in a Far Eastern port, to be chosen by agreement between the Governments concerned, of a bureau which would constitute in that portion of the globe an extension of the Epidemiological Intelligence Service of the Health Section of the League of Nations. This recommendation was approved by the Council on March 11th, 1924.

The establishment of an epidemiological intelligence bureau in the Far East was again considered by the Health Committee during its session held in May 1924. Replies had at that date been received from the Governments of China, Japan, Portugal, the Netherlands and France. Statements were made to the Committee on the subject by the Japanese, British and American representatives. Replies were received later from the Governments of Siam, Australia and New Zealand.

The Committee decided to recommend that Singapore should be chosen as the site of the bureau.

The Rockefeller Foundation has decided to place at the disposal of the Health Organisation, for the establishment and maintenance of the bureau, the sum of \$50,000 for the first year and the sum of \$125,000 for a period of five years (including the \$50,000 granted for the first year).

## E. TECHNICAL SCIENTIFIC WORK.

### 1. *Serological and Biological Work.*

The Health Committee, during its February and May sessions, authorised Professor Madsen to continue his efforts to co-ordinate the research work undertaken by the various medical research institutes in Europe, America and Japan, and to convene during 1924 one or two small technical conferences, held in laboratories, and to compare the results of their researches into the standardisation of anti-dysenteric and anti-pneumococcal sera and into the sero-diagnosis of syphilis.

The Committee noted that a system of checking the various national units of anti-diphtheritic serum by the international unit kept at the Copenhagen Institute was working well. This institute had already tested the American, British and German units and found them identical.

The Committee was particularly interested in the research work which had been carried on during 1923 into the sero-diagnosis of syphilis. These researches had culminated in a conference held at Copenhagen in November 1923.

The Committee, having heard the report of Professor Madsen on the results of this conference, recommended that the Medical Director, in forwarding the report to the various national authorities, should draw attention to some of its more important conclusions. In particular, attention should be drawn to the opinion expressed at the conference to the effect that the several methods for the serological diagnosis of syphilis should only be carried out in laboratories specially adapted to the purpose and by experienced workers, and that pathologists concerned in such investigations should work in collaboration with the clinician.

The Committee at the same time noted that the work of standardising biological products was being pursued in the various medical institutes in accordance with the decisions of the International Conference held at Edinburgh in 1923. It recommended that investigations should be pursued with a view to the standardisation of arseno-benzol products, which are of great importance in the campaign against syphilis and sleeping-sickness, and of insulin, which is an important remedy in the treatment of diabetes.

### 2. *Cancer Investigation.*

The Health Committee, during its February session, reconstituted the Sub-Committee on Cancer, appointed in the previous May to draw up a programme of research on the mortality from certain forms of cancer in Great Britain, the Netherlands and Italy. The Committee, at the same time, laid down a programme of investigation.

The Sub-Committee will consider and advise on questions in which co-ordinated action in different countries for the investigation of the problem of cancer appears to be feasible through the Health Organisation of the League.

The immediate problem before the Sub-Committee is a comparative enquiry into the causes of the disproportionate mortality from certain forms of cancer observed in Great Britain, the Netherlands and Italy, the preparations for which had been fully and carefully made by the Sub-Committee previously appointed in June 1923.

## IV. INTERNATIONAL CONFERENCE ON EMIGRATION AND IMMIGRATION.

A Conference on Emigration and Immigration met at Rome from May 15th to June 2nd, 1924. The Conference was convened by the Italian Government, which invited the President of the Council of the League of Nations and the Secretary-General of the League to be present

at the opening meeting. The Italian Government also asked the Secretary-General to place at the disposal of the Conference officials of the Secretariat, who were instructed to give all possible information in regard to the work falling within their various spheres, so far as it related to questions of emigration and immigration.

M. Guani, the Acting-President of the Council, accepted the invitation of the Italian Government. The Secretary-General was also represented, and various members of the Secretariat participated in the work of the Conference.

The Conference adopted a series of recommendations to be submitted to the Governments in regard to the transportation of emigrants; health and medical services; co-operation between the emigration and immigration authorities of different countries; the provision of assistance by private organisations to emigrants at ports of embarkation, to immigrants at ports of destination, and to persons who have already emigrated; the provision of special assistance for women and children; the means which might be employed to regulate the flow of emigration in accordance with the demands for labour in countries of immigration (information departments dealing with labour markets, labour exchanges, and land settlement undertakings); the development of co-operation, of thrift and of mutual assurance among emigrants; and, lastly, the principles to be followed in emigration treaties.

These resolutions will be officially communicated to the League.

The Conference itself decided at its last meeting to invite the Italian Government to forward the resolutions to international institutions, in order that they may take the necessary action within their respective spheres. Various technical organisations of the League are engaged upon work in close relation with some of the questions dealt with in these resolutions: namely, the Health Organisation, the Organisation for Communications and Transit, the Economic and Financial Organisation, and the Advisory Committee on the Traffic in Women and Children.

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## 11.

### HUMANITARIAN QUESTIONS.

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#### I. TRAFFIC IN WOMEN AND CHILDREN.

##### SIGNATURE AND RATIFICATION OF THE CONVENTION OF 1921.

The fourth Assembly, in a resolution adopted on September 15th, 1923, expressed its regret that so few States had as yet ratified the International Convention of 1921 for the Suppression of the Traffic in Women and Children, and it recommended the Council to invite those States which had not yet adhered to or ratified the Convention to inform the League as to the circumstances which had prevented them from doing so. The Council, during its session held in December 1923, noted this resolution and acted in accordance with the recommendation of the Assembly.

The position in April 1924 with regard to the International Convention was as follows:

<i>Signatures:</i>	<i>Ratifications:</i>	<i>Adhesions:</i>
Albania	—	Denmark.
Australia	Ratified.	Finland.
Austria	Ratified.	Panama, and the following
Belgium	Ratified.	British Colonies or Possessions:
Brazil	—	Bahamas.
Canada	Ratified.	Barbados
Chile	—	British Guiana
China	—	British Honduras
Colombia	—	Ceylon
Costa Rica	—	Cyprus
Cuba	Ratified	Fiji
Czechoslovakia	Ratified.	Gibraltar
Esthonia	—	Grenada

<i>Signatures:</i>	<i>Ratifications:</i>	<i>Adhesions:</i>
Free City of Danzig	—	Hong-Kong
Germany	—	Jamaica
Great Britain	Ratified.	Kenya
Greece	Ratified.	Leeward Islands
Hungary	—	Malta
India	Ratified.	Mauritius
Italy	—	Northern Rhodesia
Japan	—	Nyasaland
Latvia	Ratified.	St. Lucia
Lithuania	—	St. Vincent
Netherlands	Ratified.	Seychelles
New Zealand	Ratified.	Southern Rhodesia
Norway	Ratified.	Straits Settlements
Persia	—	Trinidad.
Poland	Ratified.	
Portugal	Ratified.	
Roumania	Ratified.	
Siam	Ratified.	
South Africa	Ratified.	
Sweden	—	
Switzerland	—	

The Advisory Committee on Traffic in Women and Children, during its third session held in April 1924, expressed the opinion that, though some progress had been made during the last twelve months, the position was still unsatisfactory. Many States were still outside the Convention, and others which had signed the Convention had not yet ratified it.

The delegates of Italy, Japan, Spain and Uruguay informed the Committee that the action necessary for adhering to or ratifying the Convention had been taken, or was about to be taken, by their Governments, and it was understood that the Swiss Confederation was taking similar action.

The French delegate represented that effect had been given in France to all the measures contained in the Convention, but it was pointed out that, if the French Government would adhere to the Convention, its example would not fail to carry great weight in other countries.

#### EXPERT ENQUIRY INTO THE TRAFFIC.

The Advisory Committee, as the result of a proposal submitted by the delegate of the United States, recommended, in March 1923, that the Council should appoint a body of experts to enquire, in collaboration with the Governments concerned, into the conditions under which the traffic in women was conducted.

The Council, on April 19th, 1923, approved this suggestion and on July 7th, 1923, appointed experts for the enquiry.

The fourth Assembly, in a resolution adopted on September 15th, emphasised the importance of the enquiry, and expressed the hope that the Governments concerned would give the fullest facilities to the experts in any investigations which they might think it necessary to undertake on the spot.

On October 5th, 1923, the Secretary-General was informed that the Bureau of Social Hygiene of the United States would bear the expenses of this investigation up to 75,000 dollars. The Secretary-General, on the authorisation of the acting President of the Council, gratefully accepted this offer in the name of the League.

The Council, in December 1923, endorsed the resolution of the fourth Assembly and authorised the Secretary-General to invite the Governments of those States in which the experts might consider it necessary to conduct investigations to afford them all possible assistance in the performance of their task.

The experts met at Geneva to draw up a preliminary programme immediately before the third session of the Advisory Committee in April 1924, and Colonel Snow, representative of the United States and Chairman of the body of experts, presented the Advisory Committee with a brief summary of the decisions reached.

#### STATE REGULATION OF PROSTITUTION.

The fourth Assembly, on September 15th, 1923, adopted the following resolution:

"The attention of the Assembly having been called to the circumstances in which women are alleged to enter licensed houses, it recommends to the Council that the Advisory Committee on the Traffic in Women and Children be asked to consider whether it would not be desirable to draw the attention of all States, in which a system of State regulation is still in force, to this question and to invite these States to make an enquiry and to

take special precautions to ensure the protection and to secure the full liberty of women inmates of licensed houses."

The Council noted this resolution on December 13th, 1923, and instructed the Secretary-General to communicate it to the Governments.

Previous to the resolution of the fourth Assembly, the Council had, in April 1923, already recognised the connection which might exist between the system of licensed houses and the traffic in women and children, and had decided that the Members of the League which had recently abandoned the system should be asked the reasons which had led them to do so, and that the States in which a system of licensed houses still existed should be asked whether, in the light of their experience, such a system appeared in its practical operation either to facilitate or to hinder the traffic.

When the Advisory Committee met for its third session in April 1924, fourteen replies to this enquiry had been received. The Advisory Committee, in noting these replies, expressed regret that more States had not responded to the invitation which had been addressed to them. It attached particular importance, from the point of view of the possible connection between State regulation and the traffic, to the replies received from Panama, Latvia, Belgium, the Netherlands, Poland and Czechoslovakia.

*Panama* regarded State regulation as essential to public health.

*Latvia* had abandoned the system on the ground that prostitution could only be supervised in an imperfect manner and that efforts to establish general regulations and the system of licensed houses had not justified expectations.

*Belgium* had abandoned the system on the ground that it had in no wise fulfilled expectations either as a measure for the protection of public health or as a guarantee of decency. The system, moreover, was a permanent factor in the traffic in women.

*The Netherlands Government* had found that the system of supervision did more harm than good. "Experience had shown that the traffic depended on the existence of licensed houses, and that their abolition had almost killed it."

*Poland* had abolished the system in 1922 on the ground that licensed houses were centres for the international traffic in women and tended to increase the spread of venereal diseases.

*The Government of Czechoslovakia* was of opinion that the system offered opportunities for the traffic and that the traffic would be reduced to a minimum if no licensed houses were in existence.

#### THE EMPLOYMENT OF WOMEN POLICE.

The Advisory Committee in 1923 recommended the employment of women police among those engaged in dealing with prostitution.

This recommendation was endorsed by the fourth Assembly in a resolution adopted on September 15th, 1923, and the resolution was communicated to all the Governments.

The British delegate announced, during the session of the Advisory Committee held in April 1924, that his Government had decided to appoint a committee to examine the subject, and the representative of the United States said that the movement in favour of the employment of women police was steadily growing in that country. The Committee was also informed that the question would be considered at an international congress to be convened by the International Bureau for the Suppression of the Traffic at Gratz in September 1924.

The Committee noted these statements, and decided to postpone any further consideration of the question until its next session.

#### ANNUAL REPORTS.

In accordance with recommendations and decisions taken by the Advisory Committee, by the Council and by the Assembly in 1922, the Governments have been asked to furnish an annual report on the measures taken to deal with the traffic in women and children in accordance with a form drawn up by the Advisory Committee. The Secretariat was authorised in 1923 to prepare a summary of these annual replies to be circulated to the Members of the League and to the Advisory Committee.

The first reports from the Governments were due to be received by the League of Nations on April 1st, 1923, in the case of Western States, and by July 1st, 1923, in the case of the Far Eastern States.

The Advisory Committee, on meeting for its third session in April 1924, noted that only 22 States had so far furnished reports, and that many of these had been received long after the specified date.

The Advisory Committee emphasised the fact that these reports were of great importance to the work of the Committee, and passed the following resolution:

"The Advisory Committee wishes to draw attention to the failure of certain States to furnish annual reports for 1922 and would request the Council to draw the attention of these States to the matter and to ask them to be good enough to furnish reports in future.

"The Committee also recommends that those States which sent in their reports for 1922 too late to be included in the summary made by the Secretariat should be asked to send them in earlier in future."

It was further decided in 1922 that a digest of the laws and regulations relating to the traffic in women and children should be prepared by the Secretariat and distributed to all the Governments and to the Advisory Committee, and that information regarding new laws and regulations should be distributed annually.

The Advisory Committee, however, noted during its third session that the collection of these laws and regulations in the possession of the Secretariat was still far from complete. The need of a complete collection was all the greater as the Secretary of the Advisory Committee had recently received an offer from the American Social Hygiene Association to prepare a digest of the laws and regulations on the traffic for the use of the Committee.

The Committee accepted the offer of the American Social Hygiene Association, and adopted a resolution requesting the Council again to invite those Governments which had not already provided it with the necessary documents to do so as soon as possible.

#### APPOINTMENT OF CENTRAL AUTHORITIES.

According to the International Agreement of 1904 on the Traffic in Women and Children, each of the contracting Governments undertakes to establish or name some authority charged with the co-ordination of all information relative to the procuring of women and girls for immoral purposes abroad, and this authority is empowered to correspond direct with similar departments established in each of the other contracting States.

It was noted by the third Assembly that the carrying out of the administrative measures prescribed by the Conventions on the Traffic in Women and Children must depend to a large extent on the appointment of central authorities.

The Advisory Committee passed a resolution recommending the Council to invite those States which had not yet appointed a central authority to do so as soon as possible.

The Advisory Committee noted that the establishment of a central authority in each country provided, in particular, an appropriate machinery for the immediate investigation of any statements or complaints which might be made in regard to alleged cases of the traffic. It emphasised the importance of investigating such statements as quickly as possible.

The Committee pointed out in this connection that since the Agreement of 1904 the League had been entrusted with definite duties in regard to the traffic, and that the Secretariat had consequently become the repository of much valuable information. It suggested that the international associations interested in the question, on receiving any statements or complaints, should report the facts immediately to the central authority of their own country and, if necessary, to the Secretariat. The Secretariat might, conversely, on receiving any information or complaint, communicate with the central authorities or the international associations. In any event, the appointment of a central authority was clearly essential to ensure prompt and effective action.

#### EMIGRATION AND IMMIGRATION.

The Advisory Committee recommended in 1923 that information with regard to the protection of immigrants should be collected by the Secretariat in collaboration with the International Labour Office.

The Committee, during its session in April 1924, discussed this question in some detail with the assistance of a representative of the International Labour Office.

After considerable discussion, it was felt that it would be advisable for the Advisory Committee to confine its attention to a few important aspects of the question, particularly as an official international conference on the subject of emigration was shortly to meet at Rome.

The Advisory Committee suggested that the following points should, if occasion arose, be brought before the Emigration Conference<sup>1</sup>:

1. That, in order to protect women and children migrants against the dangers of becoming stranded after having commenced their journey and thereby falling an easy prey to traffickers, it is recommended that Governments should be asked to make, at the original point of departure, the necessary research as to the probable admission of the migrant to the country of destination.

<sup>1</sup> See page 73.

2. It is considered desirable that regulations relating to the journey and the admission of migrants should not result in the separation of members of the same family.

3. That recognised societies for the protection of migrants, and those for women and children, which take up migration work, should be given facilities for boarding ships on their departure and on their arrival, and for entering migrant hostels and detention stations.

4. It is considered desirable that competent women should be specially charged to take care of the interests of women and children on all emigrant ships.

5. That the steamship companies should authorise the posting and distributing on board ship of the warning and advisory notices of the recognised societies mentioned previously, containing information useful to women and children migrants.

6. It is suggested that the measures issued by Governments for the protection of women migrants against the traffic should not be such as to interfere with the personal freedom of women of full legal age.

In accordance with the recommendation of the Advisory Committee, these resolutions were submitted to the Conference at Rome.

#### APPLICATION OF THE INTERNATIONAL CONVENTION TO MANDATED TERRITORIES.

The fourth Assembly on September 15th, 1923, adopted the following resolution:

"The Assembly understands that the provisions of the International Convention on the subject of the traffic in women and children are not at present applied to certain mandated territories administered by Members of the League. It recommends the Council to request the Permanent Mandates Commission to give further consideration to this question."

The Council, on December 13th, 1923, authorised the Secretary-General to invite the mandatory Powers to make special mention in their annual reports of the measures taken to apply the Convention (see under Mandates).

#### PROPAGANDA.

The Polish delegate on the Advisory Committee submitted a motion during its April session emphasising the necessity for propaganda on the subject of the traffic in women and children. The Advisory Committee decided to consider this question at its next session.

Meanwhile, it invited the Secretariat to communicate with the international associations for the protection of women and children, in order to ascertain to what extent they were dealing with the matter. It further instructed the Secretariat, on receiving the observations of the international associations, to prepare from this material, or from other sources, a report for consideration by the Committee.

## II. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

#### PREPARATION FOR THE INTERNATIONAL CONFERENCES TO BE HELD IN NOVEMBER 1924.

The fourth Assembly, in resolutions adopted on September 27th, 1923, approved a proposal of the Advisory Committee that two international conferences should be called during 1924. It was suggested that the first of these conferences, attended by representatives of Far Eastern Powers, should have as its object the conclusion of an agreement as to the measures for giving effective application to Chapter II of the Opium Convention and as to a reduction of the amount of raw opium to be imported for smoking purposes, and that the second, attended by representatives of Powers interested in the manufacture of dangerous drugs, should discuss the limitation of the amount of the drugs to be manufactured and of the raw materials to be imported or exported for this purpose.

The resolutions of the fourth Assembly relating to these conferences were as follows:

##### (a) *Conference of Far Eastern Powers.*

"The Assembly approves the proposal of the Advisory Committee that the Governments concerned should be invited immediately to enter into negotiations with a view to the conclusion of an agreement as to the measures for giving effective application in the Far Eastern territories to Part II of the Convention and as to a reduction of the amount of raw opium to be imported for the purpose of smoking in those territories where it is temporarily continued, and as to the measures which should be taken by the

Government of the Republic of China to bring about the suppression of the illegal production and use of opium in China, and requests the Council to invite those Governments to send representatives with plenipotentiary powers to a conference for the purpose and to report to the Council at the earliest possible date."

(b) *Conference of Manufacturing States.*

"The Assembly, having noted with satisfaction that, in accordance with the hope expressed in the fourth resolution adopted by the Assembly in 1922, the Advisory Committee has reported that the information now available makes it possible for the Governments concerned to examine, with a view to the conclusion of an agreement, the question of the limitation of the amounts of morphine, heroin or cocaine and their respective salts to be manufactured; of the limitation of the amounts of raw opium and the coca leaf to be imported for that purpose and for other medicinal and scientific purposes; and of the limitation of the production of raw opium and the coca leaf for export to the amount required for such medicinal and scientific purposes, requests the Council, as a means of giving effect to the principles submitted by the representatives of the United States of America, and to the policy which the League, on the recommendation of the Advisory Committee, has adopted, to invite the Governments concerned to send representatives with plenipotentiary powers to a conference for this purpose, to be held, if possible, immediately after the conference mentioned in Resolution V.

"The Assembly also suggests, for the consideration of the Council, the advisability of enlarging this conference so as to include all countries which are Members of the League or parties to the Convention of 1912, with a view to securing their adhesion to the principles that may be embodied in any agreement reached."

The Council decided that the first conference should be convened at Geneva on the first Monday in November 1924 and the second conference at Geneva on the third Monday in November 1924. It instructed the Secretary-General to invite to the second conference all States which were Members of the League or parties to the Convention of 1912, and requested him at the same time to communicate at once with the Chairman of the Advisory Committee with a view to the nomination of a Preparatory Committee to be entrusted with the preparation of a draft programme for the second conference. It decided that this Committee should consist of six members, including a representative of the United States and the two European assessors on the Advisory Committee.

The Council suggested that a draft arrangement on the traffic in opium should be considered, and if necessary approved, by the Advisory Committee, and forwarded either to the interested Governments or to the conference. It further instructed the Secretary-General to invite the Governments to submit proposals for the consideration of the Preparatory Committee.

The Preparatory Committee was constituted during February 1924. It met for the first time at Geneva from March 6th to March 11th, 1924, and again at Paris on March 28th and March 29th. During these meetings it reviewed statistics collected by the Secretariat of the present production, import and export of raw opium and coca leaves and their manufactured products. It examined estimates submitted by Governments of their requirements in raw materials and manufactured drugs and discussed various suggestions for draft agreements to be submitted to the conference on the best means of limiting to medical and scientific needs the manufacture of narcotics and the production for export of the raw materials.

The Preparatory Committee came to the conclusion, during its first session, that it might be necessary to consult the representatives of the chief manufacturing and producing countries in the preparation of the necessary draft arrangements. It accordingly requested the Council to invite the Governments of these countries to appoint delegates who might be called upon to collaborate. It suggested that representatives might, if necessary, be called upon to give advice from the following countries: from Germany, Japan and Switzerland as countries interested in the manufacture of morphine, heroin and cocaine; from Greece, India, Persia, Russia, the Kingdom of the Serbs, Croats and Slovenes and Turkey as countries producing raw opium; and from Bolivia and Peru as countries producing the coca leaf. It further suggested that, as many of the points to be considered by the first conference were closely related to those which would be considered at the second conference, and as, more especially, the situation in China would require special examination in connection with both conferences, it should be empowered by the Council to undertake the necessary preparatory work for the first, as well as for the second, conference. The Committee pointed out that it might be desirable to secure for this purpose the collaboration of representatives of the Governments of China, India, Japan, Portugal and Siam, who might be called upon, if necessary, to advise the Committee.

The Council, during its March session, approved the recommendations of the Committee. It adopted resolutions giving the Committee the necessary powers, and instructing the Secretary-General to take the necessary action.

POSITION WITH REGARD TO THE OPIUM CONVENTION OF 1912.

The fourth Assembly noted that Turkey, under the Treaty of Lausanne, had agreed to adopt and to enforce the International Opium Convention of 1912. In view of the importance of Turkey

as an opium-producing country, it expressed the wish that the Turkish Government, on its ratification of the Convention and signature of the Final Protocol of 1914, should be invited to nominate a representative to serve on the Advisory Committee.

The Assembly further asked the Council to request the Governments of Albania, the Argentine, Colombia, Costa Rica, Lithuania, Paraguay, Persia and Switzerland to take all possible measures with a view to a prompt ratification and application of the Convention.

The Council, on December 13th, 1923, expressed the hope that it would soon be in a position to invite the Turkish Government to nominate a representative to serve on the Advisory Committee.

The Council, on the same date, duly instructed the Secretary-General to repeat its request to the Governments which had not yet ratified the Opium Convention to take all possible steps for its ratification and application as soon as possible.

#### ANNUAL REPORTS FROM THE GOVERNMENTS.

The Advisory Committee in 1923 recommended the Council to urge upon the Governments the importance of regularly sending their annual reports to the Secretariat, representing that these reports should contain the fullest possible information both with regard to the production of opium and other narcotics and the traffic in these commodities.

The Council, acting on this recommendation, has instructed the Secretary-General to send periodical reminders to all Governments whose annual reports have not been transmitted.

The Council, at the same time, endorsed a proposal made by the Advisory Committee in 1923 to the effect that a statement prepared by the Secretariat on Customs statistics, together with a memorandum prepared by Sir Malcolm Delevingne on the position of bonded warehouses in connection with the traffic in narcotics, should be communicated to the Governments with a request for their observations.

#### THE IMPORT CERTIFICATE SYSTEM.

The fourth Assembly noted with regret that a number of countries had not adopted the import certificate system as recommended by the Assembly in 1921 and 1922.

It endorsed the opinion expressed by the Assembly in 1922 that this system was the most practical method yet suggested for controlling imports and exports in accordance with the provisions of the International Opium Convention, and that its success depended upon its universal adoption by all countries engaged in importing or exporting the drugs.

The Assembly in 1922 recommended that the Governments which were parties to the International Opium Convention should be asked to agree not to issue licences for the import of opium or the other drugs to which the Convention applied from any country which had not yet ratified and put into force the Convention and adopted the system for the control of exports and imports approved by the Council and the Assembly in 1921. It asked the Advisory Committee to study the complicated technical issues involved in this proposal and requested the Council of the League to act upon any recommendations which the Advisory Committee might make, without further reference to the Assembly. The Advisory Committee, during its succeeding sessions, carefully studied the question, but decided to postpone taking a decision until a later date.

The Council, on December 13th, 1923, while authorising the Secretariat of the League to send periodical reminders to those States which had not adopted and enforced the system, endorsed the opinions expressed by the Assembly in 1922 and 1923, and instructed the Secretary-General to request the Advisory Committee to proceed with the consideration of the suggestion made by the Assembly in 1922, and to present a special report to the next Assembly on the whole situation.

#### SUGGESTED SUPPRESSION OF HEROIN FOR MEDICAL PURPOSES.

The Advisory Committee in 1923 asked the Council to request the Governments to communicate their views as to the possibility of a total suppression of the manufacture of heroin or of its limitation to the minimum amount required. It recognised that heroin was to a large extent responsible for the present drug problem, and noted that, in the opinion of many members of the medical profession, it was a drug which the medical world could dispense with altogether.



In this connection it should be noted that the Mixed Sub-Committee of the Health Committee and of the Opium Advisory Committee has definitely concluded that heroin as a medical remedy is unnecessary.<sup>1</sup>

The Council, on December 13th, 1923, adopted a resolution instructing the Secretary-General to ask the various Governments for their views on the subject.

### THE ILLICIT TRAFFIC IN DRUGS.

The Advisory Committee in 1923 emphasised the importance of direct communication, between the Governments and the Secretariat of the League, of particulars concerning all important seizures of drugs intercepted in course of transmission as a result of the endeavour to suppress the illicit traffic. It was felt that publicity was one of the most effective weapons in dealing with the illicit traffic in drugs, and that its suppression required the fullest possible exchange of information.

The Council on December 13th, 1923, adopted a resolution endorsing the recommendations of the Advisory Committee. It instructed the Secretary-General to communicate them to the Governments with a request, on behalf of the Council, for favourable consideration.

The Council at the same time considered the opinion expressed by the Advisory Committee that the infliction of severe penalties on persons engaged in the illicit traffic was one of the best means of preventing the spread of the traffic. It endorsed the recommendation of the Advisory Committee that penalties should be increased in certain countries, that the existing penalties should be strictly applied, and that provision should be made for the punishment of offences committed in foreign countries.

### III. CONFERENCE FOR THE SUPPRESSION OF THE CIRCULATION OF AND TRAFFIC IN OBSCENE PUBLICATIONS.

The Conference for the Suppression of the Circulation of and Traffic in Obscene Publications met on August 31st, 1923, and its proceedings were contemporaneous with the session of the fourth Assembly. It was accordingly impossible to include an account of the proceedings of the Conference in the general report of last year.

The Secretariat of the League of Nations was authorised to assist in the organisation of the Conference under a resolution adopted by the third Assembly on September 28th, 1922.

The Conference met under the auspices of the League of Nations at the invitation of the French Government, and representatives of 35 States attended. The draft convention which had been drawn up in Paris in 1910, but never signed, was examined and amended, and a new text was unanimously adopted on September 11th, 1923. The Convention was opened for signature on September 12th, and during the next few days was signed by the representatives of 29 States.

The contracting Parties undertake to prosecute persons who produce or trade in obscene publications or circulate or distribute them publicly or privately. Each State is left to attach to the word "obscene" the legal meaning which it considers right.

Provisions are inserted for the punishment by the contracting Parties of offences committed in another country when the laws of the country permit. Further articles deal with the taking of evidence by commissions, the exchange of information, and the search of premises on suspicion.

The Council of the League is asked to consider the advisability of calling a further conference at the end of each period of five years, or, upon a request by five of the parties, for a revision of the Convention. The Conference recommended that the Secretariat of the League should record and publish the names of the States ratifying or adhering to the Convention and that it should also be periodically instructed to issue a questionnaire and circulate the information thus obtained. This information would include the number of cases in which proceedings had been taken, particulars of the offences, and the results of the prosecutions.

The Convention was open for signature up to March 31st, 1924, and, in accordance with Articles 7 and 9 of the Convention and Article 13 of the Final Act, the Council might invite States to sign or to adhere to the Convention which were neither Members of the League nor had been represented at the Conference.

The Council, in accordance with these provisions, decided on December 10th, 1923, to send copies of the Convention and the Final Act to the following countries:

Afganistan	Germany	Mexico
Free City of Danzig	Hedjaz	Russia
Ecuador	Iceland	San Marino
Egypt	Liechtenstein	Turkey

<sup>1</sup> See under the Health Organisation for the work of the Mixed Sub-Committee of the Health Committee and the Advisory Committee on the Traffic in Opium on the question of the estimation of legitimate requirements of opium, etc.

The following 43 States have signed the Convention:

Albania	Great Britain	Panama
Austria	Greece	Persia
Belgium	Haiti	Poland
Brazil	Honduras	Portugal
Bulgaria	Hungary	Roumania
China	India	Salvador
Colombia	Ireland	Kingdom of the Serbs, Croats and Slovenes
Costa Rica	Italy	Siam
Cuba	Japan	South Africa
Czechoslovakia	Latvia	Spain
Danzig	Lithuania	Switzerland
Denmark	Luxemburg	Turkey
Finland	Monaco	Uruguay.
France	Netherlands	
Germany	New Zealand	

#### IV. INTERNATIONAL FEDERATION FOR MUTUAL ASSISTANCE IN THE RELIEF OF PEOPLES OVERTAKEN BY DISASTER.

On September 27th, 1923, the fourth Assembly noted with interest the proposals of the Council with reference to the scheme of Senator Ciraolo, President of the Italian Red Cross. It authorised the Council to instruct the Secretary-General to communicate this scheme, together with a report by the Secretary-General on the same subject, to the Governments for their observations, and to keep the Council informed of their replies, in order that the Council could make such proposals based on these replies as it might see fit for submission to the Assembly.

On December 8th, 1923, the Secretary-General despatched a circular letter to all the Members of the League, to the United States and to Germany, enclosing a copy of the text of the scheme of Senator Ciraolo and of the various relevant documents.

The Governments of Austria, Great Britain, Greece, India, Peru, Roumania, Kingdom of the Serbs, Croats and Slovenes, Spain, and the United States of America have so far replied to the circular letter.

The replies from Great Britain, Greece, Roumania, and the United States, while expressing interest and sympathy in the scheme, expressed the opinion that the difficulties to which it would give rise were such as to make it impracticable at the moment.

The reply of the Greek Government indicated that the Greek Red Cross would be willing to take part in any scheme which resulted in the reorganisation of the International Red Cross on the basis of contributions made by the different Members of the League.

The reply from the Government of the Kingdom of the Serbs, Croats and Slovenes was to the effect that it fully concurred in the views expressed regarding the necessity of convening an international conference for the purpose of giving practical effect to the scheme of Senator Ciraolo.

#### MEASURES TO HELP REFUGEES.

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The fourth Assembly, on September 27th, 1923, expressed its entire satisfaction with the way in which the High Commissioner of the League of Nations for Refugees had discharged the duties entrusted to him, and invited him to continue to apply the same methods of work as hitherto, especially in the matter of relief and assistance. It recognised that the High Commissioner would throughout the coming year be concerned with two distinct problems, namely, the problem of the Russian refugees scattered throughout certain countries of Europe and the Far East, and the

refugees from Asia Minor. On behalf of the refugees from Asia Minor, Dr. Nansen was requested to continue to co-operate in the work already undertaken and to co-ordinate the efforts of the other interested organisations.

The Council, at a meeting on September 28th, 1923, requested the High Commissioner to consider the possibility of having the necessary arrangements made for the issue of identity certificates to Armenian refugees, and also issued an appeal to all Members of the League to support by such charitable means as were in their power the work of assistance for the Armenian refugees.

## I. RUSSIAN REFUGEES.

### *General Position.*

The position of the Russian refugees in the autumn of 1923, though sensibly improved, was still precarious, and the Assembly considered that the termination of the activities of the High Commission would materially destroy the progress already realised on their behalf. It accordingly invited the Council to request the Governments of the Members of the League to continue to afford to the High Commissioner support and assistance, especially as regards the development of the means of general and professional education and the securing of employment.

Large numbers of refugees still remained in Constantinople, in Poland, in Central Europe, in the Baltic States, and in the Balkans. In the Far East the refugees were scattered throughout various regions of China and Korea. The total number of the refugees was estimated at over one and a half million, of which 500,000 were in Germany, some 400,000 in France and approximately 60,000 in China. 7,000 refugees still remained in Constantinople, and there were large numbers in Poland, Czechoslovakia and the Kingdom of the Serbs, Croats and Slovenes. The number of refugees in Roumania was 15,000, in Latvia 14,000, in Lithuania 2,400, and in Esthonia 15,000. A large proportion of the refugees in Europe were women and children, a fact which greatly added to the difficulty of the problem. The conditions under which they lived were pitiable in the extreme. The vast number of the refugees in China had insufficient clothing and no money, and in Germany their situation was rapidly becoming worse owing to the growth of unemployment and the increased cost of living.

### *Legal Status of the Refugees.*

The High Commissioner reported to the Council on March 15th, 1924, that China, Esthonia and Hungary had adopted the system of identity certificates for Russian refugees, thus bringing up to thirty-four the number of Governments (including Germany and Mexico) which had formally adhered to the system or had adopted it in principle.

At Constantinople, when the diplomatic and consular institutions of the former Russian regime were suppressed, the High Commission for Refugees, with the approval of the local authorities, undertook the protection of the Russian refugees in Turkey.

In Lithuania, the juridical position of the refugees presented serious difficulties. The Lithuanian Government, however, has adhered to the system of identity certificates, and has begun the regular issue of passports. As the result of negotiations with the High Commission, the Lithuanian Government has consented to the organisation of a Refugees Committee in Lithuania.

The Polish Government has granted a definite and universal legal status to all Russian refugees within her territory.

The Esthonian and the Latvian Governments have maintained their friendly attitude towards the refugees, and have in particular allowed them to form organisations.

The adoption in principle of the identity certificate system by practically the whole of the Governments directly interested in the Russian refugee problem was regarded as an important step towards the regularisation of the legal status of the refugees. Very great difficulties were often encountered in connection with the practical application of the system, but in the majority of instances they have been overcome by means of the close co-operation established between the Governments concerned and the delegates of the High Commission.

### *Emigration and Repatriation.*

The High Commissioner reported to the Council in December 1923 that a further 1,451 Russian refugees had been sent from Constantinople to France. A large proportion of these refugees were able to contribute towards their travelling expenses. Others were granted loans to be repaid during the first year of their settlement in the countries to which they were sent. The French authorities at Constantinople gave invaluable assistance in the work of evacuation. 3,589 Jewish refugees, out of a total number of 3,600 who received special permission to remain in Poland for a certain time, have been evacuated to America. Further arrangements have been made by the High Commission with the French Ministry of Labour for the despatch of Russian and Ukrainian refugees from Poland, and a further contingent of 1,500 refugees has been accepted for agricultural and industrial work in France. The High Commission has endeavoured to make similar arrangements for the Russian refugees in Austria, and in this case also the French consular authorities have done their utmost to assist.

France has also absorbed a large number of refugees who left Germany as a result of the recent economic crisis. The refugees from Germany left the country for the most part on their own initiative, but by far the greater number, having no means at their disposal, are for the moment compelled to remain. The problem of enabling the refugees in Germany to emigrate

is extremely urgent. They are now almost wholly unemployed, and form a floating population which is regarded by the authorities as constituting a danger to public security.

The emigration problem is almost equally serious in the Far East, where the refugees have only intermittent employment, and are for the most part dependent on charity. Arrangements for housing, clothing, feeding and providing them with medical assistance are most inadequate. The delegate of the High Commission recently visited and reported upon the refugees in China and urged the High Commission to open negotiations with the Governments who require white labour, with a view to admitting these refugees as immigrants. It should be noted in this connection that the Russian Red Cross Society at Harbin has arranged with the Canadian Government for the registration of a number of refugees in Manchuria, some of whom, it is hoped, may be admitted as immigrants into Canada. It is hoped that arrangements may also be made to send some selected Russian applicants to other immigration countries.

The High Commission, in co-operation with private relief organisations, has endeavoured to arrange for the evacuation of Russian refugees from Poland, Roumania, and Constantinople to the United States. These efforts are, however, limited by the United States immigration restrictions. A delegate of the High Commission went to the United States at the beginning of the year and discussed this question with the authorities at Washington and New York, who made it quite clear that the restrictions in force as regards Russian immigration could only be removed should the eight-hour day be adopted in the United States.

The High Commissioner has continued to maintain that repatriation, under satisfactory conditions, of the Russian refugees who desire to return to their homes is the most satisfactory solution of the problem. A representative of the High Commission established himself in October 1923 at Rostof, in the centre of the Cossack area, in order to report upon the conditions under which the repatriated refugees were settled. His reports indicate that the position of the refugees who have been repatriated is in no way worse than that of the other Russian peasants in the same districts, and that it tends to improve with the gradual reconstruction of agriculture and the general economic situation. No cases of established unfavourable discrimination against the repatriated refugees have been brought to the notice of the representatives of the High Commission, either directly or through the delegates of the foreign relief organisations still working in Russia.

Most of the repatriated refugees are from the Balkan States, but a strong feeling in favour of repatriation is reported to exist among large numbers of refugees in Central Europe.

The Soviet Government has expressed a wish to continue the work of repatriation in co-operation with the High Commission. It agrees that this co-operation could best be secured by means of repatriation committees consisting of a representative of the Government in whose territory the refugees are to be found, a representative of the Union of Soviet Socialist Republics, and a representative of the High Commissioner. The High Commissioner reported to the Council in March 1924 that negotiations were then in progress with the Soviet Government with a view to establishing such committees under a formal agreement.

#### *Employment of Refugees.*

It has been extremely difficult to find employment for the refugees, although almost universally they are able and anxious to work, either as industrial or agricultural labourers. Several Governments, however, in spite of the present economic crisis, have admitted thousands of Russian refugees to their territory, for whom they have endeavoured to find work. Reference has already been made to the facilities accorded to Russian immigrants desirous of seeking work in France.

In Constantinople, the situation in regard to the employment of Russian refugees is becoming increasingly critical. Russian doctors and barristers have been prohibited from practising. The Russian pharmacies and restaurants have been closed, and Russian workmen have been superseded in favour of Turkish workmen. In Germany, the economic crisis has led to a systematic dismissal of foreign workmen carried out by districts and by industries.

The High Commissioner, in suggesting measures for the alleviation of the general situation of the refugees, emphasises the desirability of obtaining the abolition of regulations forbidding the employment of Russian labour, and of the institution of machinery for the protection of refugees against exploitation.

#### *Education.*

A serious effort has been made in various countries to establish or develop schools for the Russian refugees, particularly in the Slav countries and the border States on the frontiers of European Russia. In Czechoslovakia and the Kingdom of the Serbs, Croats and Slovenes, secondary schools for Russian refugees are supported by the Governments, and the Government of Czechoslovakia has made special efforts for the professional education of the refugees. Thousands of Cossacks are studying agricultural science in that country. Technical courses have also been organised in the Kingdom of the Serbs, Croats and Slovenes for railway instruction, electrical engineering, mining, etc. Czechoslovakia and the Kingdom of the Serbs, Croats and Slovenes are spending some twenty million francs a year on the maintenance and education of Russian refugees. It should also be noted that the Bulgarian Government has contributed 500,000 levas per month for the maintenance of schools supported by the High Commission.

The High Commission has assisted materially in the development of educational facilities in Germany. A high school has been established in Berlin, known as the Russian Scientific Institute, and a representative of the High Commissioner during his recent visit to the United States obtained from an important American organisation, the "Joint Distribution Committee", a grant of 10,000 dollars towards its establishment. The High Commission itself contributed £200 to cover the cost of converting a building in order to house the students of the Institute. The Institute is managed by professors from the Moscow and Petrograd Universities, expelled from Russia towards the end of 1922. The students attending this Institute definitely aim at preparing themselves for a life of productive work in their own country.

The Russian professors in Berlin have also endeavoured to organise secondary education and the relief of refugee children.

#### *Action taken by the Council of the League.*

The Council heard reports from the High Commissioner during its session in December 1923 and again during its session in March 1924.

In 1923, it decided to invite the Governments of the Members of the League and other interested Governments to continue to afford to the High Commissioner the support and assistance which they had given him in the past, especially as regards the development of the means of general and professional education and the securing of employment for the refugees. Moreover, taking into consideration the increasing desire manifested by Russian refugees in many countries to return to their homes if satisfactory arrangements could be made for their reception, it invited Governments to afford the High Commissioner every possible facility to give effect to the wishes of the refugees in this direction.

## II. GREEK REFUGEES.

### (a) *Settlement of the Refugees.*

The Council of the League of Nations approved on September 29th, 1923, a scheme for the settlement of the Greek refugees from Asia Minor. The circumstances in which this scheme was framed were described in the general report to the fourth Assembly on the work of the Council<sup>1</sup>.

The scheme was embodied in a protocol containing the general conditions of a loan of from three to six million pounds to be raised for this purpose by the Greek Government, and of the establishment of a Refugee Settlement Commission.

The Greek Government undertook to transfer to the Settlement Commission the full ownership of not less than 500,000 hectares of land suitable for settlement, and to hand over to the Settlement Commission the proceeds of the loan and of any provisional advances. The service of the interest and amortisation of the loan is guaranteed in the first instance by certain Greek revenues, and the proceeds of these revenues will be handed over to the International Financial Commission at Athens to meet the service of the loan. The International Financial Commission is the body which has for many years controlled the receipts of the monopolies and of certain Customs for the service of the external Greek debt.

The service of the loan is also guaranteed by a first charge upon the property and income of the Settlement Commission, *i.e.* upon the lands to be transferred to the Commission and upon the sums paid by the refugees as rent or as reimbursement of advances. Taxes paid by the refugees will also be handed over by the Government to the Settlement Commission, and, if the Commission sells any land, the proceeds of such sales will be paid into a special sinking fund.

The Greek Government undertakes to make every effort to secure as soon as possible an equilibrium of the State budget. To prevent depreciation of the Greek currency, it further undertakes not to create charges upon its revenues, except for the purpose of meeting its external obligations or of improving the financial position of Greece.

The Commission consists of a chairman, appointed by the Council, another member appointed by the Council, and two members appointed by the Greek Government with the approval of the Council. Decisions are taken by a majority vote and the Commission reports to the Council every three months.

The task of the Commission is to promote the establishment of refugees in Greece either upon the land or otherwise, and the income and funds of the Commission may not be expended on the relief of distress or other charitable purposes as distinct from settlement in productive work. All assistance is given on terms involving ultimate repayment.

The Council, in adopting the scheme for the settlement of Greek refugees, laid special emphasis on the fact that there were several hundred thousands of refugees who could not be dealt with at once under the scheme, and that many months would pass before even those refugees who could be settled on the land would be able to raise their first crops. The Greek Government was unable to cope with the consequent distress, and the help of charitable societies was, therefore, an essential complement to the settlement scheme. The Council accordingly expressed the hope that charitable subscribers would continue to support the benevolent societies engaged in relief work, in the knowledge that their support would not, as hitherto, be merely palliative, but an essential factor towards a definite and final solution of the problem of the Greek refugees.

<sup>1</sup> See *Records of the Fourth Assembly Plenary Meetings, Official Journal, Special Supplement No. 13, page 270.*

The Council appointed as Chairman of the Commission Mr. Henry Morgenthau, of the United States. It also appointed as League member Mr. Campbell, and approved the appointment of the members nominated by the Greek Government. The Chairman of the Commission arrived from New York early in November 1923. He joined the other members of the Commission at Salonica, and the full Commission proceeded at once to Athens.

The Greek Government deposited with the Secretariat of the League its ratification of the protocol on November 22nd, 1923, and, under Article I of the Protocol, this ratification constituted an assurance that the Greek Government had already taken the measures required by its internal law to establish the Commission and to secure to it the prescribed capacity and powers.

The Council considered the first quarterly report of the Settlement Commission during its session held in March 1924. Mr. Morgenthau, Chairman of the Commission, and M. Colocotronis, who sat on the Council as representative of the Greek Government for this question, attended, and Mr. Morgenthau explained the difficulties with which the Commission was confronted.

At that moment there were more than a million refugees in Greece, all, with the exception of 60,000 Armenians, of Greek nationality. Half a million of these refugees were in urgent need of help. The Commission estimated that, in order to solve the settlement problem as a whole within the next two years, it would require from six to eight million pounds.

At the end of 1923, the Bank of England advanced to the Commission the sum of one million pounds sterling, the money having been paid to the National Bank of Greece acting as intermediary.

This sum of one million pounds sterling was granted on the condition that the money should be repaid later out of the international loan.

The Commission expended this money between November 1923 and the end of April 1924.

The Greek Committee of the Council, under special authority accorded by the Council in a resolution dated March 12th, 1924, met in London on May 7th to examine the situation again, in collaboration with Mr. Morgenthau, Chairman of the Commission, and M. Diomedès, Governor of the National Bank of Greece. Negotiations took place at the same time with the Bank of England and resulted in a new advance of one million pounds sterling by the Bank of England to the National Bank of Greece for the assistance of the refugees, under conditions similar to those upon which the first advance was made.

The condition of the financial market does not yet allow of the issue of the real international loan, but the requirements of the refugees are fully met for one year by this new advance.

The Council, after having noted the results of the negotiations with the Bank of England, insisted on the urgent necessity of continuing the relief by charitable means of the refugees who cannot be immediately placed in productive work.

#### (b) *Relief Measures. — Co-ordination of Relief Activities.*

The Council had under consideration, at its session in March 1924, a report by the High Commissioner indicating the steps taken by him to give effect to the resolution of the fourth Assembly under which he had been invited to co-ordinate the efforts of the other organisations working for the refugees.

At the urgent request of the Governor-General of Macedonia, the delegation of the High Commission in Greece had been transferred from Athens to premises put at its disposal by the Greek authorities in Salonica.

The High Commission had founded an Association of Foreign Relief Organisations, which had become a valuable clearing-house of relief information and effort, and overlapping in this connection had been in consequence reduced to a minimum.

The experience gained by this Association was of such a useful character that the High Commission was prompted to extend its activities. A Central Co-ordination Committee, representative of fifty relief organisations and public departments, was, therefore, formed, with the President of the Greek Red Cross at its head, for the co-ordination of relief efforts, and for the collection and distribution of vital statistics regarding the refugees.

The formation of this Committee was welcomed by public authorities and private bodies alike, as appeals to the charitable public coming from so representative a Committee carry far greater weight than separate appeals.

#### *Relief Work of the High Commission.*

Statistics received from the Central Co-ordination Committee showed that, in March 1924, there were still half a million refugees in need of relief.

The High Commissioner gave details in his reports of the progress made, by means of funds placed at his disposal from private sources, in the establishment of refugees in Western Thrace.

In order to settle these refugees in productive employment, charcoal, carpet and laundry industries had been started and had shown satisfactory results.

Contracts had also been obtained from the army authorities and executed, under the High Commission, providing for the employment of some hundreds of refugee men and women.

With funds amounting to £6,600 generously promised by the Knights of Malta, the High Commission had drawn up plans, in consultation with the Government and the Refugee Settlement Commission, for the construction of 200 maisonnettes, forming two model villages near Salonica.

The High Commission had also administered further funds, subscribed by the Knights of Malta, for the establishment of several dispensaries, which were providing medical aid to 12,000 refugees in 52 villages in the Sedes area.

In addition, over 2,000 milk rations and 500 soup rations had been issued daily for over three months to children and aged persons in the Salonica district.

### III. BULGARIAN INHABITANTS OF WESTERN THRACE.

This matter was dealt with by the Council in April 1923 and details were given in the general report to the fourth Assembly. The Council, in April 1923, had requested Dr. Nansen to do all in his power as High Commissioner for Refugees to improve the condition of Bulgarian inhabitants expelled from Western Thrace.

On March 8th, 1924, Dr. Nansen, High Commissioner, presented a report to the Council. He reminded the Council that he had already reported to the fourth Assembly on the preliminary steps he had taken to give effect to the decision of the Council, and paid a tribute to the cordial co-operation of the Greek Government, which had agreed to issue rations to the deportees.

The repatriation of the deportees desiring to return home was completed by the end of October 1923. The Bulgarian Government, however, subsequently drew the High Commissioner's attention to the fact that, during the absence of the deportees, refugees from Asia Minor had been established in their houses, so that the Bulgarian inhabitants on their return were unable to enjoy the normal occupation of their homes. The High Commissioner caused an inspection to be made on the spot, by which it was established that all the deportees had been returned to their homes, with the exception of some who had refused to return. It was established that they had suffered a very substantial loss of cattle, grain and agricultural implements. The Greek Government thereupon agreed to provide relief in money and kind and to give medical services. Up to March 8th, 1924, a sum of 12½ million drachmæ had been provided by the Greek Government for the economic re-establishment of the Bulgarian inhabitants of Western Thrace.

The High Commissioner refers in the warmest terms to the manner in which the Greek Government has co-operated with him in this work.

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## 13.

### FAMINE IN NORTHERN ALBANIA.

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The Albanian Government, on March 7th, 1924, addressed an appeal to the Council pointing out that, in consequence of the ravages caused by the Great War, followed by two successive bad harvests, the mountainous regions throughout the whole of north and north-eastern Albania, with a total population of about 200,000, had been reduced to a state of famine. The Albanian Government was doing its utmost to alleviate the sufferings of the population, but, owing to the very limited means at its disposal, it had only been able to obtain a very small proportion of the supplies required. It therefore appealed to the generosity of the Members of the League to take up, on purely humanitarian grounds, the cause of these suffering populations and thereby prevent any further loss of life.

The Council, recognising the justice of the appeal, resolved that it was a matter which, in its opinion, was of such an exceptional character as to call for action by the League. It therefore instructed the Secretary-General so to inform the Members of the League and to enquire whether and in what measure each Government might be disposed to assist with contributions, either in money or in kind, begging at the same time for an early answer in view of the urgency of the case.

Further, the Council resolved to allot the sum of 50,000 Swiss francs, to be taken from "Unforeseen Expenditure subject to Special Vote of the Council", so that it might be possible to render the necessary help pending the receipt of direct contributions from the Members of the League.

The Council expressed the hope that assistance from private sources would be forthcoming for the efforts to alleviate this distress.

The Council finally directed the Secretary-General to request the Joint Committee of the International Red Cross Committee and of the League of Red Cross Societies to nominate a representative to be responsible for the administration, on behalf of the League, of the funds made available by the decision of the Council and of any sums made available for expenditure on behalf of the League by Members of the League or from private sources.

In conformity with the above resolution, Professor Eugène Pittard, of the University of Geneva, was appointed Administrator and proceeded in the latter part of March to Albania.

On April 28th, he submitted a preliminary report indicating the extent of the famine and outlining the measures taken to cope with it. He stated that the money received or promised up to that date was insufficient, and that he would require another 75,000 Swiss francs in order to buy the quantity of maize necessary to supply the necessitous with food. He hoped the Members of the League who had not yet subscribed would do so.

*Contributions received.*

*From Members of the League:*

Czechoslovakia . . . . .	£500
Italy . . . . .	500,000 lire
Great Britain . . . . .	£5,000
Spain . . . . .	10,000 pesetas
Sweden . . . . .	10,000 Swedish crowns
Roumania . . . . .	25 truck-loads of maize.

*From other sources:*

Some citizens of the United States of America . . . . .	\$10,000
International "Save the Children" Fund . . . . .	£600
International Red Cross . . . . .	5,000 Swiss francs
Roumanian Red Cross . . . . .	10,000 lei
Italian Red Cross . . . . .	Clothing and medicaments.

14.

WORK OF THE COMMITTEE ON INTELLECTUAL CO-OPERATION.

ACTION TAKEN ON THE RESOLUTIONS OF THE FOURTH ASSEMBLY.

*Composition of the Committee (Resolution I).*

"The Assembly,

"Considering it desirable to increase the authority of the Committee on Intellectual Co-operation by enlarging it so that it represents not only the various intellectual methods but also the various national cultures;

"Having noted with satisfaction the intention expressed by the Council at its meeting of April 23rd, 1923, of adding to the Committee on the occasion of the next vacancy a professor of the University of Vienna as representative of the Germanic culture;

"Having noted also the legitimate demands expressed by the delegates of Roumania, the Kingdom of the Serbs, Croats and Slovenes, and Czechoslovakia, by the Spanish-speaking delegates of America, by the Asiatic delegates and by the delegates of Ireland and of the Finno-Ugrian nations:

"Requests the Council to consider the possibility of increasing the number of members on the Committee, introducing at the same time a system of rotation to be determined."

The Council examined this question on December 13th, 1923. The French representative, acting as Rapporteur, concluded that the moment was not favourable either for the introduction of a system of rotation or for increasing the membership of the Committee.

"If," concluded the Rapporteur, "some of the members originally appointed are now liable, after only a few months' work, to be required to leave the Committee as the result of a system of rotation, this cannot but be harmful to the satisfactory working and good results which we are entitled to expect from the Committee. This solution, therefore, would appear for the moment to be out of the question." An increase in the membership of the Committee was, moreover, impracticable without increasing the expenses of the Committee. As M. Hanotaux had remarked, the object which the Assembly had in view in adopting the recommendation in favour of such an increase was to assure the representation of various national cultures on the Committee. This object might be realised by associating with the work of the International Committee certain



members of the National Committees on Intellectual Co-operation as foreign correspondents. At the third session of the Committee in December 1923, delegates of the National Committees already constituted had for five meetings assisted at the examination of problems of intellectual co-operation, together with the members of the International Committee, and the bases of a future collaboration were established.

The British representative, on behalf of his Government, insisted on the need for economy when the Council approved the conclusions of the report of M. Hanotaux.

Previous to June 1924, the only change introduced into the composition of the Committee was made on the proposal of the British representative, who moved that Mr. Bannerjea should be replaced by Sir Jagadis Chandra Bose, F. R. S., Emeritus Professor of the Presidency College of Calcutta and Director of the Bose Institute of Research.

*Mutual Intellectual Assistance (Resolution II).*

“(a) The Assembly expresses the hope that the Committee on Intellectual Co-operation, availing itself of the help of the delegates of the National Committees, will at its next session take up with renewed energy the urgent problem of intellectual assistance.”

The Committee, in conformity with this resolution, examined during its third session (December 5th to December 8th, 1923) the problem of intellectual assistance, with the help of representatives of the National Committees already constituted.

The National Committees established in the following countries were represented: Austria, Bulgaria, Czechoslovakia, Finland, Greece, Hungary, Latvia, Lithuania, Poland, Roumania, the Kingdom of the Serbs, Croats and Slovenes, and the Committee on Intellectual Co-operation of the Russian emigrants.

The first task to be dealt with by this meeting was to organise collaboration between the National Committees and the International Committee. The National Committees were to serve as intermediary between the organs of intellectual life of their respective countries and the International Committee. It was therefore decided that they should forward to the Secretariat or directly to the other National Committees concerned the most urgent requests of the institutions and intellectual workers of their respective countries, particularly as regards books and apparatus, travelling facilities and inter-university exchanges. It was understood that they would also endeavour to meet requests of the same character addressed to them through the Secretariat or directly by the other National Committees. It was decided that each National Committee should entrust to one of its members the correspondence with the Secretariat and with the other National Committees. The name and address of this member, together with all information in regard to the composition and working of the National Committee, and all communications or proposals which it might wish to make, will be sent to the Secretariat, which will publish them in the *Bulletin of the International University Information Office*.

The International Committee, after having drawn up the general lines of the programme of international co-operation, continued its examination of the principal problems of intellectual assistance with the help of the delegates of the National Committees already constituted, who all, as already noted, were representatives of countries of Central or Eastern Europe which were either countries newly constituted or suffering as a result of the war in respect of their intellectual life.

The delegates of these National Committees have particularly emphasised the difficulties experienced by the universities, libraries and laboratories of their countries in procuring books and other indispensable apparatus. The Committee accordingly decided again to draw the attention of countries where intellectual life was normal and prosperous to the obstacles which poverty and economic distress had placed in the way of intellectual life and the higher studies in an extensive region of Europe. The Committee appealed to the sentiments of solidarity which should unite persons of intellect throughout the entire world, and invited them to collaborate in the work of intellectual co-operation initiated by the League of Nations.

The Committee will endeavour within its means to develop and above all to systematise intellectual assistance on the basis of exchanges. It has asked committees on intellectual co-operation established in new countries, or countries whose exchanges have depreciated, to draw up a list of the most urgent needs of their establishments for higher education, laboratories and libraries. These lists will be communicated to the National Committees of countries whose exchanges are more favourable or to institutions pursuing analogous objects.

The delegates of the National Committees having, moreover, approved the efforts already made by the International Committee to facilitate exchanges of students and professors and the co-ordination of bibliographical work, the Committee has been able to give greater precision to its programme in regard to these various points, thanks to the collaboration of the National Committees.

In particular, as regards the exchange of students, it has been decided to approach the Governments and the high schools with a view to ascertaining to what extent they may be disposed to place scholarships and subsidies at the disposal of the most deserving students of countries whose exchanges have depreciated. The Committee has decided to undertake similar steps in regard to Customs and travelling facilities for students. Moreover, it has decided to ask the Governments and the higher educational establishments of the countries whose exchanges have

depreciated to establish a small list of students specially qualified to take advantage of scholarships and subsidies abroad. The National Committees on Intellectual Co-operation are specially qualified to act as intermediaries between the International Committee and the various national institutions for the purpose of this enquiry. Information thus obtained and the proposals made on either side will be published at once in the *Bulletin of the International University Information Office*.

As a result of this conference with the delegates of the National Committees, the Committee on Intellectual Co-operation issued an appeal on behalf of the National Committees, requesting donations for all those from whom it daily received urgent appeals: for the universities, laboratories, libraries, learned societies, and for the organisations of students which represented the future of intellectual life in every country.

Those who contributed might, if they so desired, indicate the use to which the sums placed by them at the disposal of the International Committee should be put. For example, they might choose the National Committee or institution to which they desired these sums to be allotted, and say whether they preferred to encourage more particularly purchases of books and apparatus, or the publication of scientific works, or the creation of travelling scholarships.

It was felt desirable that those contributing should enable as far as possible an immediate use to be made of their gifts, without the Committee being always obliged to capitalise them. The crisis through which intellectual life was passing should in fact be likened to material disasters for which the capital and not the revenue of the donations raised was expended.

“(b) The Assembly is of opinion that National Committees should also be established in those countries which have already organised intellectual co-operation on definite lines and in a different way.”

In order to facilitate the carrying out of this recommendation, the Committee has added to the appeal on behalf of the National Committees mentioned above, suggestions concerning the organisation of National Committees, as well as a list of the Committees already established or on the point of being established. (See *Bulletin of the International University Information Office*, Nos. 1 and 2, page 77 *et seq.*)

“(c) The Assembly requests the Council to ask the Governments of the Members of the League of Nations to be good enough to lend their moral and financial support to these National Committees if they have not already done so, and to authorise the Committee on Intellectual Co-operation to receive from any institution or private person interested in the work funds destined for this purpose.”

The Council approved this resolution on December 13th, 1923, and the appeal on behalf of the National Committees and of the work of intellectual assistance which it was co-ordinating was duly issued.

“(d) The Assembly invites the Committee to continue the investigation into the conditions of intellectual life which it has started, and to communicate the results obtained.”

The first results of the enquiry have been published, either in pamphlets or, as from the beginning of 1924, in the *Bulletin of the International University Information Office*, the publication of which will enable the enquiry to be kept up to date by means of information received from the various countries.

The pamphlets on the enquiry were published with the following note:

“The object of the Committee on Intellectual Co-operation in publishing this series of pamphlets is to call attention to the problems of organisation and intellectual assistance to which each subject gives rise. The Committee does not propose to treat these subjects exhaustively, but desires rather to bring them to the notice of the public, and to provide an opportunity for further suggestions.”

*International University Information Office (Resolution III).*

“The Assembly, taking note of the statements of the Committee and of its Chairman in regard to the impossibility of continuing their work unless an international university information office is formed, authorises the Committee to convert its secretariat into an International University Information Office.

“The initial activities of this office might include:

“(a) Communication of the recommendations of the Committee on Intellectual Co-operation for their information to the competent authorities and particularly to the national university information offices.

“(b) Publication of any information which it may receive, especially from national university information offices, where such offices exist, in regard to the equivalence of studies and diplomas recognised by different countries, the curricula of universities, especially university courses relative to modern nations, the teaching of modern languages, literatures and civilisations and international vacation courses.

“(c) Preparation of a meeting between the University Sub-Committee and delegates of the international students' associations with a view to examining methods of extending the exchange of students, with the concurrence of their universities.

“(d) Establishment of relations with all the organisations existing in various countries for the purpose of rendering exchanges of professors more frequent.”

The International University Information Office has begun its work within the limits fixed by the Assembly.

It should be pointed out, with special reference to paragraph (c) of the resolution of the Assembly, that the University Sub-Committee presided over by M. Bergson, conferred during its December session with the delegates of the following international students' associations: The International Confederation of Students, the Universal Federation of the Christian Students' Associations, the International Federation of University Women. The representative of *Pax Romana* (the international Secretariat of the Catholic Students' Associations), who had been heard at a previous session, was prevented from attending on this occasion, but his association had replied to a preliminary questionnaire addressed to it in regard to exchanges of students.

The exchange of views of the representatives of international students' associations was summarised in Nos. 1 and 2 of the *Bulletin of the International University Information Office* (page 10 *et seq.*).

The Committee on Intellectual Co-operation has taken into account the recommendations of the international students' associations in the resolution which it adopted concerning exchanges of students (see above). It has, moreover, invited the National Committees on Intellectual Co-operation to get into touch with the European Student Relief Organisation of the Universal Federation of Christian Students Associations for everything relating to assistance for students. It noted with satisfaction that the other international students' associations had co-operated in this work.

A special committee, appointed by the Committee on Intellectual Co-operation to supervise the International University Information Office, was instructed to collaborate with the representatives of the students' associations, in order that permanent contact might be established with the international students' associations in establishing the rules of procedure of the Office. In particular, it recommended collaboration with the central office of the General Confederation of Students.

In view of the usefulness of the students' organisations, especially as regards travelling facilities for students, the Committee recommended that the Governments or competent institutions should be asked to support these organisations financially as far as they were able to do so.

#### *International Organisation of Bibliography (Resolution IV).*

"The Assembly, sharing the Committee's conviction that the international organisation of bibliography serves to establish closer touch between scholars in different countries and to facilitate their individual studies:

"(a) Invites the Committee to publish the *Index Bibliographicus* which it has planned and to pursue its enquiries in regard to co-operation between the libraries or groups of libraries which have been formed in the different countries, and in regard to the utilisation of the work of the International Bibliographical Institute at Brussels;

"(b) Authorises the Committee forthwith to take the necessary steps to summon technical conferences for the purpose of co-ordinating the work of analytical bibliography abstracts in certain specified sciences;

"(c) Requests the Council, in agreement with the Committee on Intellectual Co-operation, to convene a conference of experts to prepare the eventual revision of international conventions relative to the exchange of publications of every kind: books, periodicals, catalogues, papers and theses."

The *Index Bibliographicus*, a collection of existing bibliographical publications and institutions, will probably appear during the current year.

Enquiries with regard to co-operation between libraries or groups of libraries have been continued by the Sub-Committee on Bibliography, and the Committee has noted with satisfaction that the French Government, basing its action upon the recommendations of the Committee, has prepared a scheme for the reorganisation and co-ordination of the Paris libraries with a view to rendering more accessible to all readers the valuable collections which they contain.

The use of the work of the International Institute of Bibliography at Brussels has been studied in a preliminary way by the Sub-Committee on Bibliography. The plenary Committee will deal with the question during its session to be held in July 1924.

As regards the co-ordination of the work of analytical bibliography (preparation and publication of abstracts of articles in scientific journals), one of the technical conferences mentioned in the Assembly resolution met at Brussels on May 1st and May 2nd, 1924, with a view to co-ordinating the work of analytical bibliography in the field of physics. This Conference consisted of the members of the Sub-Committee on Bibliography and experts representing the bibliographical associations and publications of Europe and America for physics and physical chemistry. The Conference met under the chairmanship of M. Lorentz.

The application by the bibliographical publications and the scientific journals of the recommendations drafted by this Conference should enable all analytical documentation to be made as rapid, complete and precise as possible, in accordance with the proposals formulated by Mme. Curie, and adopted by the Committee in the interests of scientific work.

In order to give effect to the decision of the Assembly in regard to the exchange of publications, the Council, upon the suggestion of the Committee, has decided to convene, under the chairmanship of M. Bergson, a committee of seven experts (a Belgian, an Italian, an expert of the United States, a South American and a British subject, with the French and Polish experts of the Committee). These experts will examine the conditions necessary for a possible revision of the Conventions of 1886

relating to the international exchange of publications. The meeting has been convened for the month of July, and will be held at the same time as that of the Committee on Intellectual Co-operation. Its proposals will be communicated to the Governments.

*Reconstitution of the Library and Scientific Collections destroyed in Japan (Resolution V).*

"The Assembly, grieving at the calamity which has stricken the universities and libraries of Japan, invites the Committee on Intellectual Co-operation to study means of affording international assistance to facilitate the reconstruction of the library and scientific collections which have been destroyed in Japan."

The Committee on Intellectual Co-operation, on the proposal of Professor Nitobé, Under-Secretary-General of the League of Nations, has decided to concentrate on the reconstitution of the collections of the library of the Imperial University at Tokio, which has lost 700,000 volumes.

Universities, learned societies and private persons have been asked to send books to this library through the various Japanese Embassies.

The National Committees on Intellectual Co-operation have been invited to collaborate in this work of intellectual assistance, and the first *Bulletin of the International University Information Office* has noted the first despatches of books made as a result of this appeal (pages 83 and 84).

*Other Assembly Resolutions.*

The sixth resolution of the Assembly deals with a scheme put forward by Senator Ruffini in regard to the protection of scientific property. The Committee will examine during its July session the observations communicated by the Governments on this scheme, and will submit a report to the fifth Assembly.

The Committee will examine during the same session the offer of the municipality of Capri, which proposed to place the Charter House at Capri at the disposal of the artists of the various countries (seventh resolution of the Assembly).

The eighth resolution of the Assembly urges Governments to arrange that the children and youth in their respective countries should receive instruction concerning the existence and objects of the League of Nations and the terms of the Covenant. This resolution was communicated to the Governments on October 19th, 1923. A summary of twelve replies so far received will be found in the *Official Journal* for June 1924. The following States Members of the League have answered: Albania, Australia, Canada, Czechoslovakia, Denmark, France, Great Britain, Guatemala, Italy, Liberia, Persia and Peru. Replies have also been received from the Free City of Danzig and the Governing Commission of the Territory of the Saar.

The ninth resolution of the Assembly deals with proposals made by the Spanish Government concerning the equivalent recognition in all States of certain secondary educational diplomas, the creation of an international university and the foundation of a higher educational establishment in each of the countries Members of the League whose diplomas shall be valid in each of these countries. This resolution has been referred by the Council to the Committee on Intellectual Co-operation for examination.

The Sub-Committee on Inter-University Relations studied these proposals during its session held in April 1924, with the assistance of M. Castillejo, Secretary-General of the *Junta Para Ampliacion de Estudios*, appointed as expert for this purpose with the agreement of the Spanish Government.

The plenary Committee will examine the conclusions of the Sub-Committee during its July session, and will submit a report to the fifth Assembly.

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15.

INTERNATIONAL BUREAUX.

*(Article 24 of the Covenant.)*

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I. — INTERNATIONAL HYDROGRAPHIC BUREAU.

The International Hydrographic Bureau, which came under the direction of the League following a decision of the Council on October 2nd, 1921, has continued to keep the Secretariat informed of its activities.

II. — THE CENTRAL INTERNATIONAL OFFICE FOR THE CONTROL OF THE LIQUOR TRAFFIC IN AFRICA.

This office, the position of which under the direction of the League was regulated by a decision of the Council of January 11th, 1922, continues to keep the Secretariat supplied with lists and

statistics of imports of spirituous liquors into the various African colonies and mandated territories. It also communicates the texts of the different ordinances in force in that continent with regard to the liquor traffic.

### III. — THE INTERNATIONAL COMMITTEE FOR AIR NAVIGATION.

This Committee was placed under the direction of the League by Article 35 of the Paris Convention of October 13th, 1919, and it held its fifth session at Rome in October last. The Committee keeps in constant touch with the section of the Secretariat dealing with communications and transit, to which it forwards its bulletin. It has done a great deal of work in regard to the application of the International Air Convention.

### IV. — THE INTERNATIONAL ASSOCIATION FOR THE PROMOTION OF CHILD WELFARE.

By a decision of the Council of March 14th, 1924, subject to ratification by the Assembly, the work of the International Association for the Promotion of Child Welfare will in future be carried out by the Secretariat of the League. This Association is to hold a final session in July.

### V. — THE INTERNATIONAL RELIEF BUREAU (BUREAU INTERNATIONAL D'ASSISTANCE).

This Bureau has not submitted any reports concerning its activities since it was taken under the direction of the League (June 27th, 1921).

### VI. — PUBLICATIONS RELATING TO INTERNATIONAL ORGANISATIONS.

The Secretariat of the League has continued the publication of a *Quarterly Bulletin of Information on the Work of International Organisations*, which records the meetings and general activities of the various existing international institutions. The *Bulletin* serves as a means for giving a certain amount of publicity to the activities of these institutions.

In No. 6 of this *Bulletin*, which appeared in January 1924, a chart was published giving the date and places of all international meetings held in 1923, by seventy-nine international organisations; a list of the countries represented at these meetings was also given. The information in the *Bulletin* is drawn from the organisations themselves and not from any unofficial source. It has thus been possible to maintain contact, by means of frequent correspondence, with a large number of international organisations.